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ABSTRACT

This report examines employment in terms of fundamental, long-range economic change and describes activities of the National Commission for Employment Policy. Part I assesses labor market changes as a first step in developing employment policies that will serve the needs of America in the 1980s and beyond. It considers the changing labor force; changes in industries and occupations in response to high technology innovations, development of new industries, disappearance of jobs in some older manufacturing industries, and emergence of an increasingly service-oriented economy; and the slowdown in productivity growth. Some basic questions are listed that policymakers should address in formulating employment policies. Part II briefly describes completed and ongoing projects in the following major areas: enactment and implementation of the Job Training Partnership Act; labor market problems of Hispanics, older Americans, and displaced workers as well as the employment needs of business. Appendixes identify changes in commission membership and staff and contain comments on published reports of the National Advisory Council on Vocational Education. (YLB)

8th Annual Report

The Work Revolution

Report No. 15
December 1982

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National Commission for Employment Policy
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To the President and Congress of the United States

December 8, 1982

The National Commission for Employment Policy is particularly pleased to provide this *Eighth Annual Report* of the Commission for your review and consideration. You will note that, in a departure from past reports, the Commission is examining employment in terms of fundamental, long-range economic changes. We are, of course, acutely aware of and deeply concerned about current high unemployment rates. We believe, however, that business, labor, and government working together in the spirit of partnership exemplified by the Job Training Partnership Act of 1982 can be successful in overcoming the current and prospective problems of cyclical unemployment. Our report focuses on where these problems appear to lie and possible long-term solutions that might facilitate the process of change.

The Commission is especially impressed with the magnitude of the changes underway in the labor market and the effects that these changes will have on the rate of structural unemployment. Workers displaced from their jobs in manufacturing industries after many years of gainful employment, youth who are unprepared for entry-level positions in many skilled occupations, and persons who are chronically unemployed or underemployed are certain to face even more limited job prospects in the future as the technological advances already underway accelerate throughout the 1980's and 1990's. In response to this important challenge, policymakers need to consider how the education system, public and private job training programs, unemployment insurance, the employment service, and a host of other existing policies and programs can better assist these groups to participate successfully in the process of change.

The last section of this report lists some basic questions that, we believe, policymakers should address in formulating employment policies suitable for the 1980's and beyond. The Commission undertook work in several related areas over the past year, including (1) a multifaceted study of the labor market problems of older Americans and national policies that affect them, (2) an analysis of the employment needs of private business firms, and (3) a major project just getting underway to consider various ways to assist displaced workers, (4) a recently completed major study on the job market problems of Hispanic-Americans, a group whose numbers and importance in the U.S. labor market are expected to grow.

Our intent in these and other projects planned for 1983 is to explore fully the implications of projected labor market changes and to draw out from them specific recommendations that can lead to effective employment policies at the national, State, and local levels. The Commission recognizes and urges policymakers to be sensitive to the fact that the United States has a diverse economy and that policies developed for the Nation as a whole may not be suitable for all States and localities. We will, therefore, address in each project the level of governmental and private sector responsibility that is called for.

We deeply appreciate the confidence demonstrated in us by the reauthorization of our Commission under the Job Training Partnership Act. Recognizing that we have entered a period of momentous change that will require the most dedicated efforts to develop effective employment policies in each sector attuned to future needs, we pledge to do our utmost to provide sound guidance on employment matters.

Kenneth M. Smith
Chairman

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Part I
The Work Revolution

The 1980's are proving to be a period of tremendous change in the labor market. Among the trends that business and government leaders must consider in fashioning effective employment policies are a significant decline in labor force growth, a maturing work force, and large-scale movements of people from the Northeast and Midwest toward the West and the South and from urban to rural areas. In addition, high technology innovations, including computers and industrial robots, and the emergence of an increasingly service-oriented economy promise to alter significantly the number and kind of employment opportunities available during the remainder of this century. The following report examines these very important labor market changes as a first step in developing employment policies that will serve the needs of this Nation in the 1980's and beyond.

The Changing Labor Force

Dramatic changes are taking place within the American work force. Some 125 million persons will be in the labor force at the end of the current decade, according to projections by the Bureau of Labor Statistics (BLS) in the U.S. Department of Labor. The typical worker is expected to be older, better educated, and more likely to live in a rural area than today's employee. "He" is also more likely to be a "she" as the number of working women continues the growth begun after World War II, although at a slower rate than in the past. Among youthful labor force entrants, the proportion of black and Hispanic youths is expected to increase.

Growing Slowly, Growing Older

The population of the United States has increased throughout this century and is expected to reach 244 million by 1990. The rate of growth, however, slowed considerably in the 1960's and 1970's. The 1980 census data confirm what demographers have known for some time, that the reduced birth rates that followed the great post-World War II "baby boom" will mean a shrinking supply of new workers in the current decade (chart 1).

The U.S. population in the 16- to 24-year age range peaked at 37 million in 1980, after more than 20 years of growth, with nearly 26 million young people at work. Based on Current Population Survey reports from the Bureau of the Census, the U.S. Department of Labor projects a continuing decrease of this age group in the work force over the remainder of the decade. By 1990, the number of 16- to 24-year-old workers will have declined to around 24 million. By 1995, a drop of another million in this age range is expected. The diminishing supply of young workers, together with a slowdown in the rate at which women enter the labor force, lead experts to predict that in the 1980's the labor force will grow at less than half the rate it grew in the 1970's.

Prime-age (22- to 44-year-old) workers are expected to number nearly 60.5 million by 1990, according to BLS projections. Within this group, the greatest growth will occur among workers aged 35 to 44 (the maturing baby-boom generation). Nearly 38 million of these workers will be in the labor force by the end of the current decade.

At the upper end of the age spectrum, the U.S. Department of Labor projects a slight decrease in the number of persons 55 years and older who are in the labor force—from around 14.7 million workers in 1980 to about 14.1 million in 1990. Most of this decrease is expected to occur among males in the 55- to 64-year-old category.

Chart 2 illustrates the change in age composition of the labor force from 1970 to 1990, as projected by the U.S. Department of Labor. The effects of these changes on the economy will be significant. Smaller numbers of young entry-level workers should create tighter labor markets, including higher wage rates and less unemployment. These, in turn, are likely to persuade older workers to remain longer on the job. The result could well be an increase in the average retirement age and a host of related policy implications for government.

A maturing population is also expected to have major repercussions on business behavior—reflected in hiring and pension policies but also affecting product development and marketing. For example, employers who have previously relied on young people for a large share of their work force (the fast food industry, for example) may need to alter their labor force composition to take into account the shrinking supply of young workers. Similarly, the manufacturers of products specifically designed for a youth market should see a downturn in demand compared with products and services that are attractive to middle-aged and older persons. Pension and health care planning will likely take on far greater importance as the labor force ages, with concerns about the fiscal soundness of the Social Security program and other pension systems already appearing more frequently in public discussions.

Exceptions to the Rule

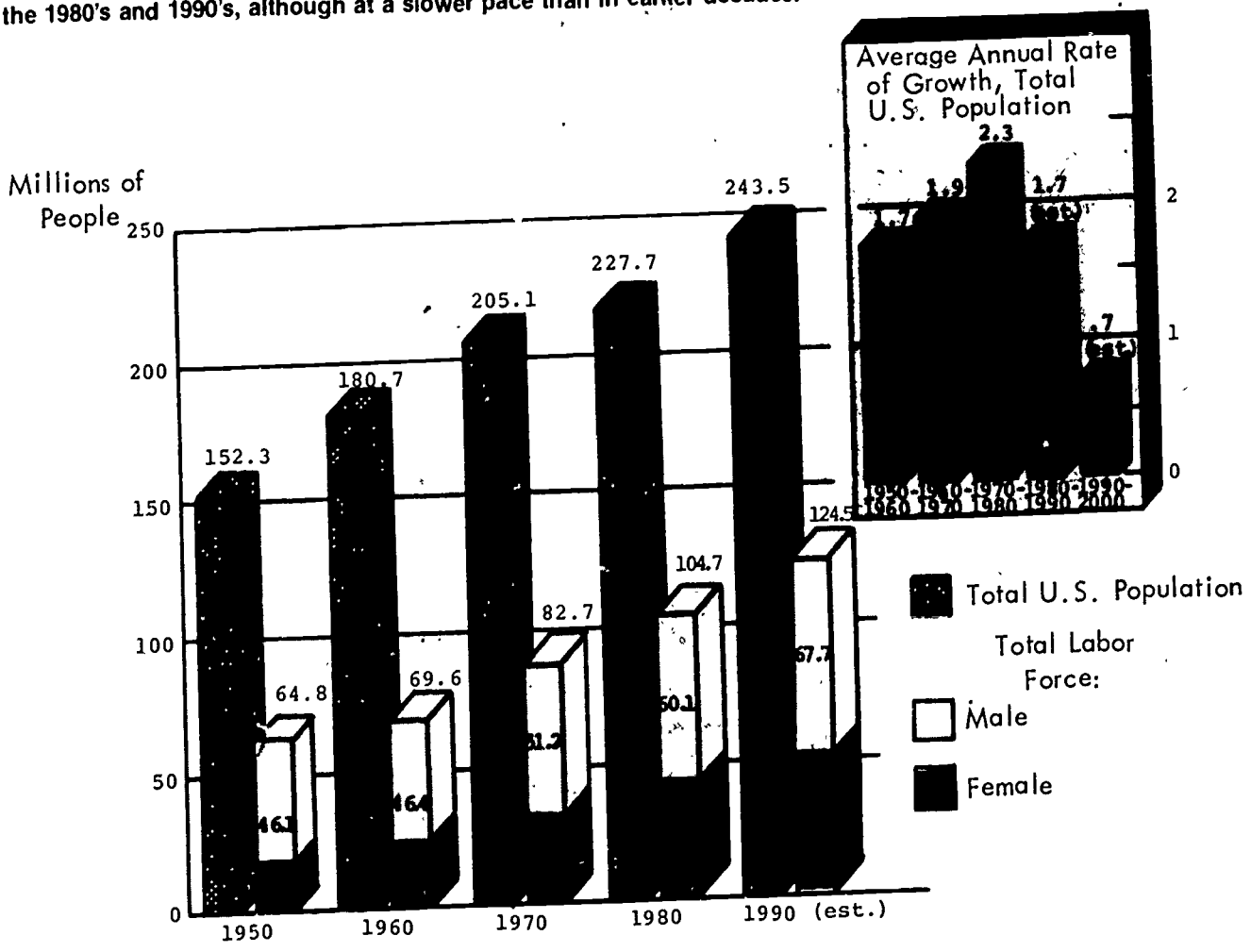
Although the total number of youth in the work force will decline in this decade, two groups—blacks and Hispanics—will not share in this downward trend. The census of 1980 shows that blacks accounted for just under 12 percent of the total U.S. population and had a median age of 24.9 years, compared with a median age of 31.3 years for whites. (See chart 3.) The Spanish-origin population in 1980 made up 6.4 percent of the total U.S.

population and had a median age of ony 23.2 years. A combination of a younger-than-average population and a high birth rate indicates a continuing population expansion and a growing supply of new labor from these two groups during the 1990's. Thus, while the total number of men and women in the labor force between the ages of 16 and 24 is expected to decrease by nearly 9 percent for whites, it is anticipated that it will increase about 1 percent for blacks and other minorities.

The exact number of Hispanics in the population will be determined in part by birth rates and in part by the flow of immigrants—both legal and illegal—from Mexico and from Latin American countries. If the rate of immigration is low, some analysts predict that Hispanics may account for nearly 10 percent of the population by the year 2000. If the flow of immigrants is large, the percentage of Hispanics could rise another 2 or 3 percentage points by the turn of the century.

The effect of immigration on the size and average age of the work force is, in fact, one of the imponderables for demographers making population projections. About 450,000 immigrants from all countries enter the U.S. legally each year. There may also be between 4 and 6 million undocumented workers currently living in the United States. Many of them have made their way here from Mexico and other Latin American countries. Despite current concern about the impact of undocumented workers on U.S. employment, recent research suggests that the projected major decline in new labor force entrants in the next decade could raise the issue of *encouraging* immigration as a source of needed additional labor, although efforts to utilize more effectively the existing labor supply (including efforts to eliminate discrimination) logically should precede outreach efforts to attract immigrants as a source of workers. Nevertheless, this is one of the critical labor force

Chart 1. The total U.S. population and labor force will continue to grow during the 1980's and 1990's, although at a slower pace than in earlier decades.



Source: U.S. Bureau of the Census and Bureau of Labor Statistics.

issues that may take on an entirely new perspective as we approach the year 2000.

Women in the Workplace

There is no uncertainty about the fact of increased participation of women in the workplace. Women have accounted for about 60 percent of the net growth of the labor force since World War II. This fact represents one of the most revolutionary employment changes of the postwar period. (See chart 4.) Moreover, the trend is expected to continue throughout the decade, even though the actual rate of increase will slow.

Particularly striking is the rate at which married women, with husbands present, have entered the work force. Half of all married women were in the labor force in 1980. Not only are married women (many with preschool-age children) looking for and finding jobs outside the home, but they are staying in the labor force longer and spending less time out of the work force for child-rearing.

The effects of this trend are far reaching. In just one example, work by a Commission staff analyst indicates that by the year 2000 as many as 80 percent of the women reaching the age of 65 will qualify for Social Security retirement benefits on the basis of their own earnings, a significant factor in the development of retirement and pension policies.

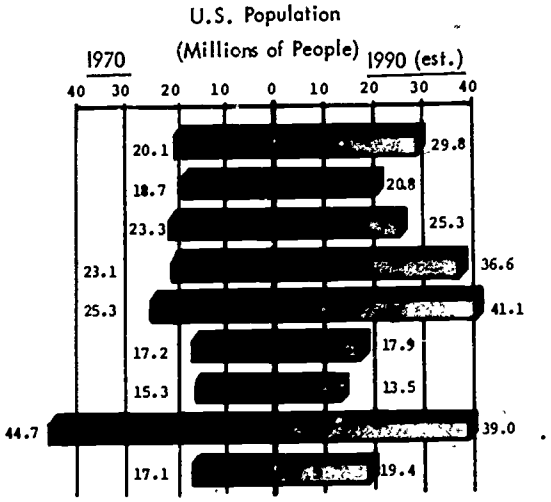
More immediate issues are also involved in the increased labor force participation of women. For example, 9 out of 10 of the 6.6 million single heads of household in the U.S. are women. One out of every 3 of these female household heads is living in poverty, even though 60 percent of them are in the labor force (chart 5). Most of those who are working tend to be employed in occupations traditionally reserved for women such as clerical or secretarial work, retail and service trades—jobs that, in the past, have tended to be associated with low pay and limited advancement opportunity.

Whether women are able to increase their earnings significantly depends to a large extent on their ability to move into occupations that pay higher wages than these traditional occupations. As new occupations develop or others expand in response to technological change, women may find broader career opportunities than in the past, but this outcome is dependent upon their acquisition of the skills necessary for high-paying jobs, as well as the elimination of discriminatory barriers that act to exclude females from upper level and other well-paid positions.

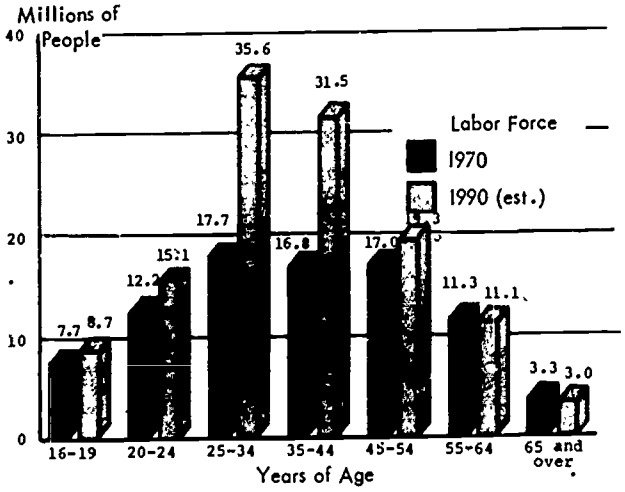
Shifting Toward the Sun

Among the population trends confirmed by the 1980 census is a movement of people from the industrial areas of the Northeast and Midwest toward new homes in the South and West. (See chart 6.) Aggressive economic development policies, including tax incentives for businesses that relocated, along with noneconomic inducements such as a warm climate and a relaxed lifestyle, attracted many new industries and people to these areas. In turn, they created a growing number of jobs that served as a catalyst for a massive interstate migration during the 1970's. If these trends continue, demographers predict that, for the first

Chart 2. By 1990, the number of people between the ages of 25 and 44 is expected to have grown considerably as the "Baby Boom" cohort matures...



...and this growth will be reflected in an older labor force.

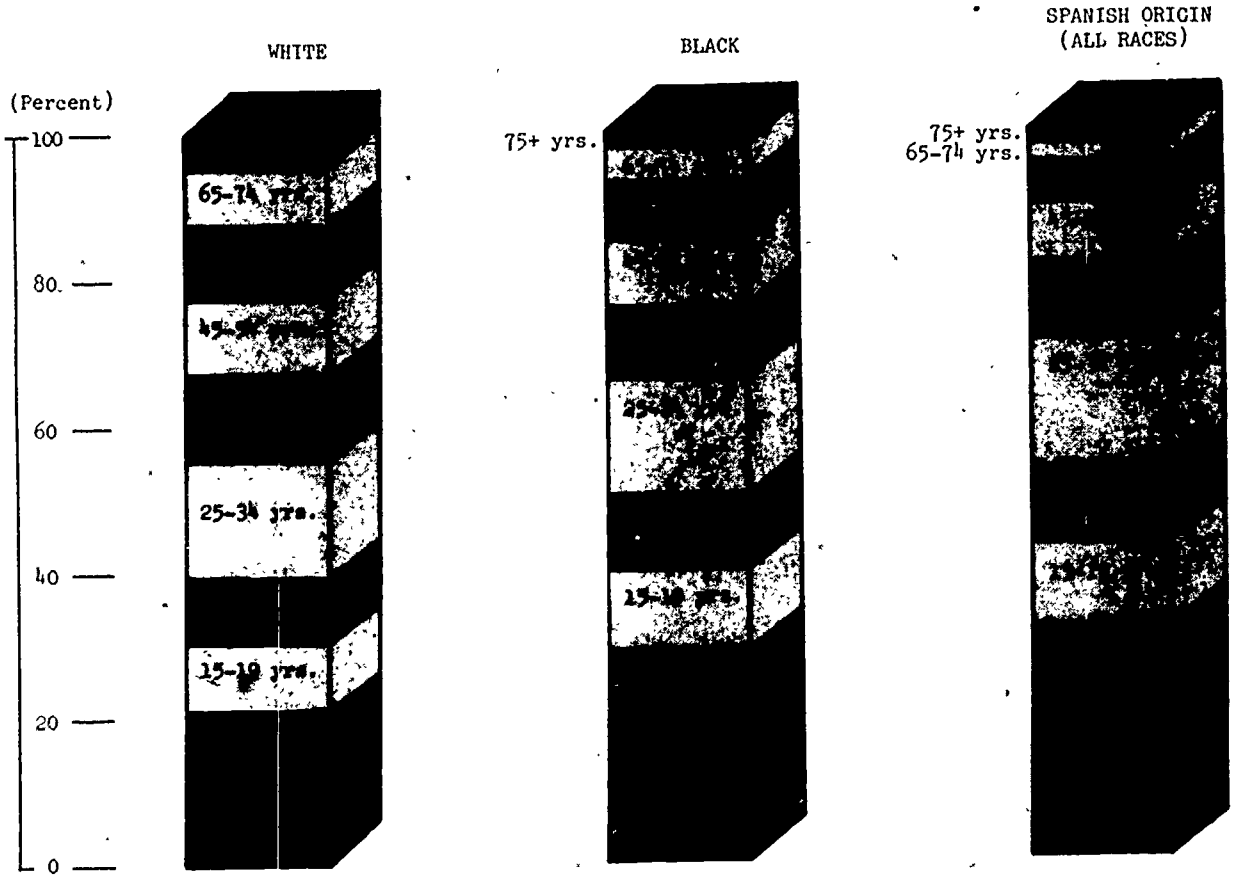


Source: U.S. Bureau of the Census and Bureau of Labor Statistics.

time in U.S. history, the combined population of the South and West will exceed the combined population of the North and East by 1990.

More than a third of all Americans—over 80 million people—now live in the southern tier of States that stretches in a broad band from California in the West to the North Carolina-to-Florida coastal area in the East. The population of this "Sun Belt" increased by 23 percent from 1970 to 1980, double the rate for the U.S. population as a whole. Although the Sun Belt generally experienced much greater growth and prosperity than the industrialized areas of the Northeast and Midwest throughout the 1970's, the region is by no means monolithic. The Sun Belt

Chart 3. Blacks and persons of Spanish origin in the United States are younger on average and have higher fertility rates than whites.



	WHITE	BLACK	SPANISH ORIGIN (ALL RACES)
Proportion of U.S. Population	83.2 Percent	11.7 Percent	6.4 Percent
Median Age	31.3 Years	24.9 Years	23.2 Years
Fertility Rate*	68.5	81.3	99.2

*Births per 1,000 women, age 18 to 44 years.

Source: U.S. Bureau of the Census.

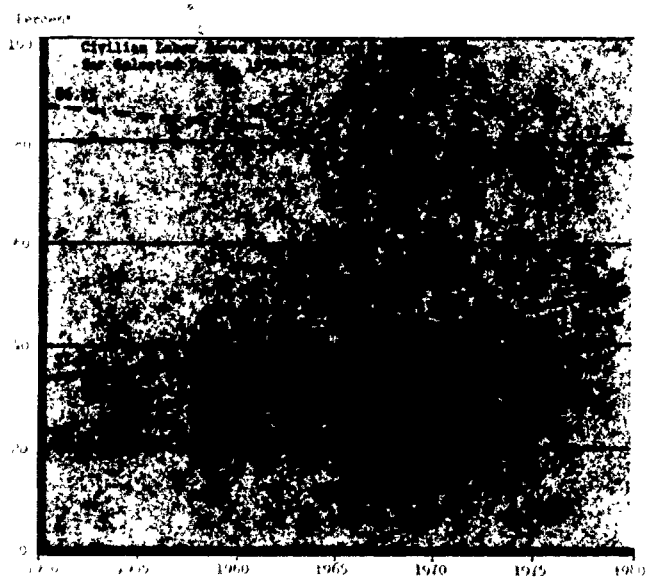
encompasses a number of clearly defined subregions with different economic bases and important cultural variations.

- Arizona, with a population increase of 53.1 percent from 1970 to 1980, had the highest growth rate of any single State in the Sun Belt. As a subregion, Arizona and New Mexico together averaged a growth rate of 40.5 percent in this period. Tourism and rapidly expanding job opportunities in high technology industries are among the area's chief attractions. Phoenix, Tucson, and Albuquerque have become electronics manufacturing centers, and several national corporations have moved their headquarters to these expanding cities.

- Florida, second only to Arizona in its percentage of population increase, grew by over 43 percent from 1970 to 1980. The State's reputation as a retirement haven and its role as the receiver of successive waves of Hispanic, Asian, and Haitian refugees have contributed to its high growth rate. Aerospace and other high-tech industries, as well as tourism, are major sources of jobs in the State.

- Texas, Oklahoma, and parts of Louisiana (the Nation's "oil patch" region) benefitted greatly from the boom in oil and gas production after the price increases of the 1970's. Together, the three States averaged a population increase of 30.2 percent, with Texas becoming the third most

Chart 4. The labor force participation rates of women have risen steadily over the last 30 years.



Source: Bureau of Labor Statistics.

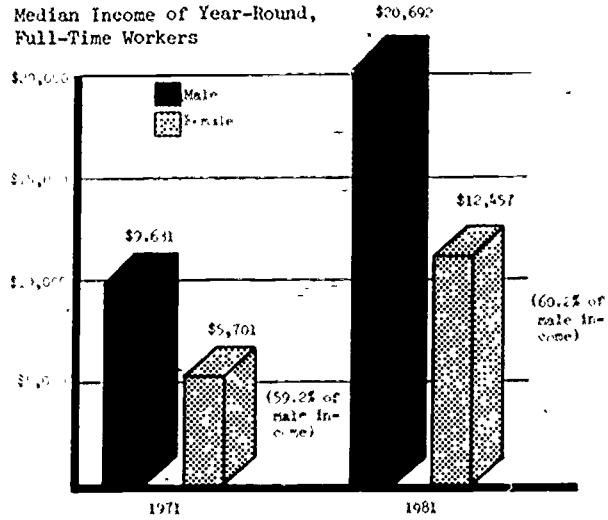
populous State after California and New York in that period. Petrochemicals, plastics, and other forms of manufacturing helped attract many new workers to the area in the 1970's. Recently, increases in world oil and gas supplies, which contributed to lowered prices, have led to a cutback in production and a slowdown in employment growth in this region.

- California—wealthy, cosmopolitan, and economically diverse—has been growing steadily for many years and was in the vanguard of the population shift toward the West long before the 1970's. Consequently, its economy is more mature than some other areas of the Sun Belt, and its growth from 1970 to 1980, 18.5 percent, was the second lowest of the five subregions described here.

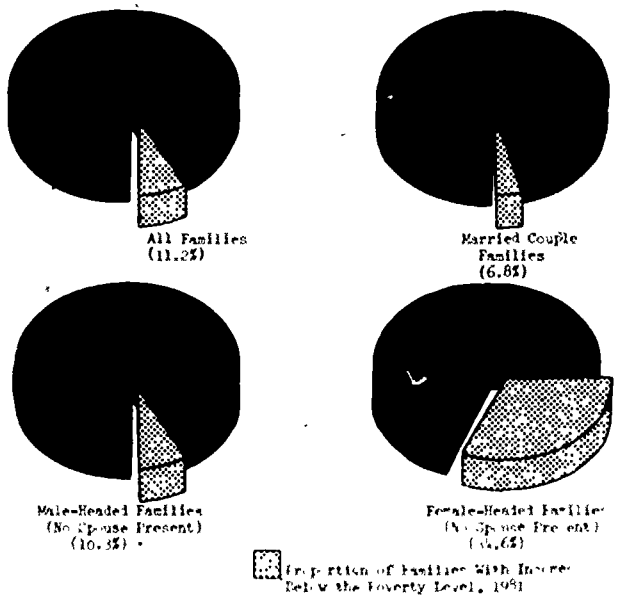
- The seven States that constitute the South/Southeastern region of the country (Alabama, Arkansas, Georgia, Mississippi, North Carolina, South Carolina, and Tennessee) rely more heavily on durable goods manufacturing than the other Sun Belt subregions. As a result, their prosperity has been more vulnerable to recent national economic problems that focused on these industries. In addition, the population was initially larger than the more sparsely settled West. Reflecting these circumstances, the South/Southeast had the lowest population gain, 16.8 percent, of all the Sun Belt's subregions in the 1970's, although it still grew nearly 1½ times the national average of 11.4 percent.

Several western States, not included in the Sun Belt, also experienced rapid growth during the 1970's. Indeed, Nevada, with

Chart 5. Women as a group lag behind men in earnings...



...so that families headed by women are more likely to be poor than are other families.



Source: Bureau of Labor Statistics.

a population increase of 63.5 percent, led *all* States in terms of population growth in that decade. Colorado, Idaho, Utah, and Alaska all had growth rates above 30 percent in the 1970's while the population of Wyoming increased by over 40 percent. Jobs related to processing mineral ores, lumber, and other natural resources were major attractions in these States.

Whether the relative prosperity of these rapid-growth areas persists over time will depend on several factors. Continued expansion of the new industries that attracted workers to these areas is one important determinant. Throughout the South and

West, the ability of unskilled and semiskilled workers to find jobs has declined considerably in recent months so that the movement of workers from other parts of the country into these regions may be slowed. Natural resources are another limiting factor. Problems associated with land usage, water rights, and pollution will have an important impact on future growth. Nevertheless, for the remainder of the 1980's it is expected that the proportion of the U.S. population residing in the South and West will continue to increase, and the job imbalances that accompany regional expansion and decline will need to be addressed by employment policymakers.

In addition to these major regional population shifts, smaller movements of people in the 1970's have also been noted by demographers. For the first time since the early 1800's, rural areas and small towns grew more rapidly than metropolitan areas during this period (chart 7), a shift that reflects the availability of good transportation and communications facilities. As part of this trend, suburban growth has continued since the 1950's, and large numbers of blacks and other minority group members have joined that migration. Like the broader movement to the South and West, these population shifts are responsible for altering the supply of labor that may be available to an industry in a given area and must be considered in the development of comprehensive employment policies.

Changes in Industries and Occupations

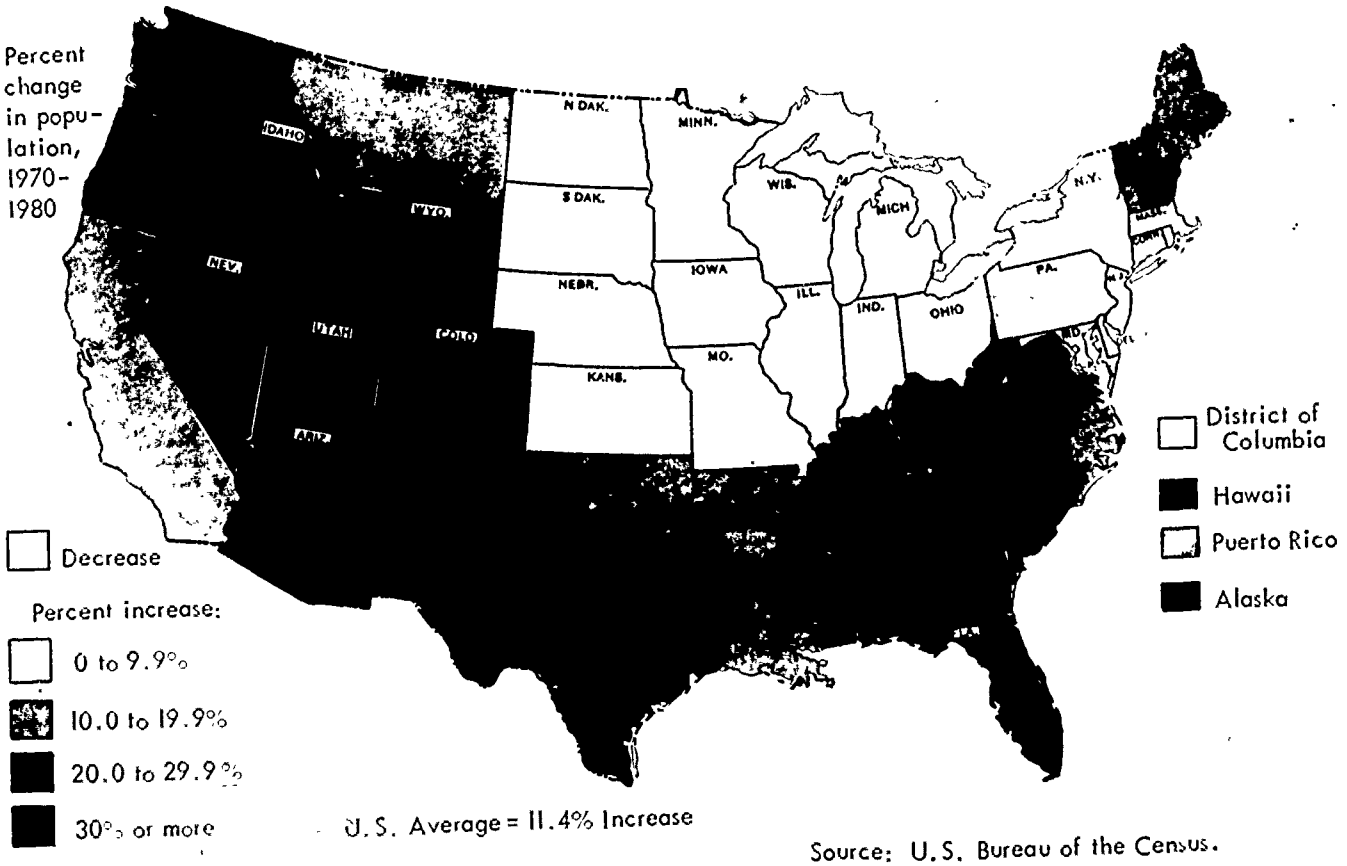
Changes in the workplace are expected to be as profound as the changes in the work force throughout the remainder of this century. The occupational profile of American workers is already undergoing significant alterations in response to the development of new industries, the disappearance of jobs in some older manufacturing industries due to foreign competition, and the emergence of an increasingly service-oriented economy (chart 8).

A High Technology Blitz

The growing prosperity that has changed the face of much of the South and West in the past decade has been spurred by a surge of new high technology industries, such as electronics, computers, and aerospace. An explosive growth in computer-related jobs, microprocessing, robotics, and other advanced forms of automation began in the 1970's and shows no signs of slowing in the 1980's. This growth has been likened to the original Industrial Revolution and, indeed, is viewed by some analysts as a new phase of that momentous process of economic and social change.

England and other western European countries, as well as the United States, faced profound alterations in the nature of

Chart 6. Interstate migration helped expand population dramatically in the South and West during the 1970's.



U.S. Average = 11.4% Increase

Source: U.S. Bureau of the Census.

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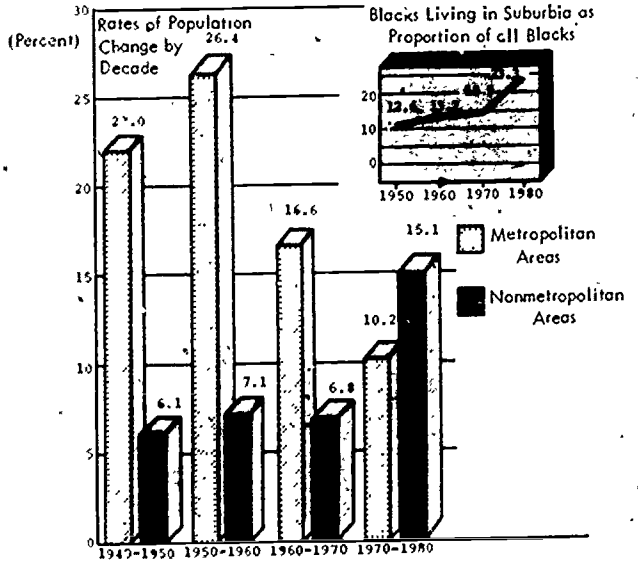
Chart 7. The growth of nonmetropolitan areas exceeded the growth of metropolitan areas during the 1970's, reversing a trend of several decades.



Source: U.S. Bureau of the Census.

production and work during the early 19th century as the result of rapid industrial development made possible by the steam engine. Today, the United States and other advanced nations appear to be at the beginning of a high-technology age, stemming largely from the development and industrial application of computers. These new forms of automation, in the short term at least, may have severe dislocating effects on workers in the 1980's, just as the development of earlier forms of automated production machinery had on workers in the 1800's.

The problem is even more complex today, however, since workers may be threatened in the short term by loss of their jobs due to rapid automation of manufacturing plants and in the long term by the possible crippling of whole industries if manufacturers fail to automate rapidly enough or otherwise change their production techniques or wage costs to meet foreign competition. That the Nation's unemployment rate exceeded 10 percent for the first time in 4 decades in September 1982, reflects not only the current recession, but also the disappearance of thousands of jobs in traditional "smokestack industries" such as iron, rubber, and steel, as well as in automobile manufacturing and other basic industries. Many workers in these industries who previously enjoyed both security and high salaries have consequently been left without work and often without applicable skills to compete in an emerging high-technology economy.

Industrial Robots

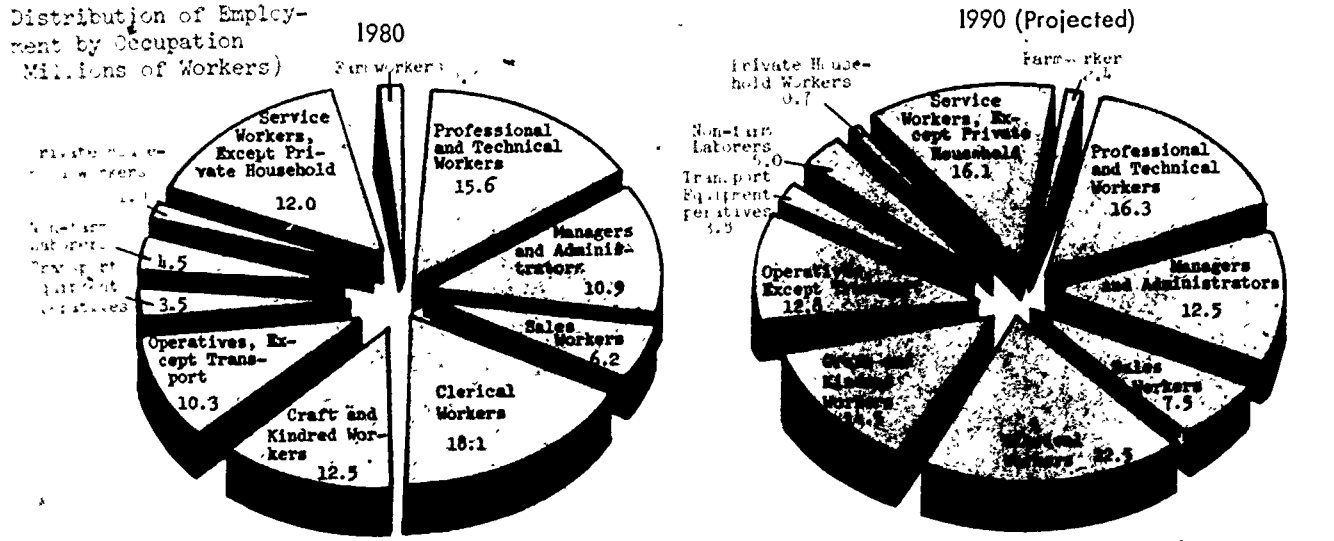
Industrial robots ("iron-collar workers," as they are sometimes referred to) are of particular concern to many blue-collar workers in manufacturing industries. Although simple industrial robots have been available for the past two decades, the United States now appears to be on the brink of a market explosion in robotics, as several of the largest U.S. corporations (Westinghouse, General Electric, General Motors, Chrysler, and others) have begun to make a major commitment to the new technology and convert to more automated manufacturing processes. The desire to increase productivity is an important impetus for this decision, and foreign trade competition from Japan—the world leader in the use of robots—has spurred their application within the United States.

Along with greater use of these machines has come a growing sophistication in their design. Unlike the androids depicted in *Star Wars* and other popular space-oriented fiction, first-generation robots have usually been limited in function, consisting mainly of machines with armlike projections that grip objects and move them from place to place. (See the descriptions in chart 9.) The latest computer-controlled robots display much more diversity, however, and are able to perform many of the "thinking" tasks that would normally be done by humans. If the major computer firms begin large-scale manufacturing of production robots, as several have already indicated an interest in doing, it is likely that demand will be stimulated further by an expected drop in prices, and even more sophisticated robots will be forthcoming.

The long-term, net effect on employment of these latest advances in technology cannot be predicted with accuracy even though short-run dislocations are already apparent. One school of thought holds that widespread use of computerized robots in manufacturing will reduce the total number of jobs in goods-producing industries and permanently displace many skilled and semiskilled workers now engaged in manufacturing. Researchers at Carnegie-Mellon University's Robotics Institute, for example, concluded after a recent study that the simplest, first-generation robots now in use have the potential to replace about one million of the nine million currently employed operating manufacturing workers. Most severely affected would be those workers engaged in production activities such as welding, painting, and operating machine tools. As new, more advanced generations of robots are introduced, these researchers contend, an additional three million jobs will be at risk in the areas of assembling, packaging, grinding, electroplating, and inspecting. Unfortunately, workers who are idled through industry shrinkage are unlikely to have the specific skills necessary to fill newly developed positions in emerging industries. Indeed, it may be very difficult, if not impossible, for those who lack related education and training to find even entry-level jobs in fully automated manufacturing industries.

While predictions of this nature have generated widespread concern among some economic forecasters, others find much to be hopeful about in this new round of automation. If, for example, robotics and other forms of advanced technology allow manufacturers to decrease the price of goods by increasing efficiency, the resultant demand for such products could actually increase the total number of jobs, although skill requirements may be altered substantially. The net effect of these changes would then be one of increased productivity, economic growth, and employment expansion. Improved working conditions are another potential benefit as robots take on the most difficult and dangerous jobs in industry. And, finally, automation may be the most economical means of restoring the Nation's industrial base.

Chart 8. The occupational profile of the United States will undergo significant changes in the 1980's.



Sample Occupations That Will...

Decline	Expand	Offer New Job Prospects for the Future
• Shoemaking-machine operators	• Data-processing-machine mechanics	• Industrial-robot production
• Farm laborers, owners, and tenants	• Computer-systems operators and analysts	• Energy technicians
• Housekeepers, private household	• Office-machine services	• Industrial-laser processing
• Secondary-school teachers	• Aero-astronautic engineers	• Genetic engineering
• Bus drivers	• Fast-food service workers	• Bionic medical electronics

Source: Bureau of Labor Statistics.

Those who hold that automation's positive effects will outweigh the negative point to history as a guide, since overall, despite some immediate worker hardship, the mechanization of agriculture and manufacturing over the past century has been the source for rapid productivity growth, wage gains, reductions in hours worked, and other employee benefits. These optimistic observers believe that, given sufficient lead time, a concerted effort to retrain workers displaced by the new devices and techniques could ameliorate much of the hardship associated with short-term worker dislocations. The Carnegie-Mellon study, itself, cautions that the job losses predicted following the introduction of robots will take place over *at least* a 20-year time span. Thus, retraining, plus a strong growth in other areas of the economy, may be able to alleviate much of any displacement problem.

The Information Age

The changes that have occurred in information occupations as a result of advances in telecommunication and computer technologies may be even more revolutionary than the development of robotics and other forms of automation in manufacturing. One estimate of labor force activity suggest that about 55 percent of all workers in 1980 were engaged in some kind of information-related occupation—generating, storing, transmitting, or otherwise manipulating data. Computers, micro-chips, satellite TV, and other advanced communications technology have all increased the quantity and speed of information handling and have contributed thereby to the exponentially increasing demand for more data.

Like robots in manufacturing, the effect of these changes on employment appear mixed. Computer programmers and cable

A ROBOT'S WHO'S WHO

INDUSTRIAL ROBOTS: Have armlike projections and grippers that perform factory work generally done by humans. The term is usually reserved for machines with a built-in control system and capable of operating without human assistance. In contrast, Japan counts as robots manipulators operated by humans, either directly or remotely.

PICK-AND-PLACE ROBOTS: Account for one-third of all U.S. mechanical installations. The simplest form of robot — moves objects from one place to another — usually limited to up and down, left and right, in and out movements. Electro-mechanical control system. Cost: $5,000 to $30,000.

SERVO ROBOTS: Most common industrial robot — can include all robots described below. Name derived from the servomechaniams that permit the arm and gripper to alter direction in midair, without requiring mechanical switching. Five to seven directional movements can occur, depending on the number of "joints" in a robot's arm.

PROGRAMMABLE ROBOTS: Servo robots directed by a programmable computer that can repeat indefinitely a sequence of arm-and-gripper movements. Can be reprogrammed by being led mechanically through a new sequence. Price range: $25,000 to $90,000.

COMPUTERIZED ROBOTS: Servo robots directed by a computer that can be reprogrammed electronically and can independently improve on their work-routine instructions. Price: $35,000 and up.

SENSORY ROBOTS: Computerized robots with one or more artificial senses such as sight and touch. Price: $75,000 and up.

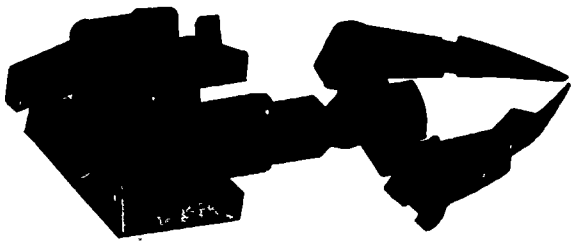
ASSEMBLY ROBOTS: Computerized robots (sometimes very anthropomorphic), designed specifically for assembly-line jobs.

Chart 9. "Iron-Collar Workers" will join the U.S. labor force at increasing rates during the 1980's.

RIA* ESTIMATES OF THE WORLD ROBOT "POPULATION" (1979)

JAPAN	47,000**	POLAND	720	ENGLAND	185
W. GERMANY	5,850	SWEDEN	600	FINLAND	130
UNITED STATES	3,255	NORWAY	200	BELGIUM	20

*Robot Institute of America.
**Includes all mechanical manipulators; 7,500 considered comparable to count in other countries.



Source: Business Week, June 9, 1980, p. 64.

TV installers are two of the many new jobs that have been created. Nevertheless, as part of the continuing dynamics of change, other jobs have already been eliminated or are likely to be. For example, as computers are used more extensively to store information and perform billing, payroll, and other calculations, the number of file and billing clerks and many other office machine operators that are needed for these operations will continue to decline. Even within emerging occupations, some previously new jobs (key punchers, for example) are beginning to disappear as more advanced machines take over basic computer functions. Once again, the net impact on workers will depend not on change in itself but on the speed of that change and the ability of individuals to accommodate quickly any short-run job imbalances that result.

Our Service Economy

Robots, computers, satellite communications, and other forms of high technology are dramatic examples of change that have captured headlines. A less dramatic, but equally profound change, stems from the accelerating shift toward a service economy, which began after World War II. (See chart 10.)

Of some 43 million wage earners (excluding domestic servants and the self-employed) in 1940, 56 percent worked in industries that produced goods through farming, construction, mining, and manufacturing. In 1980, these workers accounted for only 31 percent of the total work force. Conversely, from 1940 to 1980, the proportion of the Nation's workers employed in industries that provide services, such as health care, wholesale and retail trade, education, repair and maintenance, government, transportation, banking, and insurance, increased from 44 to 69 percent.

Ninety percent of all new jobs added to the economy from 1969 to 1976 were in service occupations. This striking statistic highlights a trend that is expected to continue until, by 1990, 72 percent of the labor force (over 89 million workers) will be employed in service-producing industries. One further telling indication of this trend is apparent in union membership statistics. The United Auto Workers and the United Steelworkers of America, which in 1960 were the two largest unions in the AFL-CIO, by 1980 had been surpassed in membership size by the United Food and Commercial Workers (grocery clerks and meat cutters) and the American Federation of State, County, and Municipal Employees.

Social and demographic changes are leading factors in the rapid growth of service occupations. As more women have entered the workplace and as family incomes in two-wage-earner families have risen, there has been more use of commercial cleaning establishments, restaurants, and other personal and child care providers. The need for health and medical care ser-

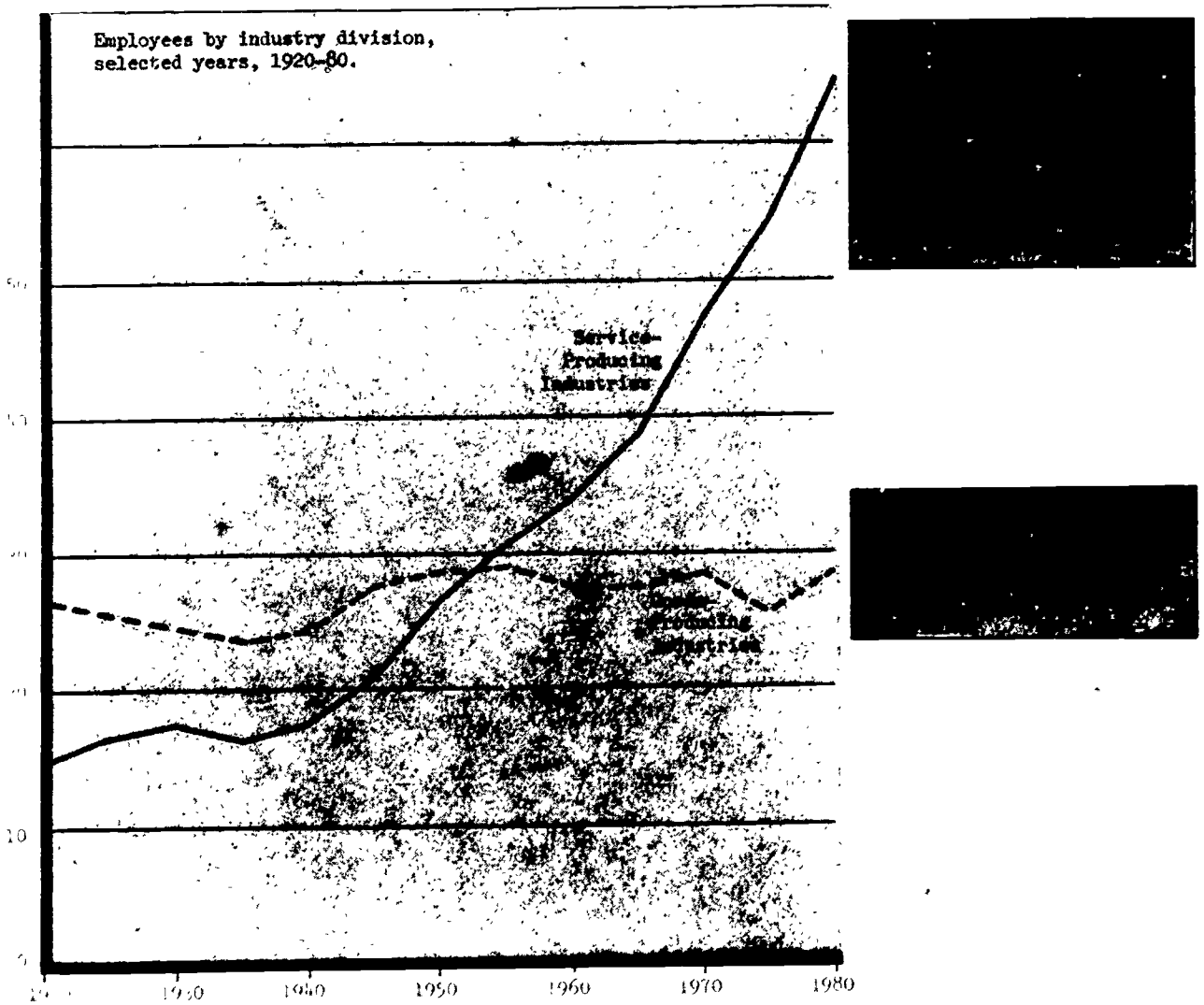
vices are also likely to increase as the general population ages. Other contributing growth factors include the expansion of cities and suburbs, which require additional government services, the growth of banking, credit, and real estate industries in response to an expanding population, and, as indicated above, the burgeoning demand for the production and manipulation of data that has accompanied the development of computers and telecommunications devices.

The growth of service-sector jobs, particularly health care and other personal services, could provide many new job opportunities in the future. Unskilled and semiskilled workers who may be dislocated from older manufacturing jobs and whose reemployment prospects in some of the new high-tech industries also may be limited are among those workers who could benefit from the growth of service-sector jobs. Whether there will be enough new employment opportunities to meet the demand, however, is open to question. Moreover, service jobs that do not require much specialized training have traditionally paid far less than manufacturing work. There is also the very real problem of psychological and other personal adjustments required by career changes that may be essentially involuntary and far removed from the type of work originally chosen.

White-Collar vs. Blue-Collar

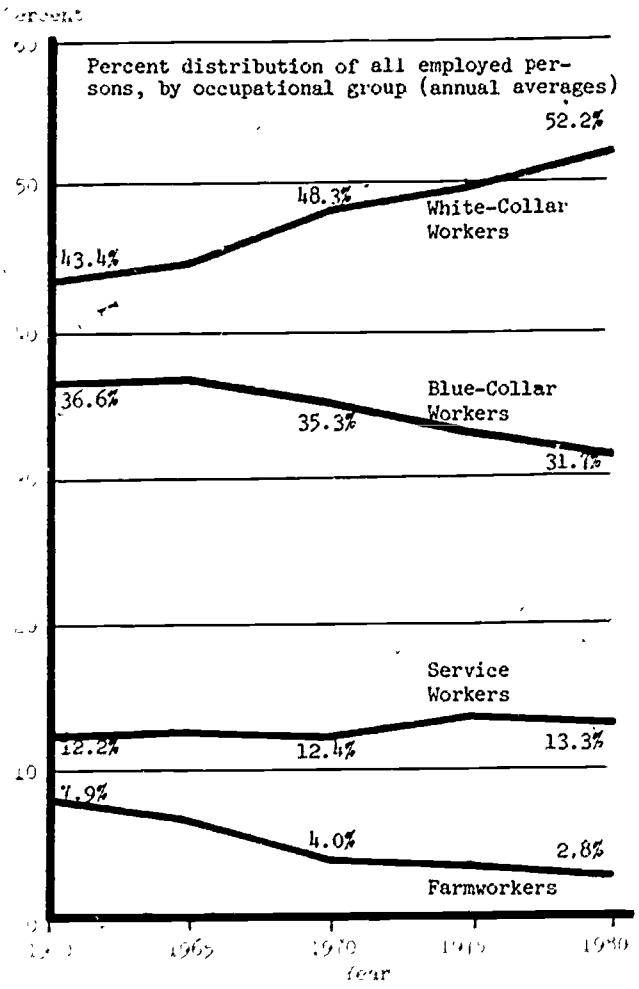
As a result of changes in occupations and industries, the pro-

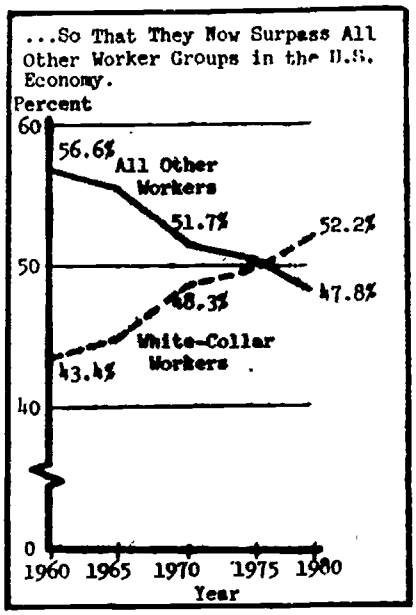
Chart 10. Employment in service-producing industries has risen sharply since the 1960's and far surpasses employment in goods-producing industries.



Source: Bureau of Labor Statistics.

Chart 11. The proportion of white-collar workers in the labor force has increased steadily over the last 20 years...





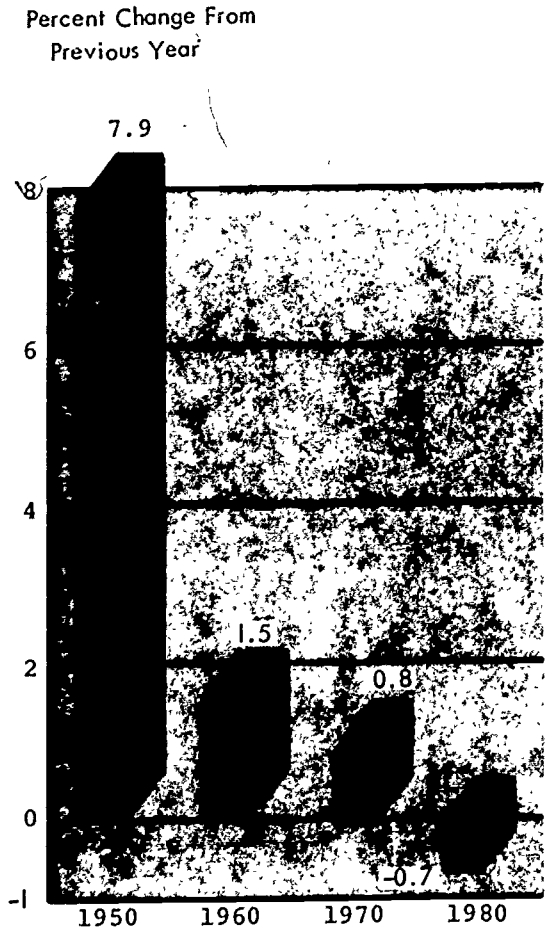
Source: Bureau of Labor Statistics.

portion of white-collar workers has been increasing steadily over the last 20 years (chart 11). Some analysts have even found reason to fear that the further decline of well-paid, blue-collar jobs in manufacturing could eventually lead to a polarization of the labor force. Workers who, for whatever reason, are unprepared to take what are often more highly paid white-collar positions, will in the future have far fewer well-paid blue-collar positions from which to choose. The problem is potentially very serious to the extent that such polarization, if it occurs, may come to reflect the influence of gender or race, as well as shifting occupation and industry patterns. In short, there should be clear concern over a potential "technological gap" that could preclude a substantial part of the population from participating in the most rewarding aspects of the "work revolution" that many foresee.

Productivity

In contrast to the high-tech revolution, which is causing as much optimism as pessimism among observers, the slowdown in productivity growth that economists have noted since the 1950's is universally considered an undesirable change (See chart 12.) As productivity growth declines in relation to wages, U.S. manufacturing firms are placed at a competitive disadvantage in today's global marketplace. There they must compete against foreign firms that generally have access to a less-expensive labor pool or, as in the case of Japan, that have already automated much of their manufacturing production process. The result has been reflected in a decline in sales for American businesses and a subsequent loss of American jobs. In an effort to increase their competitive standing in the world marketplace, many U.S. firms

Chart 12. The productivity[1] growth rate has been shrinking steadily since the 1950's.



[1] Output per hour of all persons in the private business sector.

Source: Department of Labor, Bureau of Labor Statistics.

have begun to place more emphasis on efficient management, to automate production processes wherever possible, and to stress the importance of continuing research and development. For American workers, the options may be less attractive: Either increase productivity substantially relative to other nations, or accept lower wages.

Since growth in productivity is related to increasing skills of workers, education and training are important to solving the productivity problem. The educational attainment of the civilian labor force rose from 10.9 years of schooling to 12.7 years from 1952 to 1980. (See chart 13.) Nevertheless, a high school diploma may not always represent a fair measure of employability. The United States ranked second among industrial nations in the "measured skill endowments" of its labor force in 1963; by 1975, it had dropped to seventh place. In 1981, when around 10 million persons were unemployed, nearly one million skilled jobs went unfilled.

Three out of four jobs will require some technical training beyond high school by 1990, according to estimates by the Bureau of Labor Statistics. Evidence of growing skill shortages in some critical fields and a decline in mathematical and verbal abilities among high school graduates are of particular concern in view of the occupational changes associated with automation. According to recent tests, one out of five high school graduates in the United States lacks the language and mathematics skills that are necessary to function successfully in society.

Only one-third of this Nation's 17,000 school districts require more than 1 year each of math and science; in Japan 25 percent of *all* class time in grades 7 through 9 is allotted to these subjects, while at the senior high school levels, four math courses and three natural science courses are the norm. Currently, nearly one-quarter of all students in U.S. high schools fail to graduate, compared with 8 percent in Japan and only 2 percent in the Soviet Union. The school dropout rate in the United States is especially high for minority groups, who will make up a growing proportion of new labor force entrants in the coming decades—45 percent among Hispanics, 35 percent among blacks. While simple international comparisons of any statistics should be interpreted with extreme caution, there is, nonetheless, reason for concern about the employment prospects of American youth in our increasingly technologically advanced society and about future U.S. productivity.

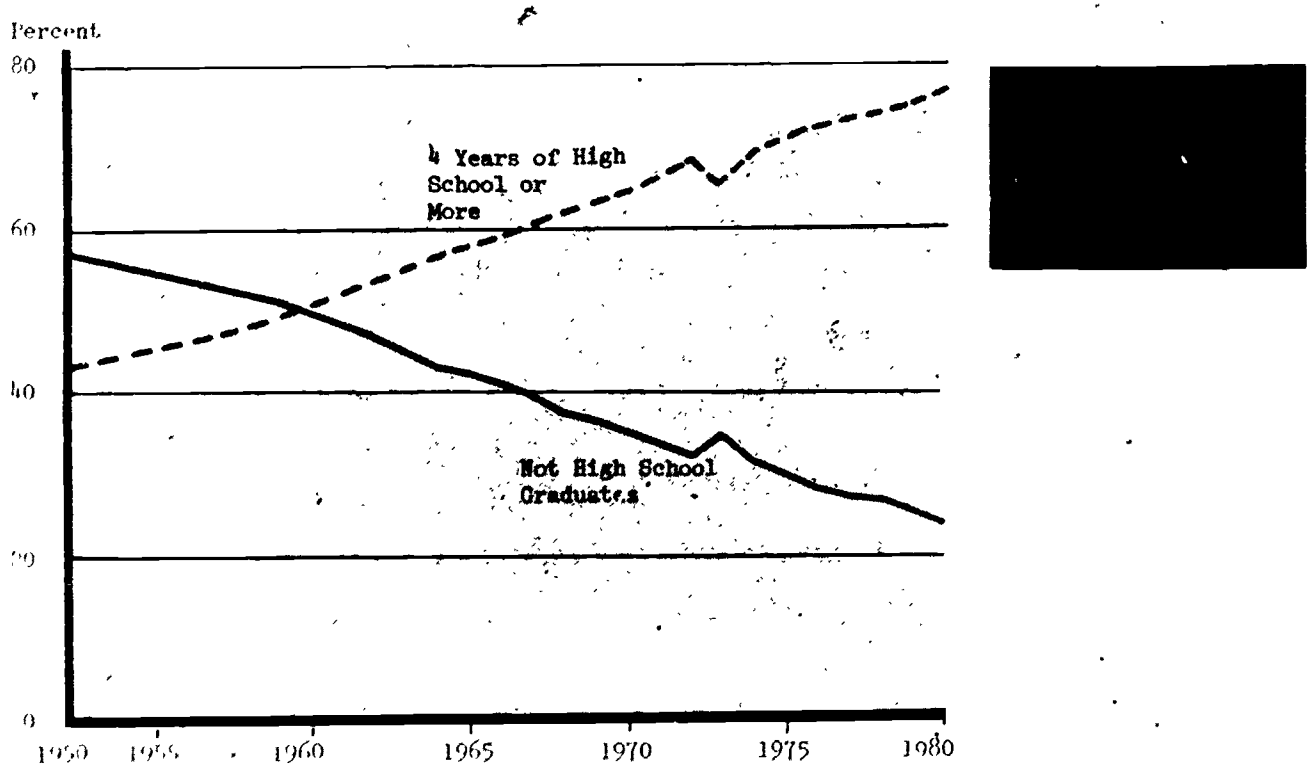
Similar problems may be experienced by some individuals who are already in the labor force, particularly workers in jobs that may be eliminated or greatly changed as a result of technological advancement. For these workers, retraining may be the only solution to an otherwise uncertain future. Education and training are, therefore, central to meeting the changing employment needs of the 1980's and increasing the Nation's productivity growth rate.

Implications for Government Policies and Programs

It is clear that the United States has entered a period of profound change, not only in the characteristics of its worker population but in the jobs that will be available in the 1980's and beyond. Although there is no certainty, the effects of these employment changes may be as personally wrenching to individuals in the short run though as economically beneficial to the Nation in the long run as the Industrial Revolution was in the 19th century.

On the positive side, demographic changes seem to be moving in the direction of a more mature and stable work force. A slower population growth rate during the 1980's should help ease competition for entry-level jobs and reduce the current high unemployment rate among teenagers. Tighter labor markets should benefit especially black and Hispanic youth, who will make up a sizeable proportion of new labor force entrants by the end of the decade, and women, who are expected to continue to enter or reenter the job market at increasing rates. The

Chart 13. Over the last 30 years, educational attainment among members of the civilian labor force* has risen dramatically.



*Data for 1972 forward refer to persons 16 years and over; 18 years and over for prior years.

Source: U.S. Bureau of the Census and Bureau of Labor Statistics.

maturing of the baby-boom generation into prime working ages should also have a positive effect on the economy insofar as productivity growth relates to the possession of a skilled and experienced work force.

Other changes in the 1980's and 1990's also promise economic benefits by increasing the supply of jobs. For example, geographic shifts in population will expand the demand for goods and services in areas where the population is growing. Continued expansion of the service sector, plus the explosive growth in computer and telecommunications fields, advances in robotics, and other developments in high-tech industries, are expected to create many new employment opportunities throughout the remainder of this century.

Nevertheless, these benefits cannot obscure the fact that employment changes of the magnitude predicted for the eighties have a dark side as well. Because many of the new jobs created in this and future decades will require a high level of skill, young workers, and others seeking entry-level positions may find fewer unskilled and semiskilled jobs available and the possibilities for career advancement without special training more limited than in the past. The problems already faced by men and women working in traditional blue-collar occupations whose jobs are being eliminated or drastically altered because of automation, plant closures, or other unforeseen events are, perhaps, even more serious. For these workers, the short-term effects of change, whatever the long-term benefits for society as a whole, can be a personal tragedy.

Thus, some of the greatest challenges for policymakers in all sectors in the 1980's will be: (1) to assist and educate new workers about preparing themselves for many new kinds of jobs, (2) to assist experienced workers to accommodate the immediate imbalances that are being created by swift and far-reaching employment changes, and (3) to help employers adjust to a work force that is changing while at the same time coming to terms with worldwide competitive forces that may require the rapid introduction of automated machinery or some other change in production techniques.

The United States, unlike many western European nations, does not have comprehensive national, State, or local employment policies that can assist in the adjustment process. Rather, there are multiple programs and policies in place, funded and administered by private industry and labor as well as by all levels of government, with varying degrees of interaction and collaboration among them. Thus, a basic question that policymakers must address is whether these various programs and policies should be integrated into a more coherent approach to solving employment problems and how this might be done most effectively, if such a goal is, indeed, desirable.

What should be the respective roles of general government, private industry, labor, education, and other key actors in such a process? Is it the most effective potential policy to permit many of the long-term problems to be remedied without major government intervention, with only short-term employment imbalances given specific attention? Are the policies and programs that are currently in place adequate or are fundamental changes required? Simply stated, what can be done and by what sector to help create more jobs and to prepare people for those jobs?

In answering this last question and as a first step toward the development of comprehensive government policies, existing programs and delivery systems need to be examined to determine whether they can meet the new challenges adequately, whether they might be modified and improved in some way, or whether a substitute of some kind might be better adapted to the employment changes that are taking place. Some key questions that should be addressed follow:

Education

- In view of the expected demand for higher levels of technical skill in future occupations, what improvements need to be made at the elementary and secondary school levels to ensure that young people acquire basic levels of verbal and mathematical skills? For example, what practical steps can schools take to attract and keep teachers of scientific and other critical skills who are also much in demand in private industry?
- How can schools help students to develop the computer skills that will be needed in a technically advanced society? Can private industry assist in this activity, and what incentives may be required to bring about such a partnership effort?
- How can public schools improve their ability to assist non-English-speaking students in acquiring English language fluency? Should this concern become a matter of increased Federal policy intervention or should its responsibility rest at the State or local levels?
- What specific kinds of preventive strategies can be developed to help forestall school dropouts and/or disproportionate youth unemployment, particularly among minority youth who currently experience exceptionally high dropout and unemployment rates? Are there joint public/private ventures that can assist in this effort?
- Can schools improve their ability to assist teenagers in understanding how the labor market works, what job skills are in demand, how to find jobs, and how to be successful on the first job? What changes are necessary in existing labor market information activities to improve the quality of vocational guidance?
- Is there a role for the schools in helping to instill proper work attitudes in young people? How can this be done?
- How can the existing vocational education system be attuned more closely to occupational growth areas and more effectively utilized to meet the training challenges of America's labor force?
- What role can the educational system, especially post-secondary institutions, play in retraining experienced workers who face long-term unemployment due to job displacement?
- What improvements are possible in integrating educational programs with public and private occupational skill training programs, apprenticeship, job search activities, and other employment-related programs? How can such integration be facilitated?

Training

- Should there be publicly funded training/retraining programs, such as title III of the Job Training Partnership Act provides, to serve the needs of technologically displaced workers in auto, steel, and other distressed industries, or should these individuals be expected to obtain and pay for their own training and retraining without government intervention?
- How should the training needs of displaced workers be balanced against the needs of other persons who lack vocational skills and, frequently, basic verbal and mathematical abilities, given the limited public resources available for both tasks?
- How can government-funded training programs, such as the newly enacted Job Training Partnership Act, be integrated most effectively with other training programs offered by private business and public and private schools?
- How effective are government-funded training programs for specific groups? Are there, for example, special strategies required for older workers who are displaced from a job and unable to find another?

Labor Exchange Systems

- How can the quality and quantity of labor market information be increased and the average job seeker be kept better informed about what kinds of occupational skills are most in demand?
- Are there ways to improve occupational forecasting and vocational counseling in order to prevent some worker dislocation problems from occurring?
- How can the current Federal-State Employment Service system work more effectively with public and private training programs? Will the collaborative process required under the new Job Training Partnership Act prove useful in this effort?
- Should the Employment Service continue to serve as a general labor exchange or should it specialize in serving particular groups with special needs such as the economically disadvantaged, youth, older workers, or some other narrowly defined group or groups?

- Is it possible to develop an effective nationwide, computerized network of job openings that can be used easily by a broad range of people and institutions?
- Should publicly funded relocation assistance become an integral part of the services offered to displaced workers by the Employment Service?

Unemployment Insurance

- Should the unemployment insurance (UI) system be transformed into a vehicle for supporting retraining as well as providing income replacement during job search given the likelihood of increased numbers of displaced workers who will never be able to return to the same or even similar jobs in declining industries? Several European nations (notably Germany) offer this kind of program, and some recent proposals have emerged that call for the adoption of a similar approach in the United States. What are the merits of these proposals and what are their implications for the UI system in terms of funding, benefit coverage, administration, etc.?
- Are current laws and regulations regarding unemployment insurance coverage, duration and size of benefits, extended benefit triggering mechanisms, and other program requirements attuned to our changing labor market? Are there modifications that need to be made in any of these elements?
- Should the Government continue to offer special unemployment compensation programs for groups of workers who may face particularly high risks of unemployment due to national policies (e.g., the Trade Adjustment Assistance program for workers adversely affected by trade imbalances) or natural disasters?
- Is the current unemployment insurance financing system adequate, given the prevalence of severe regional imbalances in unemployment rates?

Welfare/Workfare

- What lessons have been learned from the Work Incentive (WIN) program, workfare experiments, and other training and job-related efforts for welfare recipients that could be applied under a revised welfare system?
- What kinds of policies should be adopted to encourage greater transition of benefit recipients into unsubsidized jobs?
- What kinds of assistance policies best serve the working poor?

Pension and Retirement Policies

- What are the effects of government pension policies on the employment opportunities for older Americans and their decisions to stay in or leave the work force? Does the permissibility of private sector mandatory retirement at age 70, along with government regulations and policy on Social Security earned income ceilings, result in involuntary idleness among older Americans who wish to continue working? What changes are needed in these policies and programs as we anticipate a further aging of the work force?
- What changes could private industry make both in their pension and retirement policies and their human resources practices to maximize job opportunities for all workers, without regard to age considerations?

Wage Policies

- What is known about the effects of wage laws on employment? Are laws governing minimum wages and prevailing wage rate guarantees helpful or harmful for the economy as a whole, for workers in general, or for specific groups of workers?
- Are wage-related tax credit programs such as the Targeted Jobs Tax Credit program useful in moving welfare or training program clients into unsubsidized jobs?

Trade and Immigration Policies

- What trade and immigration policies are most beneficial for the U.S. economy and for workers in both the short and the long term? Are protectionist policies helpful or harmful in maintaining economic prosperity?
- How can employment and training programs be managed so that they help compensate for any economic imbalances that result from decisions about trade or immigration?

Tax Policies

- How effective are tax credits as a means of bringing about private sector involvement in employment and training programs (e.g., Targeted Jobs Tax Credit) and in creating new job opportunities (e.g., Urban Enterprise Zones)? Is the tax system the proper vehicle for providing wage subsidies or are there other, more direct devices that might be preferable?
- Are there additional tax credit plans that could be considered as a means of securing private sector involvement in training and promoting the growth of productivity through more private sector research and development, capital investment, and human resource development? What are the relative costs and benefits of these plans?

Alternative Work Schedules

- How helpful are flexitime, job sharing, permanent part-time, and other alternative work schedules in promoting greater employment opportunities?
- Are there particular groups such as older workers and working mothers who can benefit especially from these

flexible work schedules and should their needs become the basis for promoting greater use of alternative work schedules in the public and private sectors?

These questions are not new. Indeed, employment policy analysts have been grappling with many of these same issues for nearly 25 years. However, the Commission believes that new answers to these basic questions must be addressed by the Nation as it adjusts to the changing fundamental labor market conditions of the 1980's and 1990's. Over the last year, the Commission looked at several of these critical issues in considerable detail (see the projects listing that follows), and it will be reporting to the President and the Congress on the results of its examinations periodically throughout the coming year.

If this is truly the beginning of a "work revolution," as many experts believe, it is important that employment policies be devised that will accommodate the expected changes. The Job Training Partnership Act of 1982 established a new public-private partnership in the development and administration of job training programs. This spirit of cooperation is even more urgently needed as the Nation prepares to meet the employment challenges that await throughout the remainder of this century.

Part II
Commission Activities, October 1981 Through December 1982, and Plans for 1983

Since October 1981 and the publication of the *Seventh Annual Report*, the Commission has engaged in a variety of research and other policy-relevant activities in the following major areas: Enactment and implementation of the Job Training Partnership Act, including undertaking a major advisory role in the development of program performance standards; labor market problems of Hispanics, older Americans, and displaced workers; and the employment needs of business. The Commission also sought to identify major employment policy issues of the 1980's in a researchers' conference held in April 1982, and began preliminary work on the development of a project to help promote comprehensive State and local employment policies.

This section of the report briefly describes completed and ongoing projects and presents the proposed work agenda for 1983. Appendix A to this part identifies changes in the Commission membership and staff that occurred during the 15 months covered by this report, as well as persons who have served on various project advisory panels. Appendix B contains the legally mandated Commission comments on published reports of the National Advisory Council on Vocational Education. A full listing of Commission reports and books is presented in the last page of this volume.

Job Training Partnership Act

Much staff time during 1982 was allocated to activities that supported the passage of the Job Training Partnership Act of 1982, which replaced the expiring Comprehensive Employment and Training Act (CETA), originally enacted in 1973. Chairman Kenneth M. Smith testified on the proposed legislation before members of the Senate Subcommittee on Employment and Productivity and the House Subcommittee on Employment Opportunities in March 1982. The Department of Labor and members of the House and Senate authorizing committees called upon Commission staff many times during the year to provide information, assess specific program proposals, comment on draft bills, and otherwise assist in the enactment process. Among the staff papers prepared at the request of Congress were a review of the efficacy of work experience activities and an analysis of the allowance and stipend issue.

Authorization for the National Commission for Employment Policy appears in title IV-F of the new Act. As part of its continuing role in the development of employment policy, the Commission was assigned a major responsibility for the development of program performance standards.

Performance Standards

The Job Training Partnership Act of 1982 establishes a strong, performance-based employment and training system upon which funding and administrative decisions are made. The Act focuses attention on the "return on the investment" of Federal funds in a national employment and training system. Under the Act, the National Commission for Employment Policy is mandated to advise the Secretary of Labor in the development of performance standards and in the establishment of parameters for variations in the standards; the law also requires the Commission to evaluate the impact of performance standards on the selection of clients and services and the cost of services.

In meeting these mandates, the Commission, through its staff, has become an active participant in the Department of Labor's Performance Standards Advisory Committee and is providing continuous advice and guidance both formally and informally, throughout the development process. In addition, in November 1982, the staff hosted a meeting of leading evaluators and researchers in the field to identify the key short-term and long-term evaluation issues raised by the performance standards and other program changes required by the Act. Seven short-term and four long-term issues related to performance standards have been identified and will be evaluated.

In a departure from past practice, all of the short-term issues are intended to provide critical information to practitioners about the impact of the statutory changes; these will, therefore, be addressed by the early fall of 1983, i.e., in time to have an impact on local planning for the first program year that begins on July 1, 1984. The long-term issues, including an in-depth evaluation of the impact of performance standards on the selection of clients and services and the cost of services will be completed by October 1986.

In undertaking these projects, the Commission plans to work closely with Departmental and Congressional staff as it fulfills its statutory obligations.

JTPA Implementation

As part of its activities related to the implementation of the new Job Training Partnership Act, the Commission is monitoring the 12-month transition process as program sponsors close out CETA activities and prepare to begin administering JTPA activities on October 1, 1983. A short-term (1 month) research contract, to be completed by December 31, 1982, seeks to identify States where transitional activities have already begun, locations where significant program changes are expected to occur,

and the types of transition-related issues and problems that are likely to surface. The information gathered from implementation activities.

A related project involves the formation of a Practitioners Task Force, which will consist of 15 members appointed by the Commission's Chairman and will be representative of a variety of organizations directly involved in employment and training activities (Private Industry Councils, States, local governments, industry-based economic development programs, organized labor, vocational and postsecondary education, local school districts, Job Service, apprenticeship, and community organizations). It is anticipated that the committee would meet four times per year for the 2 years of its existence and would provide advice and guidance to the Commission, help disseminate Commission findings and recommendations to program practitioners, and assist the Commission in its efforts to link national employment policy with the development of State and local employment policy.

State and Local Model Employment and Training Systems

Comprehensive employment and training systems, encompassing all related program areas, was an original goal of the CETA legislation. JTPA offers State and local governments and the private sector more discretion and responsibility in the organization and management of employment and training programs, but comprehensive policies remain an important aim of the new legislation as well.

The Commission began exploratory work on the development of model projects that would foster the development of State and local employment policies in the summer of 1982. An advisory committee representing State and local governments, researchers, and private foundations met in Washington, D.C., on June 29, 1982, to discuss the feasibility and possible content of such demonstration projects. (See the listing in Appendix A.) No final decision was made on whether to go forward with this project at this time, and additional exploratory work is being conducted and will continue in 1983.

Hispanic-Americans in the Labor Force

The Commission began an inquiry into the labor market position of Hispanic-Americans in 1981 and completed its work on the project in 1982. To obtain its findings, the Commission reviewed existing literature, sponsored new empirical research, hosted conferences on research and policy (February 4-5 and March 25-26, 1982), and interviewed members of national Hispanic organizations, and staff members of relevant executive departments and Congressional committees. An advisory panel consisting of representatives from business, universities, and the education and training community assisted in the effort (see Appendix A).

The Commission issued a combined policy statement and staff report in September 1982 in a volume entitled *Hispanics and Jobs: Barriers to Progress*. Major findings from the research indicate that Hispanics, who are a sizable and growing part of the U.S. population, fare almost as badly as blacks in the labor market in terms of unemployment and wage rates and experience school dropout rates that exceed those for both blacks and whites. Although particular subgroups of Hispanics (i.e., Mexican-Americans, Cuban-Americans, Puerto Ricans, and Central or South Americans) have somewhat different labor market problems, the chief barriers to progress in the job market are the same for all groups, namely, lack of proficiency in English, low levels of formal schooling, and discrimination.

Commissioner Roberto Cambo, who was appointed to the Commission in 1981, was the liaison to the Commissioners and participated in the development of these findings and the issuance of the final report. His efforts continued the work begun by former Commissioner Pedro Ruiz Garza.

National Employment Policy and Older Americans

The Commission began a comprehensive examination of the labor market problems of older Americans and national employment policies that affect them in 1982. The project focuses on two broad policy questions: (1) What levels of participation in the labor market, earnings, and employment for older Americans are appropriate goals for employment and training policy? and (2) What programs and policies, if any, would be most effective in reaching these goals?

Contracted research, funded jointly by the Commission and the Employment and Training Administration of the Department of Labor, is analyzing. participation in and the effectiveness of employment and training programs for older workers, the cost to employers and the employment consequences of certain changes in ERISA and of shifting health care costs of workers over 65 from medicare to employers; factors that influence the availability of part-time jobs for older Americans, the labor market experiences of older Americans who are women or members of minority groups; the effectiveness of innovative employment practices that contribute to increased opportunities for employment of older Americans in the private sector and the effect of government policy on their establishment; the labor market behavior of older workers displaced from their jobs; the relationship between worker productivity and age; and the effect of several specific changes in Social Security on retirement behavior.

Staff research includes: an analysis of the effects of retirement policy on older Americans' participation in voluntary activities; an examination of possible age discrimination faced by older workers who change jobs; and an analysis of the increase in women's lifetime labor force participation on the Social Security system.

Preliminary research results will be presented to an audience of policymakers, researchers, and representatives of interest groups at a conference in Washington, D.C., in early 1983. A staff report will synthesize research analyses on employment and training programs for older Americans, an analysis of their employment opportunities and labor force participation, and their earnings and income.

Commissioner Paul Locigno has been an active participant in all phases of this project.

Displaced Workers

At its September 1982 meeting, the Commission requested the staff to develop a project that focused on the employment needs of displaced workers. Norma Pace was designated as the Commission liaison.

The project proposes to examine the following factual and policy questions: Is it possible to objectively identify individuals as displaced workers? How do income maintenance and retraining programs affect such workers? What is the outlook for displacement in particular industries, and how should firms, unions, educational institutions, State and local governments, and Federal policymakers react to the problem? Are there especially promising new approaches or modifications to existing programs such as unemployment insurance that will aid the displaced?

Project staff will collect and evaluate descriptive and policy-oriented material, prepare an analysis of options, and consider what long-term research might usefully be funded to supplement the ongoing efforts of other concerned agencies and departments. Work on this project will go on through most of 1983 and may continue into 1984.

Detroit Field Visits

As a first step in defining the issues surrounding worker dislocation, the Commission visited a number of training sites in Michigan on November 30, 1982, and held a full day of public hearings on December 1, 1982, in Detroit, Michigan.

The training sites that were visited by Commissioners and staff included a community resource center that specializes in assisting laid-off workers (Downriver Community Conference in Wyandotte), a joint union-management training effort (UAW/Ford National Development and Training Center in Dearborn), a community college training facility (training in the operation of robots at Macomb Community College in Warren), and a corporate training facility operating with the assistance of Federal funds (Chrysler Learning, Inc., in Highland Park). Each site offered unique examples of local initiative and involvement in meeting the needs of displaced workers.

Witnesses at the December 1 public hearing described the plight of unemployed workers in Michigan and suggested a variety of policy responses. Governor William G. Milliken and Mayor Coleman Young of Detroit were the lead-off witnesses. Others included county officials, State agency officials, business and union representatives, and educators. Observations on the displaced worker problem and suggestions for future study from several noted Michigan employment researchers concluded the formal hearing.

Early in 1983, Commission staff will review the findings and recommendations from the site visits and hearing in the process of developing a final work plan for the Displaced Workers Project that will be undertaken by the Commission.

Needs of Employers

Most research on employment issues focuses on employees, very little of the available literature considers the needs of employers. To improve our knowledge of what employers require and what kinds of employment and training programs are most helpful, the Commission in 1982 instructed the staff to develop a project that would address these issues. Formal research and staff field work constitute the major sources of information in this effort.

The project will examine the experiences of successful public/private partnerships in education and in employment and training. Its aim is to develop a core body of information that will help inform policymakers at national, State, and local levels about ways in which policies might be oriented more successfully toward the needs of employers and assist State and local program administrators and managers in designing and managing their programs.

Two research contracts were awarded in October 1982 to undertake special studies of the employer survey data base developed as part of the Employment Opportunities Pilot Project, previously administered by the Department of Labor. Staff fieldwork, including site visits and telephone interviews, is continuing. A seminar with other research groups and relevant organizations is planned for the Spring of 1983.

Michael Caver and D. Quinn Mills are serving as Commission liaisons for this project, and a technical advisory committee has met to discuss planned activities (see Appendix A).

Invitational Conference on Employment Policy Analysis

The Commission and the W.E. Upjohn Institute cosponsored an invitational conference to examine employment policy issues for the 1980's on April 28 and 29, 1982. The purposes of the conference were to provide a forum for the discussion of employment issues and to help the Commission develop its own research agenda.

During the discussion, researchable issues were developed for each of the following topic areas: (1) the role of employment policy in the Nation's economy, (2) changes in industries and occupations, (3) training and maintaining a skilled work force, (4) improving employment opportunities for the disadvantaged, (5) aging of the work force, and (6) coping with regional growth and decline. In addition, several suggestions, which cut across the various topic areas, called for work to be done on aspects of the collective bargaining process.

Commission Agenda for 1983

The Commission plans to continue in 1983 the major ongoing projects described above. Staff will complete research for the older Americans, displaced workers, and employment needs of business projects, with policy recommendations and staff reports to be issued later in the year or early in 1984. In addition, the Commission will continue activities related to the implementation of the Job Training Partnership Act and, in particular, will further advise the Secretary of Labor on the development and usage of performance standards under the new law. Studies

related to a number of the previously developed research and evaluation issues for JTPA should be started during the year and some of the short-term projects are scheduled for completion by October 1983.

Throughout much of 1982, the Commission was asked by congressional and executive staff to review policy and program proposals, suggest new methods for meeting employment needs, and otherwise assist in a policy development process. Often these requests had a short turnaround time and required intensive efforts by one or more staff to prepare a response. It is expected that these types of requests will continue in 1983 and perhaps even increase, so that a substantial proportion of staff time will be devoted to activities that will not appear under particular project headings.

Appendix A

Commission Members, Staff, and Advisory Panels, 1982

Commission Membership

Ten new public members were appointed to the Commission by President Reagan late in 1981. Kenneth M. Smith, President and Chief Executive Officer of the International Management and Development Group, Ltd., was appointed to the Commission in December 1981 and named as chairman. Other new public members include:

Roberto Cambo, President, Rocam Produce Company
Michael D. Caver, Associate, Heidrick and Struggles, Inc.
Jack A. Gertz, Public Affairs and Media Relations Manager, AT&T, Washington, D.C.
Paul R. Locigno, Research Director, Ohio Conference of Teamsters
Edward D. Miller, President and Chief Executive Officer, Future Business Leaders of America-Phi Beta Lambda and Chairman, National Advisory Council on Vocational Education
D. Quinn Mills, Professor of Business Administration, Harvard University
Norma Pace, Senior Vice President, American Paper Institute
Roderick R. Paige, Professor of Education, Texas Southern University
Kenneth O. Stout, Executive Director, Arctic Enterprises, Inc.

Federal members on the Commission include the Secretary of Labor, Raymond J. Donovan; Secretary of Health and Human Services, Richard J. Schweiker; Secretary of Education, Terrel H. Bell; Administrator of Veterans Affairs in the Veterans Administration, Harry N. Walters; and Chairman of the Equal Opportunity Commission, Clarence Thomas, who replaced the previously acting Chairman, J. Clay Smith.

Commission Staff

Patricia W. Hogue was appointed to the post of Commission Staff Director by Chairman Kenneth M. Smith in March 1982. Previously, Ms. Hogue had served as the Commission's Director of Legislative Analysis. Dr. Daniel H. Saks, who served as Staff Director for 2 years, became a Brookings Institution Fellow in January 1982. Dr. Ralph E. Smith, Deputy Director, acted as the Director until the appointment of Ms. Hogue in March.

For some years, the Commission has supplemented its permanent staff with visiting experts. In October 1982, three visitors joined the staff: Ann Donohue from the National Governors' Association, an expert on unemployment insurance who is participating in a major Commission project on displaced workers; Gary Moore, from the Arizona State Office of Economic Planning and Development, who will lead a project on the development of State and local employment policy; and John Wallace, Director of Human Services, San Mateo County (Ca.) Prime Sponsor, who is directing the Commission's work in fulfilling the congressionally mandated role as an advisor to the Secretary of Labor on the development and implementation of performance standards under the Job Training Partnership Act of 1982.

Four visitors who had participated in major project activities in 1982 completed their assignments and left the staff during the year. They included: Howard S. Bloom, an economist from Harvard University; Virgulino L. Duarte, from SER-Jobs for Progress; Michael McKee, from the Council of Economic Advisers; and Ronald S. Warren, Jr., an economist from the University of Virginia. Patricia D. Brenner, a staff associate with the Commission for 3 years, joined the staff of the International Monetary Fund in July 1982. Laura Dietrich, assistant director for legislative analysis, left the staff in August to join the U.S. International Development Cooperation Agency. In addition, in October, Ralph E. Smith, Deputy Director of NCEP, began a leave of absence from the staff to pursue economic studies as a senior research fellow at the Australian National University in Canberra, Australia.

Two research assistants also joined the staff during the year: Billy Dickens, a Ph.D candidate in economics at American University, and Brenda Lester, a volunteer with special expertise in older worker programs who is assisting with various aspects of the project on national employment policy and older Americans. Robert Schmid, a research assistant specializing in legislative affairs who had been with the Commission for 1½ years, left the staff in May 1982 after graduating with a degree in economics from Georgetown University. David Officer, a summer intern, returned to Cornell University in September 1982.

Anita L. Smith and Shirley A. Percy are new additions to the Commission's secretarial staff.

During 1982, Commission staff included:

Patricia W. Hogue, Director
Ralph E. Smith, Deputy Director

Research and Policy Analysts:
Robert G. Ainsworth
Stephen E. Baldwin
Howard S. Bloom (visiting from Harvard University)
Patricia D. Brenner
Everett E. Crawford

Laura Dietrich
Ann E. Donohue (visiting from the National Governors' Association)
Virgulino L. Duarte (visiting from SER-Jobs for Progress)
Michael McKee (visiting from the Council of Economic Advisers)
Gary J. Moore (visiting from the Arizona State Office of Economic Planning and Development)
Janet W. Johnston
Carol L. Jusenius
Steven H. Sandell
John W. Wallace (visiting from San Mateo (California) County Prime Sponsor)
Ronald S. Warren, Jr. (visiting from the University of Virginia)

Administrative Staff:
Sara B. Toye, Assistant Director for Administration
Barbara Z. MacNeill, Administrative Officer
Laura von Behren, Publications and Conference Coordinator
Velada G. Waller, Secretary to the Director

Secretaries:
Madeline Hachey
Deborah Hackett
Shirley A. Percy
Anita L. Smith

Research Assistants and Interns:
Robert Schmid
David Officer
Billy R. Dickens
Brenda T. Lester

Commission Advisory Panels

In planning projects and conducting research, the Commission often seeks the advice and guidance of experts in particular subject areas. These experts may include academicians, educators, business representatives, labor leaders, community groups, and others with special expertise. Members of the various advisory panels, who assisted the Commission in 1982, are listed below.

With great regret, the Commission reports that Dr. E. Earl Wright, Director of the W.E. Upjohn Institute for Employment Research, who ably served as a member of several advisory panels and who actively supported other Commission activities, died in an automobile accident during the year.

Hispanic Advisory Committee

Roberto Cambo, Commissioner
President, Rocam Produce Company, Inc.
Miami, Florida
(Chairman of the Committee, 1/82-completion)

Rita De Martino
District Manager
Public Relations Department
American Telephone and Telegraph

Jose Pico, President
P&L Meat Processors Corp.
Hialeah, Florida

Cordelia Reimers
Associate Professor
Department of Economics
Hunter College

Pedro Ruiz Garza
President
SER-Jobs for Progress
(Chairman of the Committee 10/80-10/81

Roy Escarcega
Senior Vice President
The East Los Angeles Community Union

Diana Schacht
Legislative Assistant to Resident Commissioner of Puerto Rico
Baltasar Corrada

Marta Tienda
Associate Professor
Department of Rural Sociology
University of Wisconsin-Madison

Fred Romero
Deputy Administrator
Office of Strategic Policy and Planning Development
Employment and Training Administration
U.S. Department of Labor

Raul Moncarz, Professor
Economics Department
Florida International University

Velma Montoya
Assistant Director for Strategy
Office of Policy Development
The White House

State and Local Model Employment and Training Systems Advisory Panel

Kenneth M. Smith, Chairman
National Commission for Employment Policy

Bernard Anderson, Director
Social Sciences Division
The Rockefeller Foundation

Roy James, Assistant to the Governor for Economic Development
Office of the Governor of Missouri

William McLaughlin, Mayor
Wilmington, Delaware

Susan Golding
City Councilwoman
San Diego City Council

George Israel, Mayor
Macon, Georgia

Earl Baker, Chairman
Chester County Commissioners
Westchester, Pennsylvania

Robert Taggart, Director
Youth Knowledge Development Project

George Autry, MDC, Inc.

Needs of Employers Project Technical Advisory Committee

D. Quinn Mills, Chairman
Professor of Business Administration
Harvard University

Michael D. Caver,
Commission Liaison and Ex-Officio Member
Heidrick and Struggles, Inc.

Carl Van Horn
Eagleton Institute of Politics
Rutgers University

Harvey S. Lederman
Executive Director
Heller Institute for Small Business

James G. Parkel
IBM Director of Employment

Katharine G. Abraham
Assistant Professor
Sloan School of Management
Massachusetts Institute of Technology

Appendix B

Comments of the National Commission for Employment Policy on the Report of the National Advisory Council on Vocational Education

The National Commission for Employment Policy is required to comment annually on the reports of the National Advisory Council on Vocational Education under provisions of the Comprehensive Employment and Training Act Amendments of 1978 (P.L. 95-524, title V). The Commission's review of these documents is chronological, covering those issued since the *Seventh Annual Report*.

1. October 1981, "The Policy Statement on Reauthorization of the Vocational Education Act," makes the following major points: (1) Federal dollars should be targeted to areas where State and local resources are inadequate or unavailable to do the job; (2) a separate allocation should be made to major city school districts to aid in serving disadvantaged students; (3) incentive funds should be available to reward innovative approaches; (4) apprenticeship programs should be expanded; (5) funds appropriated for purchase of modern equipment and other innovative ways to obtain student access to up-to-date equipment should be explored, such as on-site use of business facilities during slack hours; (6) States should be given more discretion in how they use funds to achieve targeted purposes, but Federal money should not be used for basic ongoing programs; (7) the emphasis on sex equity and elimination of sex-role stereotyping of occupations should be continued; (8) expanded business and labor participation should be fostered at all levels in the advisory council structure. The thrust of these points is in accord with the Commission's September 1981 report, *The Federal Role in Vocational Education*, and its January 1981 report, *Increasing the Earnings of Disadvantaged Women*.

2. November 1981, "Survey of the Impact of the Education Department's Compliance Reviews of State Plans." The council concluded that the process does not completely fulfill the law's mandate; there seems to be no link between the review and improvement of vocational programs. The Council recommended that quality reviews should be expanded to functional areas, e.g., special needs populations, and should provide technical assistance to augment strengths and reduce weaknesses in program operations. This is consistent with findings by the National Center for Research in Vocational Education, and research on coordinated vocational and other programs funded by the Commission.

3. December 1981, "Briefing Paper on the Vocational Education Study," which was completed by the National Institute of Education in October 1981. NACVE's interpretations of the study implications include: the need for more precise and internally consistent authorization language; congressional intent should be made explicit; the need for consideration of vocational education's role in overall human resource development strategies; and that there is little evidence in the study to support the use of block grants as the Federal funding mechanism for vocational education. The Commission has not officially reviewed the study, and is grateful to the Council for its evaluation.

4. February 1982, Statement on "The Need for a Continuing Strong Federal Partnership Role in Vocational Education." The Council believes that without such a Federal role, "it is difficult for diversified local jurisdictions to plan programs which respond to long-term skill development needs of our economy." The Commission made essentially the same points in its September 1981 recommendation that the goal should be improving the "effectiveness of the total national training effort."

5. June 1982, *1981 Annual Report*. This report reviewed the reports issued during 1981, including the Council's comments on the reports of the National Commission for Employment Policy. It also lists the initial 16 new council members appointed in April 1982. (The remaining five were appointed later in 1982.) The new Chairman of the Council is Edward D. Miller, who also sits as the Council's representative on the National Commission for Employment Policy.

6. Finally, in September 1982, Council Member Dr. Vernon Broussard presented a statement to the National Commission on Excellence in Education at its hearings in Denver, Colorado. The National Council statement stresses the central role of vocational education in human resource development and national economic recovery. An important aspect of vocational education's contribution is its experience in using cooperative experiential learning. This is seen as increasingly important in an era in which much retraining will be required of persons already in the work force. The Commission's work on the retraining of displaced workers as part of policy responses to structural change will be aided by viewing vocational education in this light.

7. The Commission intends to consider the future Federal role in vocational education in the context of overall employ-

ment policy, in light of the fundamental changes in the labor market which are highlighted elsewhere in this volume.

Although the memberships of both the NCEP and NACVE have changed since the Commission's last annual report, the cross-representation between the two bodies and continued communication at the staff level have allowed the work of each to go forward in conjunction with the other. The relationship has thus proved to be both durable and valuable.

A Tribute to Dr. Eli Ginzberg

The easing of human labor by technology, a process that began in prehistory, is entering a new stage. The acceleration in the pace of technological innovation inaugurated by the Industrial Revolution has until recently resulted mainly in the displacement of human muscle power from the tasks of production. The current revolution in computer technology is causing an equally momentus social change: the expansion of information gathering and information processing as computers extend the reach of the human brain.

Scientific American
September 1982

With this statement, Dr. Eli Ginzberg began the introduction of a *Scientific American* issue devoted exclusively to an examination of the latest stage of the continuing Industrial Revolution. Dr. Ginzberg, Director of Conservation of Human Resources at Columbia University and Chairman of the National Commission for Employment Policy from 1974 through 1981, has long been a leader in the employment policy field. The members and staff of the Commission wish to acknowledge his outstanding contributions to the field and to express their appreciation for his leadership during the years that he served as chairman.

Acknowledgements

This report was written by Dr. Janet Johnston, with assistance from other members of the Commission staff. Michael J. Landini, Jr., of the Department of Labor's Employment and Training Administration, prepared the graphic illustrations, and Emily Dean, from the Department of Labor's Office of Information and Public Affairs, designed the cover. Anita Smith of the Commission patiently and efficiently typed each successive draft. Laura von Behren, Publications and Conference Coordinator, supervised the publications process.

Special Reports of the National Commission for Employment Policy

Proceedings of a Conference on Public Service Employment, Special Report No. 1, May 1975 (NTIS Accession No.: PB 291135)*

Manpower Program Coordination, Special Report No. 2, October 1975 (NTIS Accession No.: PB 291217)*

Recent European Manpower Policy Initiatives, Special Report No. 3, November 1975 (NTIS Accession No.: PB 291242)*

Proceedings of a Conference on the Role of the Business Sector in Manpower Policy, Special Report No. 4, November 1975 (NTIS Accession No.: PB 291281)*

Proceedings of a Conference on Employment Problems of Low Income Groups, Special Report No. 5, February 1976 (NTIS Accession No.: PB291212)*

Proceedings of a Conference on Labor's Views on Manpower Policy, Special Report No. 6, February 1976 (NTIS Accession No.: PB 291213)*

Current Issues in the Relationship Between Manpower Policy and Research, Special Report No. 7, March 1976 (NTIS Accession No.: PB 291295)*

The Quest for a National Manpower Policy Framework, Special Report No. 8, April 1976 (NTIS Accession No.: PB 291275)*

The Economic Position of Black Americans: 1976, Special Report No. 9, July 1976 (NTIS Accession No.: PB 291282)*

Reexamining European Manpower Policies, Special Report No. 10, August 1976 (NTIS Accession No.: PB 291216)*

Employment Impacts of Health Policy Developments, Special Report No. 11, October 1976 (NTIS Accession No.: HRP 0019007)*

Demographic Trends and Full Employment, Special Report No. 12, December 1976 (NTIS Accession No.: PB 291214)*

Directions for a National Manpower Policy: A Report on the Proceedings of Three Regional Conferences, Special Report No. 13, December 1976, (NTIS Accession No.: PB 291104)*

Directions for a National Manpower Policy: A Collection of Policy Papers Prepared for Three Regional Conferences, Special Report No. 14, December 1976 (NTIS Accession No.: PB 291274)*

Adjusting Hours to Increase Jobs: An Analysis of the Options, Special Report No. 15, September 1977 (NTIS Accession No.: PB 296954)*

Community Based Organizations in Manpower Program and Policy: A Conference Report, Special Report No. 16, October 1977 (NTIS Accession No.: PB 296728)*

The Need to Disaggregate the Full Employment Goal, Special Report No. 17, January 1978 (NTIS Accession No.: PB 296728)*

The Effects of Increases in Imports on Domestic Employment: A Clarification of Concepts, Special Report No. 18, January 1978 (NTIS Accession No.: PB 296826)*

The Transformation of the Urban Economic Base, Special Report No. 19, February 1978 (NTIS Accession No.: PB 296833)*

Manpower and Immigration Policies in the United States, Special Report No. 20, February 1978 (NTIS Accession No.: PB 294216)*

Dual Aspect Jobs, Special Report No. 21, March 1978 (NTIS Accession No.: PB 296779)*

Labor Market Intermediaries, Special Report No. 22, March 1978 (NTIS Accession No.: PB 290656)*

CETA: An Analysis of the Issues, Special Report No. 23, May 1978 (NTIS Accession No.: PB 296641)*

Discouraged Workers, Potential Workers, and National Employment Policy, Special Report No. 24, June 1978 (NTIS Accession No.: PB 296827)*

Labor's Views on Employment Policies: A Conference Summary, Special Report No. 25, June 1978 (NTIS Accession No.: PB 296748)*

Women's Changing Roles at Home and on the Job, Special Report No. 26, September 1978 (NTIS Accession No.: PB 294987)*

European Labor Market Policies, Special Report No. 27, September 1978 (NTIS Accession No.: PB 80-154511)*

Work, Time and Employment, Special Report No. 28, October 1978 (NTIS Accession No. PB 300652)*

Increasing Job Opportunities in the Private Sector, Special Report No. 29, November 1978 (NTIS Accession No.: PB 80-154842)*

Trade and Employment, Special Report No. 30, November 1978 (NTIS Accession No.: PB 80-154859)*

The Business Sector Role in Employment Policy, Special Report No. 31, November 1978. (NTIS Accession No.: PB 300415/AS)*

Monitoring the Public Service Employment Program: The Second Round, Special Report No. 32, March 1979 (NTIS Accession No.: PB 300370)*

The Utilization of Older Workers, Special Report No. 33, March 1979 (NTIS Accession No. PB 80-163082)*

Temporary Admission of Foreign Workers: Dimensions and Policies, Special Report No. 34, March 1979 (NTIS Accession No.: PB 80-162811)*

Tell Me About Your School, Special Report No. 35, September 1979 (NTIS Accession No.: PB 80-191851)*

National Commission for Manpower Policy, The First Five Years: 1974-1979, Special Report No. 36, March 1980 (NTIS Accession No. PB 80-191208)*

Fifth Annual Report of the President and the Congress of the National Commission for Employment Policy, Expanding Employment Opportunities for Disadvantaged Youth: Sponsored Research, Special Report No. 37, December 1979• (NTIS Accession No.: PB 81-209298)*

Education, Sex Equity and Occupational Stereotyping: Conference Report, Special Report No. 38, October 1980• (NTIS Accession No.: PB 82-255803)* (ERIC Accession No.: ED 215102)**

*Reports listed above are available from the National Technical Information Service (NTIS), 5285 Port Royal Road, Springfield, VA 22151. Please use accession numbers when ordering.

•Reports listed above are available from the National Commission for Employment Policy, 1522 K Street NW, Suite 300, Washington, D.C. 20005.

**Reports listed above are available from ERIC Document Reproduction Services, P.O. Box 190, Arlington, VA 22210. Please use accession numbers when ordering.

Interim and Annual Reports of the National Comission for Employment Policy

An Interim Report to the Congress of the National Commission for Manpower Policy: *The Challenge of Rising Unemployment,* Report No. 1, February 1975. (NTIS Accession No.: PB 291136)*

An Interim Report to the Congress of the National Commission for Manpower Policy: *Public Service Employment and Other Responses to Continuing Unemployment,* Report No. 2, June 1975. (NTIS Accession No.: PB 291280)*

First Annual Report to the President and the Congress of the National Commission for Manpower Policy: *Toward A National Manpower Policy,* Report No. 3, October 1975. (NTIS Accession No.: PB 291243)*

An Interim Report to the Presidnet and the Congress of the National Commission for Manpower Policy: *Addressing Continuing High Levels of Unemployment,* Report No. 4, April 1976. (NTIS Accession No.: PB 291292)*

Second Annual Report to the President and the Congress of the National Commission for Manpower Policy: *An Employment Strategy for the United States—Next Steps,* Report No. 5, December 1976. (NTIS Accession No.: PBB 291215)*

An Interim Report to the Congress of the National Commission for Manpower Policy: *Job Creation Through Public Service Employment,* Report No. 6, March 1978. (NTIS Accession No.: PB 292538)*

Third Annual Report to the President and the Congress of the National Commission for Manpower Policy: *An Assessment of CETA,* Report No. 7, May 1978. (NTIS Accession No.: PB 296829)*

Fourth Annual Report to the President and the Congress of the National Commission for Manpower Policy; *An Enlarged Role for the Private Sector in Federal Employment and Training Programs,* Report No. 8, December 1978. (NTIS Accession No.: PB 296830)*

Fifth Annual Report to the President and the Congress of the National Commission for Employment Policy: *Expanding Employment Opportunities for Disadvantaged Youth,* Report No. 9, December 1979. (NTIS Accession No.: PB 80-189814)

National Commission for Employment Policy, Sixth Annual Report to the President and the Congress, Report No. 10, December 1980. (NTIS Accession No.: PB 81-209280)*

National Commission for Employment Policy: Increasing the Earnings of Disadvantaged Women, Report No. 11, January 1981. (NTIS Accession No.: PB 81-209314)* (ERIC Accession No.: ED 215084)**

National Commission for Employment Policy: The Federal Role in Vocational Education, Report No. 12, September 1981. (ERIC No.: 208248)**

National Commission for Employment Policy, Seventh Annual Report: The Federal Interest in Employment and Training, Report No. 13, October 1981.*

Hispanics and Jobs: Barriers to Progress, Report No. 14, September 1982.* (NTIS Accession No. PB 82-255720)*

The Work Revolution: Eighth Annual Report of the National Commission for Employment Policy, Report No. 15, December 1982.

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Books Published for the National Commission for Employment Policy

The following books may be obtained from the publishers at the addresses indicated below:

From School to Work: Improving the Transition, National Commission for Employment Policy, Suite 300, 1522 K Street, NW, Washington, D.C. 20005.

Employability, Employment and Income; A Reassessment of Manpower Policy, Olympus Publishing Company, Salt Lake City, UT 84105, September 1976.

Jobs for Americans, Prentice-Hall, Inc., Englewood Cliffs, NJ 07632, October 1976.

Youth Employment and Public Policy, Prentice-Hall, Inc., Englewood Cliffs, NJ 07632, 1980.

Public Service Employment: A Field Evaluation, The Brookings Institution, Washington, D.C. 20036, 1981.

Staff of the National Commission for Employment Policy

Patricia W. Hogue, Director
Ralph E. Smith, Deputy Director (on leave to Australia National University)

Research and Policy Analysts
Robert G. Ainsworth
Stephen E. Baldwin
Everett Crawford
Ann Donohue (visiting from the National Governors Association)
Janet W. Johnston
Carol L. Jusenius
Gary Moore (visiting from the Arizona State Office of Economic Planning and Development)
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Velada G. Waller, Secretary to the Director

Secretaries
Madeline Hachey
Shirley Percy
Anita Smith

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Billy R. Dickens
Brenda Lester