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ABSTRACT

The national Nontraditional Employment for Women Act, passed in 1991, was intended to expand employment opportunities and access for women into nontraditional occupations. The New York State Job Training Partnership Council (JTTC) worked toward implementation of the act in the state by convening a subcommittee, with representatives of state government, service delivery areas, organized labor, education, community-based organizations, service providers, and people interested in nontraditional employment for women. The subcommittee's role was to develop policy and program recommendations that would lead to improved economic opportunities for women through education and training services. The subcommittee found that recent trends in education, employment, and earnings trends show progress in terms of educational attainments and participation in the work force, but that women still learn less than men although they have comparable education. The JTTC subcommittee made recommendations for public policy in the state, including the following: (1) the state must continue to lead the way in ensuring equal employment opportunities and working toward gender equity; (2) the state needs to work with the U.S. Department of Labor to ensure that performance standards provide incentives and reward service delivery areas for success in the nontraditional employment for women in training and apprenticeships; (3) collaboration with other agencies is imperative, and a clearinghouse should be established to provide information on programs, models, and activities; (4) various nontraditional work experiences for youth could be provided; (5) the State Board of Regents should be encouraged to monitor the implementation of their policy for training in sex equity for educators, students, and parents; and (6) supportive services need to be provided to women and girls to enable them to succeed in nontraditional work experiences, training, or job placements. (Appendixes include a listing of data on nontraditional occupations for women and lists of organizations providing services to meet women's needs in New York State--displaced homemaker program center directors, nontraditional career options for women projects, nontraditional employment for women training organizations, and Job Training Partnership Act service delivery areas.) (KC)

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NEW YORK STATE
JOB TRAINING PARTNERSHIP COUNCIL
REPORT ON
NONTRADITIONAL EMPLOYMENT
FOR WOMEN

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APRIL 1993

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NONTRADITIONAL EMPLOYMENT FOR WOMEN

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EXECUTIVE SUMMARY

The national "Nontraditional Employment for Women Act" (NEW) was signed into law in 1991. The Act was intended to expand employment opportunities and access for women into nontraditional occupations. The Job Training Partnership Council (JTPC) is responsible for guiding and overseeing implementation of the Act in New York State.

JTPC SUBCOMMITTEE ON NONTRADITIONAL EMPLOYMENT FOR WOMEN

To fulfill its obligations, the JTPC convened a subcommittee with representatives of state government, service delivery areas, organized labor, education, community based organizations, service providers, and people interested in nontraditional employment for women. Its role was to develop policy and program recommendations that would lead to improved economic opportunities for women through education and training services.

STATE AND SERVICE DELIVERY AREA RESPONSIBILITIES

The State and Service Delivery Areas (SDAs) are required to establish goals for training women in nontraditional employment and placement of women in nontraditional employment and apprenticeships. The state is required to gather statistical information from the SDAs to analyze their efforts and achievements, and recommend technical assistance or corrective action. A summary report must be prepared and distributed to the SDAs, service providers, the Governor and the U.S. Secretary of Labor.

EDUCATION, EMPLOYMENT, & EARNINGS TRENDS

Recent trends in education, employment, and earnings trends show progress in terms of educational attainments and participation in the work force. Women still, however, earn less for every dollar earned by men even though they may have a comparable or better education. Employment in nontraditional occupations can lead to improved wages, better long-range opportunities and economic security for women and their families.

SUBCOMMITTEE RECOMMENDATIONS

The JTPC Subcommittee on Nontraditional Employment should be continued for at least two years to provide planning guidance and oversight on behalf of the Council. It offers recommendations that relate to public policies and education, training, and supportive services.

1. EQUAL EMPLOYMENT OPPORTUNITY & GENDER EQUITY

New York State must continue to lead the way in ensuring equal employment opportunities and working toward gender equity. Mechanisms to assist employers and unions to meet established goals need to be developed by the New York State Department of Labor through pilot programs with apprenticeship sponsors, unions and other employers. Greater involvement of business and organized labor is necessary to expand nontraditional employment opportunities and apprenticeships for women.

2. SERVICE DELIVERY AREA GOALS & CAPACITY BUILDING

The New York State Department of Labor needs to work with the U.S. Department of Labor to ensure performance standards provide incentives to reward SDAs for success in the nontraditional employment for women training and apprenticeships. Minimum guidelines for SDA goals for training and placement of women for Program Year 1993 should be to double efforts of the previous year, rather than set specific percentage goal requirements at the present time. Training and technical assistance should be provided to SDAs on a statewide and regional basis.

3. COORDINATION & COLLABORATION

Collaboration with other agencies and systems is necessary to coordinate training and the support of common goals. A clearinghouse needs to be established to provide information on programs, models and activities. New strategies need to be determined for recruiting women into nontraditional employment and that show the connections between technology and how it affects life.

4. NONTRADITIONAL WORK EXPERIENCES FOR YOUTH

Various nontraditional work experience opportunities could be provided by expanded use by SDAs of the JTPA summer youth program, Conservation Corps, Urban Corps, and PPV/STEP models. Linkages with the New York City Partnership and similar private-sector incentives could be used to encourage industry to reserve summer jobs in physical or technical areas for girls and young women.

5. EDUCATIONAL EQUITY

The New York State Board of Regents should be encouraged to aggressively monitor the implementation of "*Regents Policy Paper and Action Plan for the 1990's: Equal Opportunity for Women,*" which targets training for administrators, teachers, counselors, students and parents on sex equity in education. Marketing materials to help recruit girls and women need to be developed that show women working in skilled trades and in high technology fields.

6. SUPPORTIVE SERVICES

Supportive services need to be provided to women and girls to enable them to succeed in nontraditional work experiences, training or job placements. Sexual harassment prevention training provided to men and women needs to be incorporated into nontraditional career and employment training programs. Sexual harassment prevention training also should be provided to SDAs, CBOs and other training providers.

SUMMARY

The recommendations focus on implementation of the legislation as well as the supply of and demand for trained women for employment in nontraditional occupations.

I. INTRODUCTION

The National Nontraditional Employment for Women Act

In December, 1991, the national "Nontraditional Employment for Women Act," Public Law 102-235, was signed into law. The purposes of this legislation, which amended the Job Training Partnership Act (JTPA), were to provide a wider range of opportunities for women, provide incentives for nontraditional employment training for women, and facilitate coordination and maximize resources for training and placement of women in nontraditional jobs and apprenticeships.

The Job Training Reform Amendments of 1992, enacted into law on September 7, 1992, retained the changes to JTPA brought about by the Nontraditional Employment for Women Act.

In adopting the Nontraditional Employment for Women Act, the Congress included the following statement in the legislation to demonstrate the rationale and justification for this program to be enacted into law:

- ▶ Over 7,000,000 families in the United States live in poverty, and more than half of these families are single parent households headed by women.
- ▶ Women stand to improve their economic security and independence through the training and other services offered under the Job Training Partnership Act.
- ▶ Women participating under the Job Training Partnership Act tend to be enrolled in programs for traditionally "female" occupations.
- ▶ Many of the Job Training Partnership Act programs that have low female enrollment levels are in fields of work that are nontraditional for women.
- ▶ Employment in traditionally male occupations leads to higher wages, improved job security, and better long-range opportunities than employment in traditionally female-dominated fields.
- ▶ The long-term economic security of women is served by increasing nontraditional employment opportunities for women.
- ▶ Older women reentering the work force may have special needs in obtaining training and placement in occupations providing economic security.

1. What does the "Nontraditional Employment for Women Act" require?

States and Service Delivery Areas (SDA) are required to establish goals for training of women in nontraditional employment and placement of women in nontraditional employment and apprenticeships in their JTPA plans for the program beginning July 1, 1992 and in subsequent plans. The State and SDA plans must describe the efforts to be undertaken to achieve these goals, including efforts to raise awareness of such opportunities. SDAs must also provide detailed statistical information in their annual reports to the Governor on progress made in relation to the goals for training, placement, and retention of women in these jobs.

The Job Training Partnership Council (JTPC) was given new responsibilities under this statute to review, analyze and summarize State and SDA activities and results achieved. The Council must also recommend appropriate technical assistance or corrective action in accordance with the SDAs' reports to the Governor. The summary report is to be disseminated to Service Delivery Areas, service providers throughout the State, and the U.S. Secretary of Labor.

2. What jobs are considered nontraditional?

The statute defines "nontraditional occupations" as fields of work in which women [or men] comprise less than 25% of the individuals employed. These occupations include the skilled trades, construction, and a broad spectrum of jobs in technical and other fields. U.S. Bureau of Labor Statistics information on nontraditional occupations is included as Appendix A. Labor market information on nontraditional occupations for women by Service Delivery Area is being developed by the New York State Department of Labor.

3. What funds are available under the Nontraditional Employment for Women Act?

The primary purpose of the legislation is to encourage SDAs to use local JTPA funds for nontraditional employment training and related services for girls and women that will lead to placement in jobs that pay wages adequate to permit economic self-sufficiency.

In addition to local JTPA formula funds for service to eligible youth and adults, resources for nontraditional employment for women are addressed in the legislation in several ways, as described below.

- ▶ The education coordination and grants set-aside (the "8% program") was expanded to allow the use of these funds for "statewide, coordinated approaches, including model programs, to train, place and retain women in nontraditional employment."
- ▶ Coordination with federal vocational education-funded activities (under VATEA) is encouraged to maximize the resources available.
- ▶ A national demonstration program was created with funding for up to six projects per year nationwide.

4. How is the "Nontraditional Employment for Women Act" being implemented in New York State?

State and Service Delivery Area (SDA) activities are underway to implement the legislation. The New York State Job Training Partnership Council created a Subcommittee on Nontraditional Employment for Women to help plan, guide and oversee implementation efforts. Included on the Subcommittee are representatives of state agencies, SDAs, organized labor, private industry, community-based organizations, education, and others with expertise and a common interest in improving opportunities for women.

New York's 33 Service Delivery Areas set goals in their two-year plans for training, placement and retention of women in nontraditional employment and apprenticeships, and are working to develop the programs that will enable them to achieve these goals. In accordance with the legislative requirements, they must also report progress and results in detailed data on placements by occupation and wage levels in their annual report to the Governor. Technical assistance and training will be provided for SDA staff.

JTPC SUBCOMMITTEE ON NONTRADITIONAL EMPLOYMENT FOR WOMEN

As noted above, the Job Training Partnership Council is given new responsibility under the Nontraditional Employment for Women (NEW) Act. The Council develops and recommends the Governor's Coordination and Special Services Plan for JTPA and related programs. The Program Year 1992-1993 Plan included state goals for training and placement of women in nontraditional jobs and apprenticeships. The Council must also prepare and disseminate reports on implementation of NEW and success in meeting State and SDA goals.

The Governor's Plan called for establishment of a Subcommittee on Nontraditional Employment for Women to provide structure for the implementation process. The Subcommittee was charged to develop policy and program recommendations that would lead to improved economic opportunities for women through education and training services. Represented on the Subcommittee are state and local education and training agencies, organized labor, the private sector, community-based organizations, and concerned individuals.

Convened first in October, 1991, the Subcommittee formed work groups to focus on public policy, program delivery, and women's issues. Recommendations in each category were developed, discussed, and refined for inclusion in this report to the Job Training Partnership Council. The women's issues were at the center of the program and service delivery attention, and were therefore integrated into the recommendations under education, training, and support services.

The Subcommittee recommendations presented in section three of the report address implementation of the requirements of the legislation, as well as focusing on the larger issues of supply of and demand for trained women for employment in nontraditional occupations.

ORGANIZATION OF THIS REPORT

The Subcommittee on Nontraditional Employment for Women has developed this report for the Job Training Partnership Council. The first section is the introduction, summarizing the legislation that stimulated this action by the JTPC. Section two highlights data on women's employment and education trends. The third section presents the recommendations of the Subcommittee for consideration by the JTPC. Included as appendices are (1) information on occupations which would be considered nontraditional for women, and (2) listings of organizations that serve women's needs by Service Delivery Area in New York State.

II. TRENDS IN WOMEN'S EDUCATION, EMPLOYMENT & EARNINGS

WOMEN'S EDUCATION TRENDS

Historically, women have not attained the same levels of education as men, particularly at the post-secondary level. During the past 20 years, however, women's educational achievements have been converging with, and in some cases surpassing, those of men.

- ▶ As of 1989, more than three-quarters of all adults had completed high school, an all-time record.
- ▶ The undergraduate college student population has become increasingly diverse as more women and minorities have enrolled in higher education.
- ▶ In 1989, the majority of degrees at all levels except doctorates were earned by women.
- ▶ While the percentage of female high school graduates who completed four years of college increased from 16 percent to 25 percent between 1966 and 1987, the percentage of black female high school graduates completing college rose to 18 percent in 1976 but then fell to 14 percent.
- ▶ Although women made substantial progress in obtaining degrees in traditionally male strongholds, they still constitute a minority in terms of degrees earned in many of these fields. For example, in 1989 women earned only 15 percent of all bachelor's degrees awarded in engineering.

WOMEN'S EMPLOYMENT TRENDS

During the past 25 years, the unprecedented numbers of women entering the paid labor force have significantly altered the profile of the U.S. work force.

- ▶ More females than ever before are working or looking for work -- in 1990, 58 percent of all American women were in the labor force.
- ▶ Females are projected to comprise almost two-thirds of the net change in the size and composition of the U.S. work force between 1988 and 2000. (This is calculated by analyzing those entering and leaving the work force.)
- ▶ Labor force projections indicate that by the year 2000, female labor force participation will be 63 percent, almost double that of 1950. (Interestingly, men's labor force participation rate declined from 86 percent to 76 percent from 1950 to 1990.)

- ▶ The increased labor force participation of married women with young children (under age six) is one of the most notable trends of recent decades. The labor force participation rate of married women has become more like that of never-married women over the last 30 years.
- ▶ In 1990, more than two-thirds of all employed females worked in just two service-sector industries -- services and retail trade.
- ▶ The number of businesses owned by females soared between 1977 and 1987 -- 30 percent of U.S. companies were owned by women in 1987. Their firms, however, accounted for about 14 percent of all receipts generated by American companies in 1987. This is due to the type and size of businesses that women own; 90 percent were sole proprietorships with few or no employees and nearly 40 percent had total receipts of less than \$5000.
- ▶ In 1990, close to half (46 percent) of all women workers were employed in relatively low-paying service and administrative support occupations such as secretaries, waitresses, and health aides.
- ▶ In spite of the inroads women have made into traditionally male occupations, most jobs tend to be gender segregated. For example, in 1990, 99 percent of all secretaries were women, but only two percent of workers in the construction trades were women.

WOMEN'S EARNINGS TRENDS

American workers are paid not only with wages or salaries, but also with other benefits such as employer- or union-provided health insurance and pension coverage, and sometimes assistance with child care. However, both earnings and the likelihood of benefit coverage typically vary by gender, race, age, and part- or full-time work status. Benefit coverage also depends to a large degree on the size of the employer's work force.

- ▶ In 1980, women earned 64 cents for every dollar earned by men; by 1990 this had increased to 72 cents.
- ▶ The female-male wage gap narrowed in certain occupations (technical/sales/administrative support and service jobs) as much because of declines in men's salaries as of increases in women's wages.
- ▶ The proportion of American workers with health insurance through either their employers or unions has decreased since 1980. In 1987, less than half of all female workers and less than two-thirds of all male workers had employer- or union-sponsored group health insurance.
- ▶ Female workers were less likely than male workers to have employer- or union-sponsored pension plans in 1987, and between 1980 and 1987 the proportion of male workers with pension plans dropped six percentage points.

- ▶ A white man working in a managerial or professional occupation was the most likely and a Hispanic or black woman working as an operator, fabricator, or laborer was the least likely to have the option of a flexible schedule in 1989.
- ▶ The availability of maternity or paternity leave was not the norm for full-time workers in American firms in 1989.

Source: Excerpted from *The American Woman, 1992-1993, A Status Report*, edited by Paula Ries and Anne J. Stone for the Women's Research and Education Institute, New York: Norton & Company, 1992.

CAREGIVER RESPONSIBILITIES

The issue of balancing work and family responsibilities is an area of growing concern in the public and private sector because of the changing demographics of the work force. There has been a remarkable increase in the numbers of mothers who work, a result of economic factors such as inflation, recession, unemployment of husbands, and wage rates received by women, as well as non-economic factors such as changes in the attitudes of society toward working mothers, and the desires of the women themselves. The increasing number of mothers of young children in the paid work force underscore the need for parental leave and child care, but family responsibilities are broader than full care of children.

- ▶ In 1990, 48 percent of all women with children under six years of age were in the paid work force as were 66 percent of women with children ages 6-13 and 72 percent of women with children ages 14-17 (96 percent of all fathers with school-aged children are in the paid work force).
- ▶ More than 20 percent of Americans in the paid work force have some caregiving responsibility for an older person. It is estimated that about two-thirds of the nonprofessional caregivers for older, chronically ill, or disabled persons are women in the paid work force.
- ▶ Informal, unpaid caregiving by family members and friends provides 80 to 90 percent of the care for the elderly. Without sufficient supports, meeting these caregiving responsibilities forces large numbers of women to leave their jobs, reduce their hours or take time off without pay.

Women and men in the paid work force should not have to choose between work and family. Both sets of responsibilities are too important to us as a society to force a choice.

Sources: *The EAP Challenge: Helping to Blend Work and Family in the 90's*, Judith I. Avner, Speech at the NYS Labor Management EAP Training Conference, May 3, 1993.

The New York Parents Initiative: Strengthening Families Through Parent Education and Support, NYS Council on Children and Families, September, 1991.

"Balancing Work and Family" from *Impact: The NYNEX Magazine*, Alison Davis, published by NYNEX Public Affairs and Corporate Communications, Summer, 1991.

III. SUBCOMMITTEE RECOMMENDATIONS

The Nontraditional Employment for Women Subcommittee of the Job Training Partnership Council was convened to advise on the implementation of the federal legislation and to develop policy and program recommendations that would lead to improved economic opportunities for women through education and training services. The Subcommittee reviewed the national legislation and formed three work groups on public policy, program delivery and women's issues.

In addition, the New York Association of Training and Employment Professionals designed and conducted a survey of service delivery area officials to determine the level of experience in providing nontraditional employment training for women under JTPA and to identify technical assistance needs.

Based on workgroup discussions, a series of recommendations were proposed by each representing discrete and overlapping concerns. The Subcommittee discussed and refined the proposed recommendations that emerged from deliberations of the three work groups. In the process of organizing the recommendations, the women's issues were felt to be at the center of both public policy and service delivery issues, and were therefore integrated into the recommendations on education, training and support services.

The recommendations of the JTPC Subcommittee on Nontraditional Employment for Women are presented below in two groups, "Public Policy" and "Education, Training, and Support Services."

A. PUBLIC POLICY

The Subcommittee workgroup on public policy reviewed the federal Nontraditional Employment for Women Act and issues related to implementation in New York State and the broader issues that influence women's educational or employment choices and the supports or barriers that affect opportunities to choose and succeed in nontraditional occupations.

FINDING 1

New York State has always been a leader in promoting full equality of opportunity, particularly under Governor Cuomo. Gender equity issues, however, have frequently been overlooked in the implementation of various policies to promote equality of opportunity and in society generally.

RECOMMENDATION 1

The Subcommittee, on behalf of the Job Training Partnership Council, should review existing executive orders, policies and procedures to ensure that women are treated fairly in all public sector activities, and provide recommendations to the Governor based on the findings of these reviews. State government efforts should serve as a model in promoting gender equity by developing sensitivity or heightened awareness of these issues in the work place and in society.

FINDING 2

Women's education and employment-related needs are of critical concern to ensure that New York State has a skilled labor force for the future. Issues relating to girls and women are cross-cutting and necessitate coordination of effort across many different programs and agencies. Women are also an important constituency in terms of equal employment opportunity/affirmative action goals. In addition to representation and advocacy, women need a central authority to coordinate government policies to ensure that they will be effective.

RECOMMENDATION 2-A

The JTPC Nontraditional Employment for Women Subcommittee should be continued for at least two years as a vehicle to meet with the private industry councils, labor representatives and government agencies, to provide planning guidance and oversight on behalf of the Council.

RECOMMENDATION 2-B

The provision of JTPA, VATEA, or other funding sources should be encouraged for the New York State Division for Women to provide on-going support and coordination of nontraditional employment for women activities in New York State. The Division could also enhance public sector equal employment opportunity/affirmative action initiatives and assure that the needs of women participating in programs are addressed.

FINDING 3

Government as a major purchaser of goods and services has responsibility to ensure equal employment opportunity. Federal goals for hiring of women and minorities in federally-funded construction and service contracts, if enforced more vigorously than at present, would increase opportunities for women in nontraditional occupations and apprenticeships. The United States Department of Labor's Office of Federal Contract Compliance Programs is responsible for prescribing and enforcing equal employment opportunity and affirmative action goals upon recipients of federal funds for construction, supplies or services. The goals set for women and minorities have remained unchanged for almost two decades. Enforcement and sanctions must be used in order to bring about the results these policies were meant to achieve in expanding opportunities for women and minorities.

RECOMMENDATION 3-A

Equal employment opportunity and affirmative action goals should be updated to reflect current demographic and labor force participation rates. Federal, state, county, city and local municipal labor law provisions that require contractors or vendors to create training and placement opportunities for women and minorities should be vigorously enforced.

RECOMMENDATION 3-B

The New York State Department of Civil Service should be asked to examine "blue-collar" nontraditional and technical jobs in the public sector to determine barriers that women face and develop initiatives to help women gain access to these jobs.

FINDING 4

Federal and state contractors are subject to equal employment opportunity and affirmative action goals for training and/or hiring minorities and women. However, contractors can be relieved of this responsibility by showing that they have made "good faith effort" but failed to meet the modest goals imposed for publicly funded projects. The present standard to show "good faith effort" consists of only a paper trail with no substantive action required.

RECOMMENDATION 4

Federal and state agencies should be requested to redefine "good faith efforts" as used for equal employment opportunity and affirmative action, and requirements of statute, regulations, and executive orders should be vigorously enforced.

FINDING 5

Apprenticeship is a proven method of developing skilled workers. The New York State Department of Labor approves and regulates apprenticeship activities, which are primarily employer- or joint labor-management administered programs that consist of structured, long-term on-the-job training combined with related instruction that leads to certification in a skilled trade. Despite requirements set for apprenticeship programs to meet goals established for recruitment and retention of women and minorities, these programs have not met these standards. Moreover, inadequate attention is focused on job retention; individuals hired for such jobs or apprenticeship opportunities need support and assistance to enable them to remain and succeed in these occupations.

RECOMMENDATION 5-A

The New York State Commissioner of Labor should exercise existing apprenticeship program regulations for targeted recruitment and selection of women and minorities when they are under-represented in the programs.

RECOMMENDATION 5-B

Mechanisms are needed to assist employers and unions to meet established goals. The New York State Department of Labor should set up pilot programs with apprenticeship sponsors, other employers and with unions to recruit women and address support services needs, including training on sexual harassment, advocates on the work site, and child care assistance.

RECOMMENDATION 5-C

State government agencies, including the Departments of Economic Development and Labor, the Division of Human Rights, and the Division for Women, should work with business and unions to encourage them to recruit, hire and retain women.

RECOMMENDATION 5-D

Apprenticeships should be expanded to encompass more occupations in new technical and emerging fields.

FINDING 6

Public works projects involving federal, state, and local funds generally set aside a certain portion of jobs to be created for the training and hiring of minorities and women. These projects have tended toward on-the-job training rather than using apprenticeship training. As a result, the trainees are provided with few transferable skills and negligible improvement in their overall employability.

RECOMMENDATION 6

Apprenticeships should be made a condition of bid on all public works jobs at the federal, state, and local levels.

FINDING 7

The report entitled, *How Schools Shortchange Girls*, by the American Association of University Women, as well as the Regents Policy Paper, Action Plan and back-up reports, documented the inequities in the New York State educational system. Yet discussion about the unique needs of girls, and policies for ensuring that their needs are met, are lacking in the current debate about education reforms in New York State and at the local school district level through, e.g., *Education That Works: Creating Career Pathways for New York State Youth*, technical preparation, and the *Compact for Learning*.

RECOMMENDATION 7

The New York State Board of Regents should be encouraged to aggressively monitor the implementation of its recently released *Regents Policy Paper and Action Plan for the 1990's: Equal Opportunity for Women*, which reaffirms and refocuses attention on providing training for administrators, teachers, counselors, students and parents on sex equity in the educational environment.

FINDING 8

Leadership and commitment from business and organized labor are critical to the success of nontraditional employment for women initiatives under JTPA and other human resource development programs. Local Private Industry Councils, their statewide association, Empire State Partners, and other advisory councils could ensure that these qualities develop and yield success for program participants.

RECOMMENDATION 8

The Job Training Partnership Council should work to increase involvement of business and organized labor as key players in JTPA partnership efforts to expand nontraditional employment opportunities and apprenticeships for women. Private Industry Councils (PICs) and Empire State Partners (ESP) should be encouraged to actively participate in planning and oversight of nontraditional employment for women initiatives. Other advisory councils and groups should also be encouraged to support these efforts.

FINDING 9

JTPA Service Delivery Areas would be greatly assisted in carrying out their responsibilities for training and training-related placements of women in nontraditional employment if they could be linked with employers who are subject to equal employment opportunity and affirmative action requirements by the U.S. Department of Labor Office of Federal Contract Compliance Programs.

RECOMMENDATION 9

The State Department of Labor should establish formal linkages with the United States Department of Labor's Office of Federal Contract Compliance Programs to gain access to program information on federal contractors for service delivery areas to train and prepare women and minorities for these jobs.

B. EDUCATION, TRAINING & SUPPORTIVE SERVICES

The Subcommittee on Nontraditional Employment for Women work groups on program delivery and women's issues examined the constraints and barriers in JTPA and other public programs to providing nontraditional employment training for women. The two work groups identified many areas of concern that were found to be interwoven. As a result, the following recommendations integrate the proposals of the two work groups under the heading of education, training and supportive services.

FINDING 10

Girls and women often do not consider nontraditional occupations because they do not have the necessary information to make intelligent choices. The difficulty of recruiting women into non-traditional occupations might be reduced by providing clear information. Sex-role stereotyping is pervasive and circumscribes the range of options available to women. The United States will face shortages of skilled workers as the existing work force ages and the pool for potential replacements is largely comprised of women, minorities and immigrants. A public education campaign would be helpful to encourage ambitious career goals for youth and demonstrate that women can perform in so-called nontraditional jobs.

RECOMMENDATION 10-A

The Job Training Partnership Council in collaboration with the State Departments of Labor and Education and the Division for Women should coordinate development of marketing materials to encourage women to consider nontraditional occupations. These materials should show women at work in skilled trades and high technology fields, with clear and realistic information about wages, physical conditioning, possible side effects of specific occupations, transferable skills, child care, and legal rights. This information would be disseminated for use by SDAs, CBOs PICs, Head Start, schools (elementary, junior high, high school and post-secondary education), Job Service, JTPA, social service agencies, youth programs, career counselors, and other organizations in all areas of the state.

RECOMMENDATION 10-B

The state agencies responsible for work force preparation programs should develop and distribute training materials to educate counselors in all work force preparation programs to enable them to recruit or counsel girls and women to consider non-traditional occupations or careers.

FINDING 11

Service Delivery Areas that receive federal Job Training Partnership Act funds operate programs that are subject to performance standards and may receive incentives to reward success or be sanctioned for failure to perform as required. The challenge to SDAs of providing nontraditional employment training for women under JTPA, which may require more support services and longer periods of participation, should not be impeded by the performance standards.

RECOMMENDATION 11-A

The New York State Department of Labor should work with the U.S. Department of Labor to ensure that performance standards provide incentives and reward SDAs for success in non-traditional employment for women training and apprenticeships.

RECOMMENDATION 11-B

The New York State Department of Labor should adjust JTPA performance standards when SDAs have in place "*Components of a Successful Nontraditional Employment for Women Program*" (see attachment).

COMPONENTS OF SUCCESSFUL PROGRAMS

LEADERSHIP TEAMS/ADVISORY COMMITTEES

COLLABORATION/COORDINATION

VISION

- EXPOSURE TO ALL OPTIONS WITH ROLE MODELS, VIDEOS, FILMS, ETC.
- BUILD ESTEEM/RAISE EXPECTATIONS
- BELIEVE IN SUCCESS

SUPPORT

- LIFE MANAGEMENT ASSISTANCE: TRANSPORTATION, HOUSING, BUDGETING, PLANNING/TROUBLE SHOOTING, COUNSELING
- CHILD CARE
- SUPPORT GROUPS

TRAINING

- LITERACY (INCLUDING REMEDIAL MATH)
- FITNESS, DEVELOP UPPER BODY STRENGTH, AEROBIC CONDITIONING, ETC.
- SKILLS
- JOB SEARCH/SURVIVAL SKILLS

ADVOCACY

- JOB DEVELOPMENT/PLACEMENT
- MENTORSHIP/JOB COACHES
- COMMUNITY COORDINATION
- ENFORCEMENT LINKAGE (MEGA PROJECTS/WS 2000)

FINDING 12

Service Delivery Areas (SDA) are required to establish goals for the training, placement and retention of women in nontraditional employment. Many of the SDAs are reluctant or unable to set numerical goals because they have limited information on the types and numbers of jobs that would qualify as nontraditional, i.e., in which women constitute less than 25% of the work force, and limited experience in this area.

RECOMMENDATION 12-A

The State Job Training Partnership Council should recommend, as a minimum guideline, that SDA goals for training and placement of women in nontraditional employment for Program Year 1993 double efforts of the previous year, rather than have the state set a specific percentage goal requirement.

RECOMMENDATION 12-B

Service Delivery Areas should be encouraged to set numerical goals for training in occupations that are easy to fill and incentive goals for more difficult to meet nontraditional employment and apprenticeship training, placement and retention.

FINDING 13

In order for Service Delivery Areas to meet their goals for training, placement and retention of non-traditional employment for women, they need technical assistance and training in successful techniques that will build their local capacity to produce meaningful results.

RECOMMENDATION 13-A

The State Department of Labor should coordinate the provision of training and technical assistance on nontraditional employment both statewide and on a regional basis.

RECOMMENDATION 13-B

Experienced leaders and representatives of programs that have successfully trained and placed women in nontraditional jobs in New York State should be included in technical assistance and training to teach SDAs how to improve access and achieve results for women in nontraditional occupations and apprenticeships.

FINDING 14

Collaboration with other agencies and systems is essential to make sure that education and training services provided for women are comprehensive and ultimately successful for participants. It is especially important that Job Opportunity & Basic Skills Training (JOBS) programs for public assistance recipients support and encourage nontraditional employment training to provide these women and their families an opportunity for economic self-sufficiency and independence.

RECOMMENDATION 14-A

The Job Training Partnership Council should encourage the provision of incentives for linkages to ensure that common goals in regard to nontraditional employment for women are understood and supported by departments of social services, education, labor, JTPA, CBOs and other agencies.

RECOMMENDATION 14-B

The State Education Department, in collaboration with the Job Training Partnership Council, Department of Labor, Division for Women, and Service Delivery Areas, should expand linkages with JTPA Education Coordination (8%) funds and VATEA Sex Equity/Single Parent program resources to promote collaborative nontraditional occupation projects.

FINDING 15

Women should be encouraged to think about starting and operating their own business and, if appropriate, should also be directed to the organizations established to help women and minorities find needed technical assistance and capital through small business development loans or grants. Nontraditional employment for women must include the option of entrepreneurship and information on business development assistance.

RECOMMENDATION 15

The State Department of Economic Development should enhance linkages for minority/women-owned business development services to be accessible for participants in training programs to ensure that entrepreneurship may be a nontraditional employment option for women and education, support, and micro-enterprise grants/small business development loans may be available when appropriate.

FINDING 16

Service Delivery Areas must report on their experience in training, placing and retaining women in nontraditional employment using manual or other data collection processes until the national JTPA reporting system is fully implemented. They also need to know about occupations that meet the definition of nontraditional and the supply/demand data for program planning and management purposes.

RECOMMENDATION 16-A

The Job Training Partnership Council should work with the State Departments of Labor and Education to collect and analyze data to identify, track and evaluate results for women who have received nontraditional training under JTPA and VATEA.

RECOMMENDATION 16-B

The State Department of Labor should provide labor market information for Service Delivery Areas to use in planning for nontraditional employment programs.

FINDING 17

Girls and women are often unwilling to consider accepting physical and/or technical jobs because of sex-role stereotyping and perceived inability to perform certain tasks. Giving young women a chance to experience nontraditional occupations through summer or school-year programs may be a valuable way to encourage young women to consider careers in these fields. Service Delivery Areas, educational agencies, and other youth serving agencies should have access to high quality curriculum and training materials that encompass life skills and nontraditional employment training. Coordinated efforts could provide motivation and support services to enable youth to succeed in academic and training activities.

RECOMMENDATION 17-A

The State Departments of Labor and Education should expand the use of the JTPA summer youth program, school-based programs, Conservation Corps, Urban Corps, and PPV/STEP models for nontraditional work experience, recruitment, and sex equity training.

RECOMMENDATION 17-B

These agencies should encourage the provision of life skills, entrepreneurship and nontraditional career opportunity curricula for various youth target groups, including in-school and out-of-school, to be available and replicated across the state.

RECOMMENDATION 17-C

The State Departments of Labor, Education, and Social Services should work with their local counterparts to establish linkages among JTPA programs with those for pregnant and parenting teens run by BOCES, DSS, CBOs, etc.

FINDING 18

Employers should be asked to assist in public education efforts to ameliorate sex-role stereotyping that restricts young women's career options.

RECOMMENDATION 18

The Job Training Partnership Council and other state agencies should encourage the NYC Partnership and similar private-sector initiatives to provide summer jobs in physical or technical areas for girls or young women.

FINDING 19

New York State has no central source capable of providing information on programs and activities that target women in nontraditional trade or technical careers. Comprehensive, up-to-date materials that would be available to a variety of agencies and organizations (e.g., JTPA, DOL, DSS, CBOs, etc.) are needed.

RECOMMENDATION 19

The Division for Women and Departments of Labor and Education should collaborate on a clearinghouse to provide information, materials, and model programs on nontraditional employment and trade and technical careers for women.

FINDING 20

Nontraditional employment for women includes a broad range of high technology and blue-collar occupations. Sex-role stereotyping and occupational segregation circumscribe the range of options available to women, minorities, and others who face barriers to employment. Public education is needed to overcome these barriers.

RECOMMENDATION 20

The Subcommittee should work with federal, state and local agencies to develop new strategies for recruiting and promoting nontraditional employment to women, that demonstrate the connections between technology and how it affects their lives. Encourage videos produced by young women for this purpose, to give them experience in this high-technology occupation.

FINDING 21

Despite the emphasis on nontraditional employment in JTPA, the level of resources available under JTPA is very limited overall, allowing service to approximately five percent of eligible persons. New funding is essential to expand training for nontraditional employment for women.

RECOMMENDATION 21

The Subcommittee should work with federal, state, and local officials to research and publish information about additional funding streams from federal, state, local, private sources for non-traditional trade and technical occupational or career training.

FINDING 22

Work-related problems frequently arise when a woman finds that she is the only woman in a classroom or at a particular work site. Support services can minimize these problems.

RECOMMENDATION 22

Service Delivery Areas and training provider agencies should ensure that girls and women are provided appropriate support services to enable them to succeed in nontraditional work experience, training or job placements. These should include:

- ▶ Clear grievance procedures with swift resolution mechanism(s).
- ▶ Where appropriate, physical training.
- ▶ Equal access to training, upgrading/retraining, continuing education.
- ▶ Well publicized defined line of authority.
- ▶ A place, time, mechanism to ventilate with other women, i.e. a sanctioned support group and/or a designated person with authority to act.
- ▶ Posted and frequently circulated policy statement regarding sexual harassment.

FINDING 23

Girls and women who are preparing for employment in careers in which they will be a distinct minority need to understand their rights to work in an environment free of sex discrimination or sexual harassment and the legal remedies available to them if they experience these problems.

RECOMMENDATION 23

The Job Training Partnership Council in collaboration with the Division for Women should encourage the adoption by work force development agencies of the recommendations of the Task Force on Sexual Harassment. These should address the following:

- ▶ Encourage state and local work force development organizations to have sexual harassment prevention policies and procedures.
- ▶ Include training to prevent sex discrimination and sexual harassment for men and women as a component of nontraditional career and employment training programs.
- ▶ Provide sexual harassment prevention training for SDAs, CBOs and other training providers, including the name of a person to go to for reporting problems.

FINDING 24

New York State Association of Counties (NYSAC) is now presenting awards on a regular basis to organizations across the state for exceptional or noteworthy training initiatives.

RECOMMENDATION 24

The Job Training Partnership Council, in collaboration with the State Departments of Labor and Education, should establish awards to call attention to nontraditional employment for women initiatives. The New York State Association of Counties should be asked to include this as a regular category for awards and recognize one distinctive program in Program Year 1992 if possible.

APPENDICES

- A. Nontraditional Occupations for Women (U.S. Data)
- B. Organizations providing services to meet women's needs in New York State:
 - ▶ Displaced Homemaker Program Center Directors
 - ▶ Nontraditional Career Options for Women (JTPA 8% and VATEA-funded Projects)
 - ▶ Nontraditional Employment for Women Training Organizations
 - ▶ JTPA Service Delivery Areas.

APPENDIX A

NONTRADITIONAL OCCUPATIONS FOR WOMEN

TOTAL EMPLOYMENT, WOMEN AS PERCENT OF TOTAL EMPLOYMENT MEDIAN WEEKLY WAGES FOR OCCUPATION

OCCUPATIONS	Total # of Workers (both sexes) in 000s	Percent of Total Women	Median Weekly Wage (both- sexes)
Administrators, protective	50	14.0%	\$683
Construction inspectors	60	6.7	615
Engineers, architects and surveyors	1838	8.5	835
Geologists and geodesists	55	12.7	728
Clergy	249	8.4	459
Lawyers and judges	397	23.9	1,007
Photographers	53	22.6	424
Engineering, related technologists & technicians	857	16.6	523
Electrical & electronic technicians	331	11.8	544
Drafting occupations	232	15.9	513
Surveying and mapping technicians	58	8.6	489
Airplane pilots and navigators	71	4.2	932
Sales representatives, commodities, except retail	1315	21.6	613
Sales workers, motor vehicles and boats	222	6.3	475
Sales workers, hardware and building supplies	164	14.6	318
Sales workers, parts	131	7.6	316
Protective services	1818	12.8	489
Supervisors	178	7.3	634
Police and detectives	96	7.3	682
Firefighting and fire prevention	214	1.9	608
Firefighting	197	1.5	616
Police and detectives	867	14.1	532
Police and detectives, public service	486	10.9	595
Sheriffs, bailiffs & other law enforce. officers	115	17.4	503
Correctional institution officers	267	18.4	480
Guards	599	15.5	304
Guards and police, except public service	521	14.6	308
Precision production, craft & repair	10642	8.3	483
Mechanics and repairers	3747	3.8	490
Supervisors	237	10.1	590
Mechanics & repairers, except supervisors	3510	3.4	484
Vehicle, mobile equipment mech. & repairs	1418	1.0	439

NONTRADITIONAL OCCUPATIONS FOR WOMEN

OCCUPATIONS	Total # of Workers (both sexes) in 000s	Percent of Total Women	Median Weekly Wage (both- sexes)
Automobile mechanics	819	0.2	\$385
Bus, truck & Stationary engine mechanics	281	0.0	471
Aircraft engine mechanics	128	4.7	801
Small engine repairers	53	1.9	379
Automobile body and related repairers	127	0.8	402
Heavy equipment mechanics	161	0.6	510
Industrial machinery repairers	498	2.6	491
Electrical & electronic equipment repairers	636	9.7%	591
Communications & industrial equipment	141	7.1	497
Data processing equipment repairers	131	14.5	569
Telephone line installers & repairers	61	6.6	629
Telephone installers & repairers	194	13.9	645
Heating, AC & refrigeration mechanics	196	*	471
Miscellaneous mechanics & repairers	738	4.1	483
Office machine repairers	63	4.8	468
Millwrights	71	4.2	551
Construction trades	3365	1.2	483
Supervisors	439	1.1	600
Construction trades, except supervisors	2925	1.3	467
Brickmasons & stonemasons	109	*	490
Carpet installers	51	*	324
Carpenters	787	0.9	425
Drywall installers	79	1.3	480
Electricians	602	1.5	538
Electrical power installers & repairers	110	1.8	616
Painters, construction & maintenance	279	3.6	357
Plumbers, pipefitters, steamfitters, apprentices	350	1.4	509
Concrete & terrazzo finishers	56	1.8	452
Roofers	121	*	376
Extractive occupations	140	2.9	597
Precision production occupations	3389	20.4	469
Supervisors	1201	16.6	563
Precision metalworking occupations	829	4.0	492
Tool & die makers	137	0.7	620
Machinists	464	3.7	476
Sheet metal workers	117	4.3	476
Precision woodworking occupations	62	12.9	311

NONTRADITIONAL OCCUPATIONS FOR WOMEN

OCCUPATIONS	Total # of Workers (both sexes) in 000s	Percent of Total Women	Median Weekly Wage (both- sexes)
Butchers & meat cutters	238	19.7	\$323
Precision inspectors, testers, & related workers	120	18.3	502
Inspectors, testers & graders	112	17.9	511
Plant & system operators	253	5.5	550
Water & sewage treatment plant operators	57	5.3	434
Stationary engineers	103	2.9	562
Metal & plastic working machine operators	438	16.9	409
Lathe & turning machine operators	63	7.9	488
Grinding, abrading, buffing & polishing machine	129	14.0	403
Woodworking machine operators	127	11.0	310
Sawing machine operators	87	9.2	326
Printing machine operators	271	13.3	418
Mixing & blending machine operators	95	8.4	385
Separating, filtering, clarifying machine operators	53	11.3%	498
Painting & paint spraying machine operators	175	12.0	387
Furnace, kiln & oven operators, excluding food	97	8.2	453
Welders & cutters	499	4.8	424
Transportation & material moving occupations	3943	6.1	419
Motor vehicle operators	2796	6.9	407
Supervisors, motor vehicle operators	68	19.1	503
Truckdrivers, heavy	1676	1.9	429
Truckdrivers, light	490	7.1	319
Drivers - sales workers	171	4.1	458
Taxicab drivers & chauffeurs	107	14.0	339
Transportation occupations except motor vehicle	166	1.2	716
Rail transportation	112	1.0	776
Material moving equipment operators	981	4.7	422
Operating engineers	208	1.0	501
Crane & lower operators	78	1.3	518
Excavating & loading machine operators	85	1.2	465
Grader, dozer and scraper operators	75	1.3	419
Industrial truck & tractor equipment operators	432	7.9	379
Handlers equipment cleaners, helpers, & laborers	3383	16.4	305
Helpers, construction & extractive occupations	99	1.0	275
Helpers, construction trades	91	1.1	270
Construction laborers	607	3.3	356
Production helpers	59	11.9	341

NONTRADITIONAL OCCUPATIONS FOR WOMEN

OCCUPATIONS	Total # of Workers (both sexes) in 000s	Percent of Total Women	Median Weekly Wage (both- sexes)
Freight, stock & material handlers	1042	17.0	\$302
Garage & service station related occupations	136	4.4	224
Vehicle washers & equipment cleaners	152	13.2	247
Laborers, except construction	1022	17.7	313
Farming, forestry & fishing	1397	11.4	263
Farm operators & managers	66	15.2	364
Other agricultural & related occupations	1253	11.6	258
Related agricultural occupations	631	9.4	276
Supervisors, related agricultural	55	3.6	414
Groundskeepers & gardeners, except farm	519	4.2	269
Forestry & logging occupations	63	4.8	314

Data in this table were extracted from the Bureau of Labor Statistics' Employment and Earnings, January 1992 pp223-227

Note: Data are restricted for full-time wage & salary workers derived from the Current Population Survey.

Occupational codes are categorized by the Standard Occupation Classification.

* figures obtained were not reliable.

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**NEW YORK STATE PROGRAMS
NONTRADITIONAL CAREER OPTIONS FOR WOMEN
(JTPA-8% and VATEA-Funded Projects)**

JTPA 8% INNOVATIVE PROJECTS

Clinton Community College
Bluff Point
Plattsburgh, New York 12901

LaGuardia Community College
31-10 Thomson Avenue
Long Island City, New York 11101

Wayne-Finger Lakes BOCES
3501 County Road #20
Stanley, New York 14561

Madison County Employment & Training
and Cazenovia College
Seminary Street
Cazenovia, New York 13035

Onondaga-Cortland-Madison BOCES
1710 N.Y.S. Route 13
Cortland, New York 13045

Cattaraugus Employment & Training
and Everywoman Opportunity Center
407 North Union Street
Olean, New York 14760

Women At Work
Innam Fenton
(518) 562-4144

Public Safety Occupations
Shirley Miller
(718) 482-5322

New Directions
Beverlyann Zier
(716) 526-4654

Rural Women's Challenge
Virginia Felleman
(315) 655-8419

Enhancing Earning Power
Robert Davis
(607) 753-9301

Non-Trad for Women
Mary Snodgrass
(716) 373-4013

VATEA FUNDED PROGRAMS

NYC Technical College
300 Jay Street
Brooklyn, New York 11201

Orange County Community College
115 South Street
Middletown, New York 10940

Monroe Community College
1000 Henrietta Road
Rochester, New York 14623

ACCESS for Women
Linda Silverman
(718) 260-5730

Women In Technology
Lynn Sheren
(914) 341-4585

Women In Automotive
Jessica Levy
(716) 325-1242

**NEW YORK STATE PROGRAMS
NONTRADITIONAL CAREER OPTIONS FOR WOMEN
(CONTINUED)**

Suffolk III BOCES
17 Westminster Avenue
Dix Hills, New York 11746

Women In Construction
Rosemary Camilleri
(516) 667-6000, ext. 303

NEW VENTURES PROJECTS (VATEA)

Erie #2 BOCES
8685 Erie Road
Angola, New York 14006

Nancy Sabatini
(716) 549-4454

Niagara Community College
ACCESS Center
1001 11th Street
Niagara Falls, New York 14301

Carla Volpe
(716) 278-8150

Family Institute
LaGuardia Community College
31-10 Thomson Avenue
Long Island City, New York 11101

Janice Kydd
(718) 482-5351

Madison-Oneida BOCES
ACCESS Center
508 Second Street
Utica, New York 13501

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Ulster BOCES
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NONTRADITIONAL EMPLOYMENT FOR WOMEN TRAINING ORGANIZATIONS

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NYS SERVICE DELIVERY AREAS

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NYS SERVICE DELIVERY AREAS

(CONTINUED)

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NYS SERVICE DELIVERY AREAS

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MONROE SDA

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Rochester, NY 14620
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NEW YORK CITY SDA

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NIAGARA COUNTY SDA

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ONEIDA/HERKIMER/MADISON SDA

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NYS SERVICE DELIVERY AREAS

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