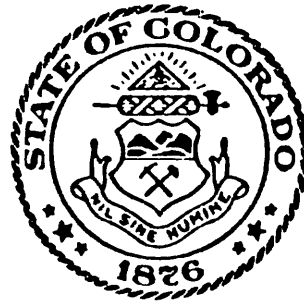


Report to the Colorado General Assembly:

EMPLOYMENT SERVICES



COLORADO LEGISLATIVE COUNCIL

RESEARCH PUBLICATION NO. 137

NOVEMBER 1968

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OF THE
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EMPLOYMENT SERVICES

Legislative Council
Report To The
Colorado General Assembly

Research Publication No. 137
November, 1968

COLORADO GENERAL ASSEMBLY



LEGISLATIVE COUNCIL

ROOM 341, STATE CAPITOL
DENVER, COLORADO 80203
222-9911 - EXTENSION 2285
AREA CODE 303

December 9, 1968

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RICHARD LEVENGOOD
SR. RESEARCH ASSISTANT

To Members of the Forty-seventh Colorado General Assembly:

In accordance with the provisions of Senate Joint Resolution No. 42, 1967 session, the Legislative Council submits the accompanying staff report relating to the activities of the Employment Service of the Colorado Division of Employment.

The report of the committee appointed to carry out this study was accepted by the Legislative Council for transmission to the members of the first regular session of the Forty-seventh Colorado General Assembly.

Respectfully submitted,

/s/ Representative C. P. (Doc) Lamb
Chairman

CPL/mp

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Representative C. P. (Doc) Lamb
Chairman
Colorado Legislative Council
Room 46, State Capitol
Denver, Colorado

Dear Mr. Chairman:

Pursuant to Senate Joint Resolution No. 42, 1967 session, your Committee on Employment submits the accompanying staff report for consideration for publication by the Legislative Council.

Briefly, the accompanying report is designed to provide members of the General Assembly with a brief history of federal and state legislation in regard to public employment activities, as well as a unit by unit summary of the programs of the Colorado Employment Service.

Respectfully submitted,

/s/ Senator John R. Bermingham
Chairman
Committee on Employment

JRB/mp

FOREWORD

The Legislative Council's Committee on Employment was created pursuant to the provisions of Senate Joint Resolution No. 42, 1967 regular session, to study the Employment Service of the Colorado Division of Employment. The members appointed to the committee were:

Sen. John R. Bermingham, Chairman	Sen. Vincent Massari
Rep. James A. Braden, Vice Chairman	Rep. Jean K. Bain
Sen. Paul Bradley	Rep. Thomas Farley
Sen. Roger Cisneros	Rep. Daniel Grove
Sen. John J. Donlon	Rep. Wayne N. Knox
Sen. C. K. Enstrom	Rep. Anthony Mullen
Sen. William S. Garnsey	Rep. Leigh H. Norgren
	Rep. James T. O'Donnell
	Rep. Clarence Quinlan

During 1967, the committee held four meetings. These meetings or hearings were devoted, in large part, to the activities and administration of the Employment Service in finding employment opportunities for minority persons. The last meeting of the committee was held in September of 1967. The committee was inactive in 1968, the second year of the study.

The relationship of the Colorado Employment Service to the federal government, as well as state agencies, has been of increased concern to members of the General Assembly in recent years, especially in view of the new federal programs to combat unemployment and relieve poverty. The accompanying report is designed to provide members of the General Assembly with a brief history of federal and state legislation in regard to public employment activities, as well as a unit by unit summary of the programs of the Colorado Employment Service. The report is intended as a descriptive report only and does not attempt to evaluate the effectiveness or merit of the programs administered by the Colorado Employment Service.

The committee wishes to express its appreciation to Bernard Teets, Director of the Division of Employment; A. W. Bevan, Director of Employment Services; Richard Roberts, Occupational Analyst, and to the unit supervisors and other Employment Division personnel who provided the committee with information contained in this report.

Dave Morrissey, principal research analyst, had primary responsibility for the preparation of this report, assisted by Kay Cochran and James Windholtz.

December 9, 1968

Lyle C. Kyle
Director

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EMPLOYMENT SERVICE

The City of New York opened the first public employment office in the United States in 1834. Shortly thereafter, a number of other cities established public employment services, but it was over 50 years before the first state (Ohio -- 1890) became involved in public employment activities.

By 1923, thirty-two states had established public employment offices. Federal entry into the public employment field came about in 1907. The Bureau of Immigration and Naturalization was interested in developing information on employment opportunities for immigrants coming into the United States. By 1914, the immigration service developed a national system of data of employment opportunities that permitted the service to direct immigrants to areas in which opportunities for employment were the greatest. World War I also accelerated the need for a national approach to the recruiting of workers for the war effort. A temporary national employment program was established to meet this demand; however, the program was discontinued after the war.^{1/}

A second attempt was made to establish a national employment service in 1931. Congress passed the Wagner Bill to provide a system of grants-in-aid for a cooperative federal-state system of public employment offices. President Hoover expressed objection to the bill on the grounds that a federal system of public employment offices was needed. The bill was vetoed by President Hoover. Similar legislation was introduced and adopted in 1933 -- the "Wagner-Peyser Act." Under the Wagner-Peyser Act, the United States Employment Service was created under the Department of Labor. The service was charged with encouraging the development of state-administered employment offices through a system of grants-in-aid on a matching basis.

Prior to the time action could be taken by the states to develop employment programs to participate in the grants provided under the Wagner-Peyser Act, Congress charged the United States Employment Service with administration of a temporary National Reemployment Program. The reemployment program was designed to meet the manpower requirements of the Work and Project Administration (WPA) and other federal agencies providing emergency employment opportunities to the unemployed. The National Reemployment Service activities were discontinued in 1939.

Colorado's Entry Into the Public Employment Service. In an Extraordinary Session in 1936, the Colorado General Assembly

^{1/} Haber and Kruger, The Role of the United States Employment Service in A Changing Economy, W. E. Upjohn Institute for Employment Research, p. 22.

enacted legislation implementing the provisions of the Wagner-Peyser Act by establishing the Colorado State Employment Service. For the next three biennial periods, the General Assembly appropriated about \$50,000 (for each biennium) to the Colorado State Employment Service for the non-federal share of expenditures of the program.^{2/} In 1941, by order of the President, the federal-state system of employment services was federalized as a war-time measure. Although responsibility for the operation of the state employment office was returned to the state in 1946, under the "Employment Act of 1946," Public Law 549 of the 79th Congress, the federal government elected to continue to be responsible for funding the entire program. The employment service is the only on-going federal-state program in which the state is not asked to provide any financial assistance.

United States Employment Service

In the "Wagner-Peyser Act," Congress charged the United States Employment Service with the following responsibilities:

(a) It shall be the province and duty of the bureau to promote and develop a national system of employment offices for men, women, and juniors who are legally qualified to engage in gainful occupations, to maintain a veterans' service to be devoted to securing employment for veterans, to maintain a farm placement service, to maintain a public employment service for the District of Columbia, and, in the manner hereafter provided, to assist in establishing and maintaining systems of public employment offices in the several States and the political subdivisions thereof in which there shall be located a veterans' employment service. The bureau shall also assist in coordinating the public employment offices throughout the country and in increasing their usefulness by developing and prescribing minimum standards of efficiency, assisting them in meeting problems peculiar to their localities, promoting uniformity in their administrative and statistical procedure, furnishing and publishing information as to opportunities for employment and other information of value in the operation of the system, and maintaining a system for clearing labor between the several states.^{3/}

^{2/} Session Laws of Colorado 1937, 1939 and 1941, chapters 16, 17, and 22, respectively.

^{3/} U.S. Statutes at Large, 73rd Congress, 1933-34, Vol. 48, Part I, p. 114.

Fundamentally, the traditional role of the federal-state employment service is to refer qualified workers to employers. Furthermore, the employment service conducts labor market studies which are of value to the employment service, the federal government, and private industry in determining the availability of various types of skilled labor. The "Wagner-Peyser Act" placed the federal government in the position of helping to finance local placement services, as well as developing a uniform statistical system with respect to employment opportunities and available manpower. In a sense, the federal-state system was created as a vast labor exchange. The emphasis and purpose for which the service was created was to assist the employer, whether public or private, in finding qualified workers. The employment service does not, and never was intended to, actually hire or employ jobless workers.

Changing Role of the Federal State Employment Service

Although the Employment Service established in 1933 was not designed to meet the problems of special classes of persons, emphasis was placed on securing employment for veterans and farm workers. The growth in special programs of service to handicapped persons, unskilled, and disadvantaged persons came about rather slowly. In the latter stages of World War II, Congress adopted the Servicemen's Readjustment Act of 1944, Title IV, P. L.-346. The act charged the public employment service with responsibility for a complete placement service to veterans, including counseling and testing services and developing labor market information to assist veterans in making satisfactory job choices.

In 1954, Congress also recognized the need for the employment service to provide specialized services to the disabled. In the "Vocational Rehabilitation Amendments of 1954," P.L. 565, Congress recognized that rehabilitation of handicapped persons must encompass the development of employment opportunities for these people. As a condition for federal grants to state rehabilitation agencies, Congress requires that these agencies must: "provide for entering into cooperative arrangements with the system of public employment offices in the state and the maximum utilization of the job placement and employment counseling services and other services and facilities of such offices;"⁴ Thus Congress took a major step in recognizing that special emphasis was needed in providing employment opportunities for certain groups of people. The state employment program must provide for the promotion and development of employment opportunities for the handicapped.

4. "Vocational Rehabilitation Amendments of 1954," P.L. 565.

In 1961, by Executive Order 10925, a major step was taken to eliminate discriminatory practices involving race, religion, sex or national origin. "The employment service cannot accept job orders containing discriminatory specifications which are not related to occupational qualifications, or refer applicants to jobs on any basis other than job qualifications."^{5/}

Despite special assistance to the handicapped and veterans, the employment service, from 1933 to 1961, primarily was concerned with placing qualified applicants in proper positions. The adoption of the "Area Redevelopment Act of 1961," by Congress, marked the beginning of an entirely new concept of responsibility for the employment service. For the first time, the employment service was asked to provide special services to meet the needs of persons in depressed areas who were not competing successfully in the employment market. The service was charged with the counseling, selection, and referral of jobless workers for training. Without training, many of these unemployed workers would have little opportunity for securing full-time employment.

The Area Redevelopment Act did not involve a total approach to the employment problems of unemployed or underemployed persons. Fundamentally the bill was directed at the chronically depressed areas of the country, such as the Southern Appalachians and the San Luis Valley in Southern Colorado. Secular declines in occupations and industries are a prime factor in these distressed economies. In general terms, the ARA provides loans for industrial development in depressed areas; makes grants for public facilities; and authorizes subsistence payments, at the average state unemployment compensation rate, for unemployed workers taking part in authorized training programs.

In 1961, Congress attempted to initiate programs to meet the needs of the unemployed in depressed areas of the country. The following year, March of 1962, Congress addressed itself to the broader problem of so-called structural unemployment, whereby workers across the nation whose skills had become obsolete could receive training to qualify them to hold jobs in other industries. To meet this problem, Congress adopted the "Manpower Development and Training Act" (MDTA), establishing a nationwide program to provide opportunities for retraining workers idled by a changing technology. The MDTA Act provides funds for determining need for vocational training; establishes training programs through existing educational institutions; and permits the payment of assistance allowances.^{6/}

^{5/} Letter to Council staff from Bernard Teets, Director of Employment Division, March 26, 1968.

^{6/} U.S. Code Congressional and Administrative News, 87th Congress, Vol. 2, p. 1582.

The intent of Congress in adopting the Manpower Development and Training Act of 1962 is spelled out in Section 101 of Title 1 of the act:

The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained as quickly as is reasonably possible, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for re-employment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people with the least delay in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase the Nation's productivity and its capacity to meet the requirements of the space age. The Congress further finds that many professional employees who have become unemployed because of the specialized nature of their previous employment

are in need of brief refresher or reorientation educational courses in order to become qualified for other employment in their professions, where such training would further the purposes of this Act. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment, resulting from automation and technological changes and other types of persistent unemployment.

The Manpower Development and Training Act met the needs of a number of unemployed workers who could benefit from a retraining program. At the same time, the program graphically pointed out that many persons composing the hardcore unemployed simply were not capable of participation in certain kinds of vocational training. In other words, a person who can not read or write is not eligible for many types of retraining. Other persons considered as culturally deprived may not be prepared for the responsibilities associated with work and training, for example, maintaining proper hours. In any event, vocational training alone can not provide a total answer to unemployment and poverty in the United States. Perhaps a major concern on the part of Congress for the need to provide more vocational training was the growth in the number of young workers coming into the economy. According to testimony before Congress, there were no new jobs created for youth in 1961 despite the fact that nearly 900,000 young people were entering the job market that year.

The War on Poverty

In 1964, Congress enacted the "Economic Opportunity Act of 1964" (EOA) -- commonly known as the "War on Poverty." To a much greater degree than MDIA, the war on poverty attempted to formulate a program that would take society's dropouts and make them employable. Undereducated persons who could not participate in vocational training because of a lack of communication skills would be given some opportunity to receive basic education -- Adult Basic Education Program. Some youth raised in an environment that was not conducive to good work habits would be provided with an opportunity for living in a new environment -- the Jobs Corps. EOA's Neighborhood Youth Corps also was designed to provide work experience for youngsters of poor families to encourage them to remain in school, as well as to provide an out-of-school work program for dropouts. Title V of the Economic Opportunity Act is designed to aid unemployed parents with dependent children by a program of work and training. EOA also established the concept of Community Action Centers which attempt to mobilize the residents of a deprived area for the following

assistance: 1) making day care services available; 2) increasing the educational level of the neighborhood; 3) offering other supportive services such as health, consumer education, legal services, etc.; and 4) providing a channel for disadvantaged persons to make their problems and needs known.

Through participation in the programs sponsored under the Economic Opportunity Act, the Employment Service is directly involved in assisting the hardcore unemployed to participate in the employment market. Basically, the employment service is charged with responsibility for providing counseling, testing, and referral services for all disadvantaged individuals as requested by agencies involved in the administration of EOA programs. The Colorado Employment Service also has established a Youth Opportunity Center (YOC). A detailed summary of the Employment Service role with respect to EOA programs is contained in the following pages.

In summary, federal legislation with respect to the activities of the Employment Service gradually has changed from purely a placement service that refers qualified applicants to employers to a program which is attempting to meet the needs of persons unable to participate or compete in the employment market.

Colorado Statutes -- Employment Service

In most states the basic legal framework for state employment services is provided by federal law and regulations issued pursuant to federal law. Colorado is no exception. In Colorado, as in other states, the state laws contain little more than a single section acknowledging the existence of the Employment Service and noting its relation to the federal government. Thus the state does not attempt to provide its own direction or impose limitations on the Employment Service, apart from the requirements of the federal government.

The Forty-sixth General Assembly, in its second regular session, reorganized the departments of state government in accordance with Article IV, Section 22, of the Colorado Constitution.^{7/} Section 22 was adopted in November of 1966. To meet the limitation of not more than 20 departments, the General Assembly established the Department of Labor and Employment. The two departments brought under the Department of Labor and Employment include the Industrial Commission and the Department of Employment. (Chapter 82, Article 2, C.R.S. 1963.) To date, the Governor has not appointed a director of the newly created Department of Labor and Employment. The director of the department

^{7/} Session Laws of Colorado 1968, Chapter 53, p. 84.

is to be appointed under the provisions of Article XII, Section 13, of the Colorado Constitution. In other words, the new director will be appointed under civil service rules and regulations. The responsibilities of the old Employment Department contained in Chapter 82, C.R.S. 1963, were transferred under the newly created Department of Labor and Employment.

Chapter 82, Colorado Revised Statutes 1963, is known as "The Colorado Employment Security Act." It was initially adopted in 1936 and deals almost entirely with unemployment compensation, hardly mentioning the Employment Service. The Employment Service provisions of the act, appearing in Article 2, were the result of Congress' passage of the Wagner-Peyser Act in 1933.

Section 82-2-3, C.R.S. 1963, provides for an Employment Service Division within the Department of Employment:

82-2-3. Organization of the department. There shall be in the department of employment, the unemployment compensation commission of Colorado and the position of executive director of employment, which latter position is hereby created, the division of unemployment compensation as heretofore organized and existing, and the Colorado state employment service division, as heretofore organized and existing, which shall be designated and known as the division of employment service. The division of unemployment compensation and the division of employment service shall be coordinate divisions of the administrative organization.

Section 82-2-6, C.R.S. 1963, contains the only definitive reference to the Employment Service and its functions:

82-2-6. State employment service. The Colorado state employment service is hereby established in the department of employment as a division thereof. The department, through such division shall establish and maintain free public employment offices in such number and in such places as may be necessary for the proper administration of this chapter and for the purposes of performing such duties as are within the purview of the act of congress entitled, "An act to provide for the establishment of a national employment system and for the co-operation with the states in the promotion of such system, and for other purposes," approved June 6, 1933 (48 Stat. 113: U.S.C.A., Title 29, Sec. 49 (c)), as amended. It shall be the duty of the department to cooperate with any official or agency of the United States having powers or duties under the provisions of the said act of

congress, as amended, or under such other acts of congress as may be created for similar purposes, and to co-operate with or enter into agreements with the railroad retirement board with respect to the establishment, maintenance and use of free employment service facilities, and to do and perform all things necessary to secure to this state the benefits of the said act of congress, as amended, in the promotion and maintenance of a system of public employment offices. The provisions of the said act of congress, as amended, are hereby accepted by this state, in conformity with section 4 of said act, and this state will observe and comply with the requirements thereof. The Colorado department of employment is hereby designated and constituted the agency of this state for the purposes of said act. The department is directed to appoint such officers and employees of the Colorado state employment service as is deemed necessary for the proper administration of this chapter.

In Article 3 of Chapter 82, entitled "Administration of Department", are general provisions relating to the entire department on such matters as personnel, publications, rules and regulations, record-keeping, reporting, state-federal cooperation, and reciprocal agreements among states. Also in this article, section 82-3-5 describes the advisory council to the Department and section 82-3-6 contains a general policy statement on employment stabilization:

82-3-5. Advisory council. There is hereby created a council which shall be known as the advisory council to the department of employment, composed of four employer representatives, four employee representatives, and three representatives of the general public, who may fairly be regarded as such representatives respectively because of their vocation, employment, and affiliations. Members of the council shall be appointed by the governor. Such appointments shall be for a period of four years. Vacancies shall be filled by appointment by the governor for unexpired terms, and in the case of a vacancy, or vacancies, the remaining members of the council shall exercise all the powers and authority of the council until such vacancy or vacancies, are filled. Members of the council shall serve without compensation but shall be reimbursed for any necessary expenses. Such council shall aid the department in formulating policies and discussing problems related to the administration of this chapter and assuring impar-

ality and freedom from political influence in the solution of such problems. Expenditures out of the unemployment revenue fund pursuant to section 82-8-3 (2) (b) shall be made only upon the approval of a majority of the council first had and obtained. A majority of the council shall constitute a quorum to transact business and for the exercise of any of the powers or authority conferred.

82-3-6. Employment stabilization. The department with the advice and aid of such advisory councils as it may appoint, and through its appropriate divisions, shall take all appropriate steps to reduce and prevent unemployment; to encourage and assist in the adoption of practical methods of vocational training, retraining and vocational guidance; to investigate, recommend, advise, and assist in the establishment and operation, by municipalities, counties, school districts, and the state, of reserves for public works to be used in times of business depression and unemployment; to promote the re-employment of unemployed workers throughout the state in every way that may be feasible; and to these ends to carry on investigations and research studies, the results of which, if circulated in quantity outside the department, shall be issued in accordance with fiscal rules promulgated by the controller pursuant to the provisions of section 3-3-17, C.R.S. 1963. 1965 Supplement

The aforementioned provisions appear to provide the only statutory basis at the state level for the Colorado State Employment Service. Obviously no attempt has been made to incorporate into our state law any detailed and specific statement of the duties, powers, and policies of the Employment Service. One reason is that the federal law with its attendant regulations provides detailed guidelines, procedures, and rules which tend to set the limits and goals for the Employment Service as defined at the federal level without the participation of the General Assembly.

Administration of Employment Service of the Colorado Employment Division

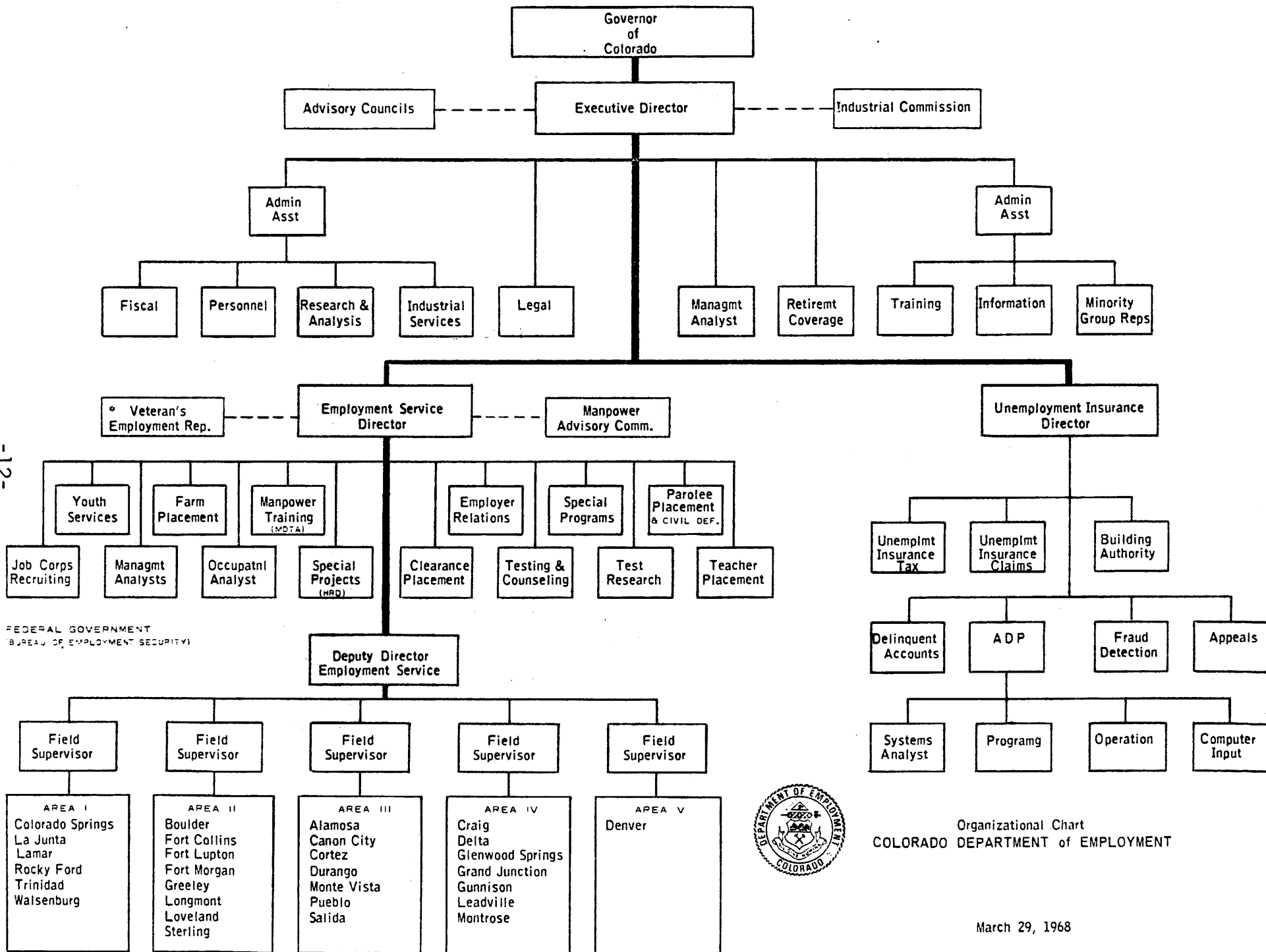
The Colorado Employment Division is divided into two basic sections: 1) Employment Services and 2) Unemployment Insurance. The Employment Services Section is designed to develop suitable employment opportunities for as many individuals as possible, while the Unemployment Insurance Section assists those individuals involuntarily unemployed to meet minimum nondeferrable expenses. Basically, the Colorado Employment Service is under the direction of an employment service director, a deputy director and five field supervisors. The organization of the division is outlined in Chart I. The regional supervisors are responsible for supervision of the state's local employment offices. Although there is some geographic overlap in jurisdictions of the field supervisors the five areas may be listed as follows: Area I includes Southeastern Colorado; Area II encompasses Northeastern Colorado; Area III jurisdiction is for Pueblo, the San Luis Valley, Canon City, and Cortez and Durango in Southwestern Colorado; Area IV covers the remainder of the Western Slope; and Area V includes the Denver Metropolitan Area, Gilpin and Clear Creek Counties and part of Grand County (see Map I).

In addition to the operation of the field offices, the Colorado Employment Service Director -- A. W. Bevan -- is responsible for fourteen special project sections: Youth Services, Job Corps, Farm Placement, Occupational Analysts, Manpower Training, Special Projects, Employer Relations, Clearance and Placement, Testing and Counseling, Special Programs, Parole Placement, Test Research, Teacher Placement, and Management Analysis. A Management Analysis Section also reports directly to the director of the division -- Bernard Teets. Other staff sections reporting to the division director that are important to the function of the Colorado Employment Service include Research and Analysis, Industrial Services, and the Minority Group Representative. The Employment Services Director maintains direct liaison with the Veteran's Employment Representative and the Manpower Advisory Commission. In general, some of the special project sections came about as the result of Congress' interest in providing special services to disadvantaged persons. In any event, a section by section analysis of special programs, as well as the responsibilities of field supervisors, follows.

Field Supervisory Staff

The 29 local Colorado Employment Service offices in the state are divided into five districts or areas. Each area is supervised by a field supervisor who is an employee of the state office. The following table lists the local offices located in each of the five supervisory areas:

Chart I



-12-

FEDERAL GOVERNMENT
BUREAU OF EMPLOYMENT SECURITY

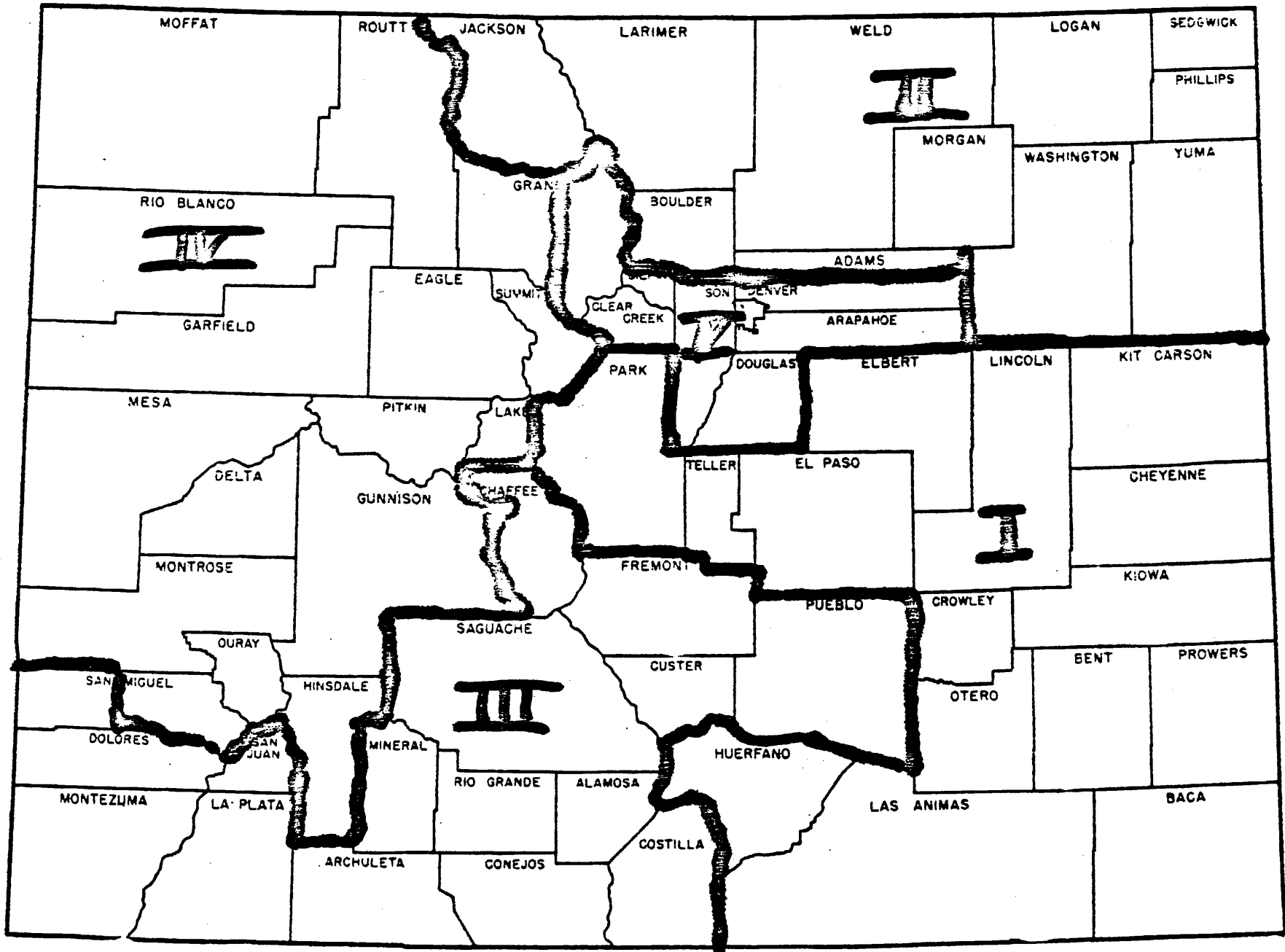


Organizational Chart
COLORADO DEPARTMENT of EMPLOYMENT

March 29, 1968

Map I

REGIONAL DISTRICTS UNDER JURISDICTION OF FIELD SUPERVISORS,
COLORADO DIVISION OF EMPLOYMENT



<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>	<u>Area V</u>
Colorado Springs	Boulder	Alamosa	Craig	Denver
La Junta	Ft. Collins	Canon City	Delta	
Rocky Ford	Ft. Lupton	Cortez	Glenwood Springs	
Trinidad	Ft. Morgan	Durango	Grand Junction	
Walsenburg	Greeley	Monte Vista	Gunnison	
	Longmont	Pueblo	Leadville	
	Loveland	Salida	Montrose	
	Sterling			

Even though it is estimated that the field supervisors spend over 60 percent of their time visiting local offices, field supervisors are required to attend numerous policy meetings held at the state office. Consequently all the field supervisors reside in Denver and utilize the state office as "home base." The field staff is responsible for both employment service programs and unemployment insurance operations of the local offices. Hence they must consult with officials in respective sections to keep abreast of the policies governing respective activities. Nevertheless, the field supervisors are answerable to the Deputy Director of Employment Services who is, in turn, responsible to the Director of Employment Services. In other words, the State Division of Employment is organized under a management system of direct line authority which means that every employee is directly responsible to his immediate supervisor only. Whenever a local office has a question or complaint about a state policy or program, it is referred to the field supervisor. The field supervisor, in turn, directs the request to the proper specialist at the state office. Basically, the field supervisor acts as liaison between the state administrative office and the local offices. He keeps the local offices informed about the philosophy and programs of the state office and also brings the policy planners at the state office information about local employment problems, progress, and attitudes of the local offices and field employees.

The field supervisor is responsible for all aspects of the local office operations including: the traditional activities of placement, testing, intake, job development, etc., as well as the supervision of the employment service's activities in regard to the programs for the disadvantaged. In addition, the field supervisor assists local offices in budget preparation; personnel matters; etc.

The field supervisor may establish informal on-the-job training by explaining new policies and procedures to employment counselors, clerical personnel, etc. Or he may determine that there is a need for a more formal training session for these local office employees. He can arrange these training sessions and then call on personnel at the state level to assist him in explaining new policies and programs.

Periodically, the field supervisor conducts validation studies on local office reports of placements, job orders, etc. In order to validate placement reports, for example, he may take a random sampling of the placements recorded and call the employer to determine if the person was actually placed. Basically then, it is the responsibility of the field supervisor to insure that all the activities of local offices are being carried out in conformity with the state plan.

Special programs and projects. From time to time, the Division of Employment is required to initiate new programs in its local offices. Oftentimes a program is not implemented statewide but in selected local offices where the need is determined to be the greatest. Field supervisors help in the selection of offices for participation because of their knowledge of local employment problems. When a new project is adopted, it is the responsibility of the field supervisor to assist the local office in implementing the program in conformity with federal policy.

Personnel matters. Acting as liaison between local and state offices, the field supervisors submit requests for additional personnel to the state office for approval. The field supervisor will discuss with the local office manager the justification for hiring new personnel and evaluate these arguments in making his recommendation to the state office. In addition, the field supervisor may prepare evaluation reports for the state director on the performance of local office employees, including an evaluation of local office managers. And finally, the field supervisor presides over area staff meetings which are held for the purpose of training personnel in the Colorado Employment Service operations, procedures, techniques, and the use of forms, reports, manuals, etc. Finally, the field supervisors assist local office managers in the preparation of their budgets.

In addition to regularly assigned duties at the state office and in the field, the supervisors are often asked to represent the Colorado Employment Service in meetings held in the area by local employers, unions, etc. This kind of public relations work performed by the field supervisors is helpful to local office managers in keeping their local communities informed of Employment Division activities and functions.

Farm Placement Section

Since the adoption of the Wagner-Peyser Act in 1933, the placement of farm workers has been an integral function of the federal-state employment program.

Title 20, Chapter V, § 604,5 Code of Federal Regulations, states:

It is the policy of the United States Employment Service: To provide placement services by furnishing adequate facilities for meeting the labor requirements of agriculture and related industries, including, when necessary, provision for special recruitment and referral programs and for the orderly and expeditious movement of migrant workers to successive job opportunities, and to actively cooperate with State health agencies in programs affecting agricultural workers.

The staff of the Farm Placement Unit has the responsibility to devise, implement, and evaluate a statewide plan to render an effective service for agricultural employers (growers, processors, etc.) and farm workers. Such a plan provides the basis: 1) for determining the validity of labor requests; 2) for determining recruitment needs by origin of workers (local, intrastate, and interstate); 3) for determining the accuracy of seasonal farm worker weekly census reports; 4) for expediting the reallocation of workers during the growing and harvest seasons; and 5) improving the possibility of eliminating temporary labor shortages and surpluses.^{8/}

The Farm Placement Unit employs three professional personnel at the main office to implement the state plan for placement of agricultural workers. Basically, the staff of the farm placement section functions in an advisory capacity to field supervisors and local offices. The local offices, under the direction of field supervisors, actually implement the farm placement program at the local level. Each local office of the Employment Service employs a farm placement specialist in areas of substantial agricultural activity.

The objective of the Farm Placement Division is to utilize domestic agricultural workers to the maximum extent, since Braceros (workers from Mexico) no longer may be recruited. Intra-state and interstate recruitment of migratory workers is necessary to meet peak labor demands. The seasonal agricultural labor force usually consists of: 1) local family groups, older workers, single males, high school and college students, and housewives; 2) intrastate workers, primarily from Southern Colorado; and 3) interstate workers, recruited from Texas, Oklahoma, and New Mexico.^{9/}

Recruitment Procedures. Local recruitment includes contacts with welfare recipients, unemployment insurance claimants,

^{8/} Migratory Labor in Colorado, Colorado Legislative Council Report No. 72, 1962, p. 168.

^{9/} Annual Farm Labor Report 1967, Farm Placement Service, Colorado Department of Employment, pp. 6-7.

housewives, school youth (local school officials cooperate by coordinating school schedules with harvest seasons), and inexperienced persons and unemployed workers who are interested in farm work. These efforts are supplemented by radio and television announcements, newspaper items, letters, questionnaires, pamphlets, solicitation of the aid of farm associations and volunteer farm representatives to cover outlying areas.^{10/} Intrastate recruitment is coordinated by the personnel of the farm placement section. Contacts are made with local offices to facilitate the movement of workers from one part of the state to another. The section prints a weekly bulletin on agricultural conditions and employment needs throughout the state and sends it to local offices, farm employers, and employment offices in other states. Interstate recruitment of farm workers also is handled in cooperation with the Office of Clearance Placement. (See next section.) The establishment of the Interstate Recruitment Program has bolstered the hiring of farm workers from other states. Through this program Colorado cooperates with Texas, New Mexico, and Oklahoma in importing and exporting migrant workers as employment demands dictate. The Farm Placement Section can not accept a work order from an employer with respect to intrastate or interstate recruitment of farm workers if the wage offered by the employer is substandard or the housing conditions provided for the farm workers is not up to standards established by the Health Department.

Seasonal Offices. The Farm Placement Section maintains seasonal offices to handle recruitment in various locations about the state. Two mobile units, serving as temporary offices, are used during peak employment periods. For instance, one unit was located in eastern Colorado during the wheat harvest. Another unit was located in Baca County during the broomcorn harvest.

Record Keeping. Although not required by federal regulations, the Farm Placement Division keeps detailed records of migrant farm workers. The purpose of these records is to maintain checks as to whether satisfactory work has been performed for the employer, whether the workers arrived at the designated work sites on time, and most importantly, whether the workers used monetary advances, supplied by the employers, for the purpose of reaching work destinations.

Monetary Advances. The practice of providing monetary advances to migrant work groups has been established by some employers (i.e., sugar companies) to help workers defray traveling and living expenses en route to job sites. The advances are channeled through employment department officials. For instance, a sugar corporation may make a monetary advance to a

^{10/} Ibid., p. 21.

family from Donna, Texas, through a Colorado state employment representative at a state employment office in Texas for the purpose of assisting the family to drive to Greeley, Colorado, to harvest sugar beets for a grower contracted to the corporation. Thus, the record kept on the family would indicate when the advance was made, when the workers left Donna, when the workers reached Greeley, when the job was completed, and how satisfactorily the job was done. Workers with satisfactory records are prime candidates for recruitment the next harvest season or for employment in other parts of the state.

Cooperation With Other State Agencies. The Farm Placement Unit annually provides information to representatives of the Migrant Division of the State Department of Education in regard to peak periods of migrant labor employment within the state. This information enables education officials to determine the best locations to establish migrant summer schools. Names and locations of migrant workers are also provided for the purpose of recruiting students.^{11/} Similar information is provided state public health officials. With names and locations of migrants, health authorities can administer medical services as well as locate known carriers of diseases.

Training Program. During the summer of 1967, with the cooperation of the Fort Lupton Office and other Northern Colorado local employment offices, a coupled institutional MDTA-On-the-Job pilot training course for year-round farm hands was established. (An explanation of MDTA programs will be made in another section.) Trainees with farm backgrounds were recruited in Northern Colorado for the program. Of 26 trainees recruited, 16 completed the institutional phase (classroom training) and six completed on-the-job training courses. Lack of funds has prevented continuation of farm-hand training programs.^{12/}

Services to Companies. Farm Placement Section conducts all of the farm worker recruiting for the Holly Sugar Corporation. Sugar growers under contract with the corporation submit labor needs to the division. Utilization of the regular farm job placement procedure provides workers for the growers. Division officials report that similar services are available to any other processor, grower, distributor, etc., which may request them.

Governor's Farm Labor Advisory Council. The Farm Placement Unit is assisted and advised by the Governor's Farm Labor Advisory Council. It is composed of 13 members appointed by the Governor, most of whom represent growers, shippers, and processors. According to division officials, the council holds a meet-

^{11/} Ibid., p. 24.

^{12/} Annual Farm Labor Report 1967, p. 24.

ing in the early spring to discuss anticipated labor needs and other agricultural problems for the upcoming growing and harvesting season. A meeting in the late fall is held to review the season's activities. Pending legislation and regulations relating to farm labor are also reviewed by the council.

Clearance Placement Activities

Essentially, clearance placement involves the movement of labor from one location to another. Although the Clearance Placement Office is small -- one employment staff specialist and a secretary -- the work of the office is extensive and varied. In the flow of activities carried on by the Colorado Employment Service, clearance placement comes into play when Colorado employers are unable to recruit the workers they need locally and it then becomes the function of clearance placement to attempt to recruit workers from elsewhere in the country to fill the needs of Colorado employers. This office serves as the clearing office for out-of-state employers who seek to recruit Colorado workers through the state and local employment offices. Frequently, the employment needs of one Colorado local office can be met by posting job openings and recruiting from another local office. Also certain Colorado offices recruit workers from local offices in near-by states. For example, several of the local offices in Southern Colorado which have a high demand for farm laborers use the services of the New Mexico local offices in finding the workers to meet their employers' needs. Fundamentally then, any employment process that involves the movement of labor from one locale to another goes through the Office of Clearance Placement.

Area of Direct Clearance. When two or more local offices, either within the state of Colorado or involving employment offices in bordering states (such as the New Mexico offices in the example above) find that they can better serve their clients' needs by working cooperatively, they can request that the Clearance Placement Office designate them as an "Area of Direct Clearance." Such designation entitles a local office to recruit workers from another designated local office without going through the State Office of Clearance Placement. For instance, Denargo Market of the Denver Local Office, which is a chief supplier of farm labor, is an "Area of Direct Clearance."

Interstate Clearance. When a Colorado employer has been unable to fill a position locally, he can request that a clearance order be sent to another state where it might be possible to find an employee to meet his needs. Before such an order can be sent to the other state, the Office of Clearance Placement must "certify" the position. Certification includes confirming that no one is available locally to fill the position and determining that the prevailing wage for that occupation is being paid. Once certification is completed, the Clearance Office refers the

order to the other state office. On the other hand, other states may send certified clearance orders to Colorado, and the Clearance Office distributes these orders to designated local offices deemed appropriate by the Clearance Placement Office.

Positive Recruitment. Oftentimes, industries from other states request permission to recruit employees in Colorado local employment offices. The Clearance Office approves or disapproves these requests. Grounds for denying a request might be that the company is seeking to recruit workers in an area or occupation in which a shortage exists in Colorado. The Clearance Office makes the arrangements in local offices for companies which have been granted permission to recruit, approves their advertising notices, etc. The Clearance Office also makes arrangements for Colorado companies to recruit labor in other states when Colorado cannot supply the necessary workers.

Job Inventories and Labor Supply and Demand Summaries. The Colorado Department of Employment distributes copies of the Job Inventory, which is a compilation of all the jobs, by title and location, available in Colorado that cannot be filled locally or from within the state, to approximately 650 state and local offices and related agencies each month. Because there are weekly changes in the make-up of the job situation which would make the Job Inventory misleading and inaccurate, a supplemental inventory, in which filled positions are deleted and new orders recorded, is mailed two weeks after the initial inventory. In this way employment offices and agencies keep a current record of the labor needs of Colorado. In turn, other state departments of employment send similar inventories to Colorado state and local offices.

Special Activity of Clearance Office - Preparation of Requests for Alien Employment Certification

When a Colorado employer desires to hire a particular alien for a position, he must obtain the necessary forms from his local employment office and prepare what is known as a case file to be sent to the Bureau of Employment Security for certification, as provided by the "Immigration and Nationality Act of 1961." The case file includes both forms which are prepared by the potential employer and by the alien who is being sought for the position. The employer's file would include a description of the job, wages or salary to be paid, and other related material. The alien's paper would include a personal history, educational background, etc. The Clearance Placement Office becomes involved in this activity in that it reviews every case file before sending it to the regional office or Washington, D. C. for certification. If the office finds files incomplete or incorrect they are returned for completion.

Although this immigration function is not specifically a clearance activity, the office reports that the immigration case

file review takes almost as much staff time as all other activities in the clearance unit. The office reviews case files for both agricultural and nonagricultural jobs. As an example of the workload involved in this function -- in 1967, 371 nonagricultural case files were submitted to the state office for processing; the office reviewed 264 requests for certification of agricultural case files; and reviewed 242 case files of requests for sheepherders.

Testing and Counseling

The director of the Testing and Counseling Unit of the Colorado State Employment Service assists or provides guidance for all testing and counseling activities at each of the state's 29 local employment offices. The Employment Service administers only those tests or techniques for the measurement of aptitudes and interests which have been developed or approved by the United States Employment Service. Testing is used to determine an individual's talents, interests, and aptitudes. Tests can generally be placed into two distinct categories: (1) Proficiency - which illustrates how skilled a person may be with what he has already learned or been trained to do. It includes such skills as clerical work, spelling, short-hand, typing, etc.; and (2) aptitude -- general aptitude for use in the counseling process and specific aptitude tests for use in selecting applicants for referral to particular jobs which require no experience. 13/

Employment counseling plays an integral part in all activities to place and employ an individual. The policy of the Employment Service charges the counselors with the following duties:

- 1) Assist an inexperienced applicant who has not made a satisfactory vocational choice to review and evaluate his present and potential qualifications and relate them to occupational requirements so that he may select an appropriate occupation and develop a realistic vocational plan; or
- 2) Assist an experienced applicant who wishes to, or must, change his occupation to explore possible alternative fields of work, choose a more suitable occupation, and develop a plan to make the change to appropriate employment; or

13/ Interview with Mrs. Ruth Hahn, Director, Testing and Counseling, Colorado State Employment Service, September 13, 1968.

3) Assist an applicant who has encountered problems which are hindering him from entering, holding, or progressing in a job in his chosen field to discover, analyze, and understand his vocational problems and make and carry out the necessary plans for adjustment to resolve them.

Counseling also is a vital factor in the success of the new manpower, anti-poverty and youth services programs. Employment counseling is used extensively in assisting the disadvantaged. The Youth Opportunity Center in Denver and Youth Services throughout the state have the major responsibility of improving the employability of the untrained, unskilled, and inexperienced youth. This is done through counseling, occupational testing, helping an individual establish a vocational goal and develop a plan to reach his goal. The counselor may refer an individual for training; help him to secure various health services; etc.

Assistance to School Districts. The Employment Service enters into written agreements with school districts to carry on employment counseling and job placement for the students who need the service. This cooperative school program is statewide and is functioning in schools where the state employment counselors can accept the requests made by schools. The school personnel designate the students who are in need of the service. Reports of the results of employment counseling and test interpretations of the students are given to the schools to aid the school counselors in providing a more complete educational counseling service to all students.

As previously mentioned, each employment office in the state provides testing and counseling services. In larger offices, such as Denver and Colorado Springs, the local employment staff is composed of professional counselors; however, in smaller offices, such as Craig or Salida, these services may be provided by the office manager who also performs all of the other employment services.

The state director of Testing and Counseling conducts extensive in-service training, workshops, and educational programs for employment counselors. All certified counselors are required to have a masters degree, or 30 graduate hours, along with the intensive in-service training. Designated counselors may not have a college degree, but must complete the in-service training and be subject to periodic evaluation by the unit director.

The state director spends a good deal of her time developing policies and procedures used in the counseling process. She also devises agreements with hospitals, rehabilitation centers, and training institutions for the release of Employment Service tests to be used by the institutions for training and counseling purposes.

Test Research

The Test Research Unit of the Colorado Employment Service is composed of one director and two assistants. There is only one Test Research office in the state and that is at the Colorado Employment Service main office in Denver. There are no Test Research functions carried out at Colorado's local employment offices. In fact, there are only 35 state Test Research Units throughout the United States.

General Aptitude Test Battery. The General Aptitude Test Battery (GATB), is used for recruitment purposes (for training programs and occupational placement) in the local employment offices, for counseling purposes in state high schools, and for research purposes by the Test Research Unit. The General Aptitude Test Battery is designed to measure a number of aptitudes which have been found important for success in many fields of work. It supplies information regarding an applicant's possibilities for successfully learning job performance in a great many occupations grouped together into general categories of employment. GATB consists of 12 tests which measure nine aptitudes: general learning ability, verbal aptitude, numerical aptitude, spatial aptitude, form perception, clerical perception, motor (eye-hand) coordination, finger dexterity, and manual dexterity.^{14/}

The GATB is used in a continuing program of research to validate specific tests against success in many different occupations. GATB is considered one of the best validated multiple aptitude test batteries in existence for use in vocational counseling.

Specific Aptitude Test Battery. A Specific Aptitude Test Battery (SATB) may be given to a number of potential employees or vocational trainees. A qualitative analysis is made to determine the aptitudes that appear important on the basis of the job analysis data for performance of the job duties. For instance, a SATB may test only three or four of the aptitudes included in the GATB (e.g., for mechanical work or assemblyline work the SATB may test an individual's form perception, spatial perception, motor coordination, finger dexterity, and manual dexterity and not the other four aptitudes of the GATB). Each of these specific aptitude tests is designed for a single occupa-

^{14/} Interview with Bob Funk, Director, Test Research, Colorado Employment Services, September 9, 1968.

tion and is used in determining the potentialities of inexperienced individuals for acquiring skills in that occupation. Once one of the 35 Test Research offices has devised a SATB it is sent to Washington for approval of the United States Employment Service. The SATB then becomes the uniform test for a particular occupation to be applied throughout the United States.

As a counseling tool, the tests can indicate whether an applicant needs more training or education. The tests may indicate that some people simply are not suited for certain jobs due to lack of motor coordination, finger dexterity, etc. As mentioned, the tests can also aid high school vocational directors in advising students to pursue or not to pursue certain types of training or skill development.

As a service to employers, the testing of applicants may assist in finding more qualified candidates, which might result in greater work efficiency.

As a research tool, the test results can be compared with training or occupational proficiency to determine the effectiveness or ineffectiveness of the test batteries. On this basis, some tests or testing procedures may be revised or improved.

By exchanging test research findings with the other 34 test research units, the Colorado unit can keep abreast of testing information throughout the United States. To date approximately 500 SATB have been devised by test research units and approved by the United States Employment Service. Tests have been devised for dental assistants, electronics, assemblymen, etc.

Other Research Projects. The Colorado Test Research Unit is conducting research to identify materials to be used in testing the disadvantaged. Improved test methods could give manpower training officials a better insight into the effectiveness of present training programs for the deprived, as well as pointing out areas in which more emphasis is needed. Some suggestions for testing materials for the disadvantaged include: 1) translation of the GATB into Spanish; 2) developing a non-reading version of the GATB; and 3) emphasizing tests which are occupationally and vocationally oriented, rather than the existing, academically oriented tests which test a person's reading, writing, and interpretative skills. Basically, entirely new methods are needed to accurately measure the potential job skills of persons from minority cultures.

In summary, the Test Research Unit is constantly searching for improved procedures for measuring the potential ability of applicants to perform in a given situation. The unit also recognizes that traditional tests may not reflect the capabilities of disadvantaged persons.

Occupational Analysis

The Employment Security Manual defines occupational analysis as the development of tools, methods, techniques, and other occupational data for use primarily by the Employment Service to facilitate the placement process and internal operations. The following types of activities are illustrative of the Occupational Analysis Unit activities: the preparation of job specifications in order to provide employment counselors with more specific information on job requirements and hiring specifications to enable them to select qualified applicants; the development of information about jobs available in the community in terms of duties, educational requirements, physical demands, etc.; collection, classification, and interpretation of local occupational data to provide schools, vocational guidance agencies, and governmental organizations with adequate local information about jobs, job duties, and job requirements; analysis of jobs and workers' skills in plants anticipating shut-downs to facilitate the placement of workers into other plants and other jobs.^{15/}

Although there are positions authorized to allow the hiring of up to four occupational analysts, the present occupational analysis staff consists of the office supervisor and two occupational analysts. The services provided by the unit are confined primarily to conducting special studies of specific companies and working in conjunction with other public and private agencies in performing studies of employment demands in selected occupations and industries.

Examples of Occupational Analysis Activities. As part of the Industry Services aspect of the Division of Employment any private company, government agency, or union can request that the Occupational Analysis Unit conduct a job study on positions in their agency or industry. Once the study has been completed, the division may use it as a tool for its own employment counselors in the placement of applicants in like jobs in other companies and industries, as well as a guideline for placement in that particular company.

^{15/} Employment Security Manual, Part II, 5400-5402.

A job classification study conducted on the Littleton Medical Clinic in 1967 is an example of the kind of study which the Occupational Analysis Office performs. By conducting this study, the division was able to add to its store of knowledge about those jobs that are peculiar to medical clinics. The Littleton Medical Clinic study included a review of job descriptions (statements of duties of a position); an analysis of tools and procedures utilized by employees; and development of a numerical system of classification of positions. The following is an explanation of the job evaluation system which appears in the introduction of the Littleton Clinic Study.

To establish a system for equitably evaluating and classifying positions, a method was used which is commonly known as the Point Method.... Administrators are able to show employees, on the basis of established factors and defined related points, just why their jobs pay as they do. The qualifications or work quality of the employee was not considered. Job descriptions are designed to present a concise word picture of the levels of complexity and responsibility and to set forth data upon which an evaluation could be made.

The evaluation method assumes that the basic factors of SKILL, EFFORT, RESPONSIBILITY, and JOB CONDITIONS are fundamental to all jobs. Percentage weights and points are assigned to each factor, and the total points for any given job determine its place in relation to other jobs, thus providing the grade for the job.

To obtain a refinement of the four basic factors which would have specific application to all positions within the department, a sampling of the positions was taken from the questionnaires, and these were analyzed for the specific purpose of deriving definite components under the four basic factors. The sampling was done in such a manner as to include all classifications and levels of positions in the department. This led to the establishment of fourteen separate components as follows:

I. SKILL

1. Education and Training
2. Related Experience

II. EFFORT

3. Complexity
4. Physical demands
5. Supervision received

III. RESPONSIBILITIES FOR

6. Funds or property
7. Errors
8. Confidential Data
9. Number supervised
10. Scope of supervision
11. Contacts with others

IV. JOB CONDITIONS

12. Working Conditions
13. Hazards
14. Safety

Since each job may not require the same amount of any given factor as other jobs, several degrees have been established and defined for each component, and each degree has been assigned a numerical weight which progresses arithmetically.

The stated purpose of the job evaluation is to classify positions according to the level of complexity and responsibility. The classification then provides a basis for recruitment, selection, promotion, transfer, wages, and related personnel functions. In addition to performing job classifications, Occupational Analysis reviewed the organizational structure of the clinic, pointed out problems and conflicts and made recommendations for possible reorganization.

An example of another type of study which the Occupational Analysis office is involved in is a joint study on the occupational demands of selected occupations in electronics and machine trades in Colorado. In 1966 it became apparent that the proliferation of the new electronics and machine trade establishments in major cities in Colorado was reducing the availability of skilled labor and developing a number of "shortage occupations" in these industries. The Division of Commerce and Development, the State Board of Vocational Education, and the Employment Service put forth a joint effort to determine the magnitude of the skilled labor shortage. The information compiled assists the manpower development agencies to match the skill requirements of these selected occupations with proper training programs. In this way, the state's labor resources are channeled to meet the needs of the machine trades and electronics industries.

The Occupational Analysis Office also was assigned the task of developing specific job definitions for the electronics and machine trades occupations which would relate the job requirements to the educational requirements. This was accomplished through investigation of firms considered to be typical in the electronics and machine trades.

These occupational guides furnish current information on the most important phases of the occupation involved, such as: job or work titles; job duties; basic education, training and experience requirements; customary methods of entry and promotion in the trade; special worker characteristics required; present employment outlook for the job and a forecast for the next five years; prevailing rates of pay and hours of work; and suggested methods for finding the job. A glossary of terms defining industry terminology in lay language accompanies each job guide. Copies of the completed guides were sent to all manpower agencies and to school vocational counselors so that applicants and students interested in preparing themselves for a career in the electronics or machines trade industries may better meet the educational requirements for these industries.

The descriptions above are examples of the kinds of studies conducted by the Occupational Analysis Unit. Because of the limited staff and because of the time necessary to conduct such studies, the scope of services the office is able to perform is restricted.

Management Analysis

The Employment Service Section of the Division of Employment maintains a staff of two management analysts who conduct management studies on the internal operations of the State Division of Employment and the operations of local offices and special programs and projects as well. (A second management analysis unit works directly under Bernard Teets, Director, of the Division of Employment.) As there are only two analysts, the scope of their work is limited and they are usually assigned to specific projects.

In the spring of 1968, the Bureau of Employment Securities in Washington, D. C. sent a policy statement to all state departments of employment, instructing them to submit an annual "plan of service" to be used as the basis for determining the budget to be appropriated to that state office by the federal government. The fiscal year 1969 budget requests, submitted to the Bureau in June of this year, were the first to be determined under the plan of service method. It is the responsibility of one of the management analysts to review the plans as they come in from each of the regional supervisors and sections in the state office and compile them into a single statewide plan of service to be submitted to the Bureau.

A plan of service includes two areas: (1) a statement of the goals to be achieved and objectives to be met, and (2) the activities and services necessary to meet these goals and the personnel, equipment, etc., required to perform these services. A plan of service outlines the following: a statement of the office's or division's present personnel, activities, and accomplishments; an estimated projection of total area need; and a summary of what is required in terms of manpower, etc., to meet these needs. Essentially, a plan of service is a justification for the section's budget request, in narrative and chart form.

Since this plan of service method of budgeting is new this fiscal year, local office and state office units require considerable guidance in drawing up their plans. It is the responsibility of a management analyst assigned to this function to work with the local office managers and unit supervisors in writing their plans of service, and to review each of the plans to insure that everything has been included that is required by the Bureau.

The second management analyst is concerned primarily with working out operational procedures for new programs or projects which the division is obliged to undertake. When a new program is being established, such as the recent WIN program, the analyst looks at the objectives of the program, determines what functions are necessary to achieve these objectives, helps establish efficient work methods and systems, and devises forms to be used. In other words, the Management Analysis Unit helps design the overall management of the program. In addition, when a program is to be implemented statewide, the management analyst helps to draw up the section in the state plan which will serve as the procedural guideline for the operation of the program.

When the two analysts are not involved in special assignments they are charged with the on-going function of state and local office management analysis. Any analysis of a local office or state office operation is made upon request of the State Employment Service Director or other staff official. For instance, if the Employment Service Director believes the operations of a certain local office to be inefficient or out of line with the goals of the State Employment Services plan, he may direct the Management Analysis office to review and evaluate the effectiveness of the organization and management of the local office in achieving the desired objectives. The analyst may recommend organizational changes, performance criteria, and administrative policies, and develop management techniques, methods, and systems which may help in the achievement of the goals of the State Employment Division.

In determining whether certain offices and programs are achieving their stated objectives, it may be necessary for the analysts to conduct some surveys and do some research on community needs.

Research and Analysis Unit

The Research and Analysis Unit of the Employment Service has a two-fold responsibility. First of all, the unit is obligated to provide reports to the United States Bureau of Employment Security and the Bureau of Labor Statistics (U.S. Department of Labor). Additionally, the Research and Analysis Unit compiles data in regard to Title XV of the Social Security Act (Title XV includes unemployment insurance programs for federal employees and for former servicemen). The subject matter and form of the reports are determined by federal regulation. For instance, there is a new draft plan for an Employment Security Automated Reporting System that will go into effect by July, 1969 or January, 1970. The new data system will require the state office to collect more information for the Bureau of Employment Security. The need to collect more information probably will require additional personnel at the state office. It is intended that the new system will provide more information for both the federal government and the Division of Employment permitting better program evaluation. Changes in federal standards for the reporting of data occur relatively frequently and these changes make some comparisons of data for different reporting periods virtually impossible.

Weekly, monthly, quarterly and annual reports concerning the activities of the Employment Service and the Employment Insurance Division of the State Division of Employment are required by federal regulation. The type, contents, and frequency of reports are spelled out in the Summary of Employment Security (Aug., 1967) published by the Manpower Administration of the Department of Labor. The statistics collected by the Research and Analysis Unit for the federal government cover the following areas: (1) unemployment insurance data, including employer-employee contributions, benefit payments, activities of local offices, defaults and so forth; (2) employment service information, including data on the Manpower Development and Training Act; area labor reports for urban and rural areas; collection of information about programs that are designed to aid high school youth job counseling and guidance; collection of data about programs designed to aid individuals rejected by selective service; reports of work stoppages due to mass layoffs or to labor union-employer disputes; record keeping and reporting of service to Neighborhood Youth Corp (NYC) candidates and to youth completing NYC and Job Corps Training; and other miscellaneous reports required by federal regulation.

Along with the reports required by the federal government, the section's 23-member staff (including 13 professionals and 10 clerical) prepare special reports. Special reports or information are requested by sections of the Division of Employment or by groups or agencies outside the division itself. Between 1965 and 1968 reports were completed that dealt with the following subjects: occupational demand in the health services indus-

try in Denver; an occupational demand survey for the electronics and machine trades in Colorado; studies of ethnic group population and work force patterns; forecasts of employment by occupation and industry and other reports. In addition to special reports for the Division or outside groups, the unit also publishes the Colorado Manpower Review, a monthly publication of work force and wage salary information for Colorado and the Denver Metropolitan Area. The unit also publishes a Statistical Abstract, a monthly publication concerning placements and unemployment insurance benefit information for the State of Colorado. In addition, the unit periodically publishes data concerning women in the labor force in the Colorado Manpower Review.

The plan of service for Fiscal Year 1969 calls for staff additions to the Research and Analysis Unit totaling 9.5 positions (7.5 professional and 2 clerical) in order that the section may meet current responsibilities and be able to respond to anticipated demands for new studies and the better utilization of data currently being collected by the section. In addition, more calculators and access to a more sophisticated computer system are requested.

Employer Relations

The Employer Relations Unit is responsible for providing direction and assistance to the local employment offices for the purpose of promoting good relations with employers throughout the state. The Employer Relations Unit director also acts as the Local Manpower Relations Coordinator in a recently developed program under the National Alliance for Businessmen. This program will be discussed in detail in another section. The unit director is assisted by a recently appointed assistant unit director and a secretary.

Objectives of the Employer Relations Function. The federal government's Employment Security Manual notes that an effective Employer Relations program should entail the following objectives:16/

- 1) To promote the full use of employment service facilities and the prompt placement of applicants by assuring that the desired kind and quantity of job orders are obtained from, and that needed technical services are made available to, employers;

2) To obtain current information about labor needs, employment opportunities, personnel policies, job requirements, and working conditions necessary for planning and providing services to both employers and workers;

3) To identify the specific employment needs and problems of individual employers, and to interpret to them, in terms of those needs, the appropriate services available through the local office;

4) To encourage and facilitate the employment of all applicant groups in the community on the basis of qualifications.

Theoretically, one reason for encouraging employers to utilize the State Employment Service is to reduce the number of people who are receiving unemployment insurance payments.

The director of the Employer Relations Unit works closely with local employment offices. At least two contacts are made with the 29 local employment offices each year. During these calls, the unit director reviews the problems encountered by the local office with respect to employer relations, meets with local employers to discuss labor problems, employment services, and recruitment programs. The Unit also plays a contributing role in coordinating the Employment Division personnel such as the Occupational Analysis Office to provide services needed by industry in recruiting new employees. Of prime concern to the Employer Relations Unit are the reasons why an employer may or may not be utilizing the services of the division.

Teacher Placement Unit

The Teacher Placement Unit of the Employment Services Section began operating in 1939, two years after the Colorado State Employment Service was established. To date only 13 state employment offices offer such a service. The unit provides job information on educational institutions, both public and private, to persons holding valid Colorado teacher's certificates or whose transcripts and records indicate they are able to be certified in this state. (Exception: a person interested in a position at the college or university level need not have a teacher's certificate but must have a minimum of a Master's Degree.) With this exception, no uncertified person or persons holding emergency or provisional certificates are provided services by this division. The office handles only professional teaching and administrative positions and does not refer persons for non-professional or clerical positions in educational institutions. In addition to listing positions and supplying credentials to public and private schools, the division also recruits teachers for state hospitals

and penal institutions employing certificated teachers. Other private institutions desiring certified teachers and administrators also list vacancies with the division. No fees are charged for the services of this office.

In addition to its regular teacher placement duties, the unit has been designated to serve as one of 101 local offices across the country which disseminate information and recruit teachers for overseas placement for the Department of Defense. The local employment office in Pueblo is also one of the offices designated to perform this task. These two offices merely supply information and applications to candidates for overseas placement. The actual processing and selection is completed by a federal agency.

Services. Once an individual files an application with the division, a set of credentials is prepared by the staff which can then be thermofaxed and sent to the schools where the applicant requests they be sent. A set of credentials includes: a personal record; a resume of educational background; a summary of college credits (not an official transcript); the teaching experience of the applicant; and three personal references. During one employment season, spring to fall, the division will send out a maximum of 11 sets of credentials to schools in the state as requested by the applicant.

At the end of the school year in the spring, and as vacancies arise during the year, schools submit orders of vacancies to the Employment Service. If a school informs the Service of an opening for a certified high school business teacher, for example, the Teacher Placement Unit sends out notifications of this opening to applicants who are registered with them who meet these qualifications. Once a notification of vacancy has been sent to the applicant, the Employment Service is out of the picture until the candidate decides whether or not to apply for the position. If he does apply, he may request that the unit send his credentials to the school or school district.

The Teacher Placement Unit requires that candidates inform them of every action taken on their notifications of vacancy. At the end of the employment season, every registrant is requested to report his employment status -- employed, still available, and interested in receiving further notification, etc. The credentials of those who are still available and interested in employment are placed in an active file and the division continues to inform them of vacancies that arise during the year. The records of those persons no longer interested or who have obtained employment are placed in an inactive file where they remain for five years. The personal records are updated and transferred to the active file upon request of the applicant. If no action is taken on the file during the five-year period, a renewal form is sent to the applicant at the end of that time. If the applicant responds that he would like to update the information in his file

and keep it current, the division will re-activate his file for another five years. However, his records remain in the inactive file unless the candidate specifies that he is seeking employment. If the applicant fails to return the renewal form or cannot be located, his file is then destroyed.

The division does not send notifications of vacancies in schools outside the state. However, if one of its registrants is applying for a position out-of-state and requests that his credentials be sent to that school, the division will perform this service. There is a limit of four on the number of credentials that the division will send out-of-state.

General Information and Trends. There is a total staff of five in the Teacher Placement Division -- a supervisor, an assistant and three clerical personnel. For Fiscal Year 1968, the Teacher Placement Division handled 1,728 candidates for educational positions. Of this number, 655 were placed in teaching or administrative positions as a result of the efforts of the division.

Division officials report that a large percentage of persons who file with the division are either from out-of-state or persons who have recently moved to Colorado from another state. However, no figures are available as to the ratio of in-state to out-of-state applicants. The colleges and universities in the state which have teacher training programs have their own teacher placement offices for use by their graduates. Most students use the services of their own college placement office, rather than going through the Division of Employment. Teacher Placement officials also indicate that more schools in rural areas of the state, where it is difficult to recruit teachers, list positions with the division than do schools in metropolitan areas of the state. However, every school district in the state has listed vacancies with the division at one time or another.

Special Programs for Unemployed

Parolee Placement and Civil Defense Unit

In recent years the Employment Service has developed specialized programs to meet the needs of persons with employment handicaps or employment problems. For instance, in 1958, the U.S. Employment Service issued a policy statement requiring the state employment offices to give special attention to the problems of parolees in finding employment. The Colorado Employment Service entered into an agreement with the Department of Institutions and the United States Parole and Probation Office to launch a parolee placement program. The Parolee Placement function of the State Employment Service is administered in conjunction with the Civil Defense Emergency Manpower Planning program. The two programs are directed by one individual with the assistance of a secretary.

Parolee Placement. The supervisor determines policy and supervises, through the local employment offices, a statewide program to place individuals with criminal records into the working force. Any probationer of any state, county, or federal court and any parolee or dischargee from any state, or federal correctional or penal institution is eligible for this employment service.

A working relationship and close coordination with numerous correctional and penal institutions is the determining factor in the success of the Parolee Placement program. Institutions and individuals cooperating with the state unit and the local employment offices include: The Colorado State Penitentiary, The Colorado State Reformatory, Lookout Mountain School for Boys, Mount View Girls' School, Golden Gate Youth Camp, Lathrop Park Youth Camp, Federal Youth Center, State Division of Juvenile Parole, state parole and probation officers, federal parole and probation officers, and county probation officers.

Local Employment Office Functions. Virtually all of the placements take place at the local employment office level. Employment officials work with institutions and correctional officials in their respective localities. For instance, the Canon City Employment Office conducts an informational program indicating employment services available at the Pre-parole Center at the State Penitentiary for both men and women about to be paroled from the institution. Institutions are furnished General Aptitude Test Battery (GATB) examinations to be administered for the purpose of academic and vocational training within the institutions. Institutions are also advised as to the type of training necessary to qualify people for employment. Information pertaining to the labor market, employers who are willing to train or hire people with criminal records, and Manpower Development and Training (MDTA) opportunities are provided to institutions, parole officials, and probation officials by the unit and local offices.

Employment officers also contact and/or encourage employers to hire probationers, parolees, and discharges.

Parole Functions of the Unit. The unit keeps local offices advised of various phases of correctional procedures, vocational training, and academic education within the institutions of Colorado and the other states. According to the supervisor, opportunities for vocational and academic training are available in many of the institutions if inmates wish to take advantage of them. The supervisor makes periodic visits to Colorado's correctional and penal institutions to familiarize himself with correctional and parole processes. He also serves as a member of the final screening committee associated with a work-release program at the State Reformatory in Buena Vista. In 1967 the unit supervisor was appointed to the State Juvenile Parole Board by the Governor. The board makes determinations of all juvenile parole requests, discharges, and parole violations.

The Parolee Placement supervisor works closely with the Colorado Prison Association, a United Way agency. The Colorado Prison Association provides material, assistance, advice, and guidance to people with criminal records. For instance, a dischargée who may have been retrained, while incarcerated at the State Penitentiary, to do barbering may be given a small monetary loan, barbering tools, clothing, food, and even a place to live to assist him in becoming established.

Number of Placements. The Parolee Placement Unit of the Colorado State Division of Employment has been responsible for the following number of employment placements:17/

<u>Year</u>	<u>No. of Placements*</u>
1965	973
1966	888
1967	943
1968 (January through August)	638

*Individuals identified as being on parole or probation status at the time of placement. Placements of discharges and individuals formerly on parole or probation not included in this total.

17/ Records of Parolee Placement and Civil Defense Unit, Colorado State Division of Employment, September 12, 1968.

Civil Defense. As the designated Colorado Manpower Agency, the Colorado State Division of Employment is responsible for determining the need for manpower and the availability of it, and directing and disbursing manpower in case of an enemy attack or a natural disaster in accordance with the Colorado Emergency Resource Management Plan. The supervisor of Parolee Placement and Civil Defense works with the Colorado Office of Emergency Planning, the Colorado State Civil Defense office, local Civil Defense units, State Selective Services System, and Local Manpower Agencies (local employment offices) in allocating available manpower on an intra and interstate basis.

Manpower Development and Training

The Manpower Development and Training Act (MDTA) was passed by Congress in 1962 (Public Law 87-415) and implemented in Colorado the same year. Originally, the Act established a nationwide program to provide free job training for the unemployed and underemployed. Training was designed to provide such persons with new skills where needed, to upgrade their present skills, or to meet the retraining needs of workers whose jobs were displaced by automation and other technological changes, geographic relocation of industry, and shifts in labor force demands. Generally, job openings must be available or anticipated in an area before training can be approved. Persons to be trained must have reasonable expectation of employment or must give reasonable assurance of their willingness to accept employment outside their area of residence.

Amendments. In 1963, Congress amended the MDTA Act to provide, in part, training opportunities to those unemployed persons who lacked minimal educational skills.^{18/} This change authorized training in basic education for persons lacking sufficient communication skills to profit from regular occupational training. Usually, basic education involves special instruction in reading, writing, language skills, and arithmetic and is given in conjunction with occupational training.

A 1965 amendment to MDTA transferred manpower training activities in redevelopment areas, heretofore carried out under the Area Redevelopment Act, to the MDTA program.^{19/} State Departments of Employment determine training and retraining needs of unemployed or underemployed persons residing in redevelopment areas (areas of high unemployment). Colorado has five such designated areas: Conejos County, Costilla County, Huerfano County,

^{18/} United States Statutes at Large, Vol. 77, p. 422.

^{19/} Ibid., 79 Stat. 75.

Southern Ute Indian Reservation, and Mountain Ute Indian Reservation. Other provisions of the 1965 amendment include: permitting training allowance payments for up to two years; authorizing transportation payments; authorizing experimental and demonstration projects through grants or contracts, etc.

Prior to 1966, MDTA funds were expended to train unemployed and underemployed persons, with few special requirements that programs be directed to assist the economically deprived. However, passage of a 1966 amendment provided that at least 65 percent of the trainees must be "disadvantaged."

Colorado Employment Service Responsibilities. The Employment Service has two primary responsibilities with regard to the MDTA program: 1) determine the occupational opportunities available or in demand and establish a training program to fit them; and 2) select and refer persons to these programs and conduct studies of program effectiveness. To enact these objectives the division utilizes a total of 31 people -- 23 specialists in the local employment offices, four persons in the pay unit (to disburse allowance funds), and four professional persons in the MDTA Unit in the main office. The latter group is charged with implementing the Employment Service's responsibility in the administration of the MDTA program. The Employment Service proposes training projects after determining labor needs in certain industries. The State Board for Community Colleges and Occupational Education contracts with both public and private training facilities and is responsible for preparing curricula for all classroom and laboratory programs; arranging for classroom space, physical facilities, supplies, equipment, and instructors; as well as insuring quality instruction.

The Employment Service selects and refers trainees to classes, utilizing, in part, the criteria mentioned earlier concerning disadvantaged unemployed and underemployed persons. At least one person in each of the local employment offices in areas in which MDTA training is available is responsible for referrals of trainees to participate in MDTA programs. Regular job applicants are screened as potential MDTA trainees. Some applicants may also specifically request MDTA training. Coordinated efforts by other state agencies, specifically welfare and education also produce referrals for MDTA training programs.

The U.S. Bureau of Apprenticeship and Training was given the responsibility for the development and implementation of OJT programs in 1962 when the MDTA Program was implemented. In addition to developing and implementing OJT-MDTA Programs in Colorado, the Bureau of Apprenticeship and Training subcontracted this activity to LARASA and the Colorado Apprenticeship Council who developed and implemented OJT-MDTA programs along with the Bureau of Apprenticeship and Training in the State of Colorado. During the forepart of 1968, the Manpower Administration in the U.S. Department of Labor transferred the administrative responsibility for the OJT-MDTA programs from the Bureau of Apprenticeship and

Training to the Bureau of Works Training Programs (BWTP). Currently, the BWTP is administering this program and has the prerogative as did the Bureau of Apprenticeship and Training of subcontracting this activity.

The progress of each trainee, while involved in institutional training, is reviewed by the division. Training allowance checks are also disbursed by personnel in the pay unit of the State Division of Employment. The amount of the regular training allowance is based on the average weekly unemployment insurance benefit (for the preceeding calendar year) in the state. In Colorado, the adult base allowance is \$49 weekly. If a trainee has dependents, his training allowance may be augmented by \$5 for each dependent to a maximum of \$30 (for six dependents). Only one person in a family or household may receive allowances for dependents for any given week. The current training allowance schedule is as follows:

no dependents	-	\$49	-	1st to 10th week
		\$59	-	11th week and over
1 dependent	-	\$54	-	1st to 10th week
		\$59	-	11th week and over
2 dependents	-	\$59	-	1st to 10th week
				No additional allowance after 10th week
3 dependents		\$64	-	1st to 10th week
				No additional allowance after 10th week
4 dependents	-	\$69	-	1st to 10th week
				No additional allowance after 10th week
5 dependents	-	\$74	-	1st to 10th week
				No additional allowance after 10th week
6 dependents	-	\$79	-	1st to 10th week
				No additional allowance after 10th week

A subsistence allowance is also made up to \$35 per week for having to maintain a separate residence while in training. A trainee may also receive payment for the cost of transportation if he has been referred to training outside his community of residence.

The division is responsible for assisting trainees in finding employment upon completion of training. The placement of trainees follows the normal Employment Service procedures for trainees completing training projects. Division officials report that approximately 78 percent of MDTA trainees are placed. Finally, followup studies on the institutional training project graduates are conducted by the division. These studies indicate the success of certain training projects, the number of graduates placed, and the economic and social improvement of trainees.

Types of Training. MDTA participants may be provided basic education including instruction in reading, writing, language and arithmetic in conjunction with occupational training. Institutional training involves courses conducted in a classroom setting, laboratory, or school-associated situation. Colorado's public and private schools, colleges, junior colleges, and adult education centers cooperate with the MDTA program by providing occupational training courses to meet the needs of trainees. Institutional training is designed to concentrate upon the academic aspects of job preparation.

MDTA utilizes on the job training (OJT) -- the traditional method of learning by doing -- as a part of this program.

Employers, non-federal governmental agencies, and other organizations which contract with the U.S. Department of Labor to use their own facilities to train unemployed or underemployed workers are reimbursed in part for expenses incurred in such training. OJT training project sponsors may train participants for their own needs or for a general supply of labor if a shortage of skilled workers exists.

OJT contracts provide training either at a job site or in combination with an institutional program. Institutional and OJT training is commonly referred to as a "coupled" program. Unless institutional training is a very small part of the total OJT program and the project sponsor is equipped to conduct the institutional phase, the institutional training is processed through the State Board for Community Colleges and Occupational Education.

Funding of MDTA Program

As of July, 1966, the federal government pays 90 percent of the instructional cost and the state pays 10 percent. Training costs may be matched "in kind" as well as in cash. In Colorado the matching 10 percent in kind costs are met through the utilization of physical facilities and equipment (school classrooms, shop equipment, etc.). There is no cost to trainees for any training under the Act. Since 1963, institutional training has been provided to 5,625 participants in the MDTA program at a cost of \$12,700,000. Thus the cost of institutional training is about \$2,260 per participant. Again, the Employment Service reports that about 78 percent of the trainees have been employed.

Human Resources Development for the Disadvantaged

As was indicated in the preceding section, the MDTA (Manpower Development and Training Act) programs were designed to provide free job training for the unemployed and underemployed. However, after the program had been operating a number of years, there was some question raised about whether the program was actually reaching the individuals most in need of this training.

Congress recognized this problem and enacted the Economic Opportunity Act and other legislation designed to meet the needs of disadvantaged persons. In 1966 a special "outreach" program, Human Resources Development (HRD), was initiated to seek out "disadvantaged" persons with special employment needs. Earmarked MDTA funds were made available for the personnel involved in the program.

Colorado initiated its HRD program on July 1, 1967. Currently there are 22 outreach counselors specifically designated and trained to work with problems of the disadvantaged and hard-core unemployed. The total staff of the program is 23 -- one state coordinator and 22 counselors located throughout the state: Denver Local Office, 10; Denver Community Action Centers, 3; Youth Opportunity Center, 2; Pueblo Local Office, 2; Alamosa Local Office, 2; Ute Mountain Indian Reservation at Towaoc, 1; and Southern Ute Indian Reservation at Ignacio, 1. In addition to the two counselors at the reservations, three other counselors, located in Denver, are specifically assigned to work with Indians. The outreach counselors work closely with the local employment specialists assigned to the MDTA program.

The purpose of HRD is to identify the "disadvantaged" unemployed and underemployed and refer them to MDTA counselors who can give special attention to their problems. These "disadvantaged" are identified by reviewing the personal records of persons applying to state or local agencies for assistance or are referred by other public or private agencies. In addition to counseling services, HRD seeks to provide services such as referral to supportive services, job development and placement, utilization of training facilities and work programs, and by providing job market information.

Manpower Administrative Order 2-68 establishes the criteria to be applied in identifying the "disadvantaged" which are used in all the poverty programs administered by the Department of Employment:

A disadvantaged individual, for Manpower program purposes, is a poor person who does not have suitable employment and who is either (1) a school dropout, (2) a member of a minority, (3) under 22 years of age, (4) 45 years of age or over, or (5) handicapped.

A poor person is a member of a poor family which receives cash welfare payments or whose annual net income in relation to family size and location does not exceed the following criteria:

<u>Family Size</u>	<u>Income, Non-Farm</u>	<u>Income, Farm</u>	<u>Definition of Family</u>
1	\$1,600	\$1,100	A family consists of one or more persons
2	2,000	1,400	

<u>Family Size</u>	<u>Income, Non-Farm</u>	<u>Income, Farm</u>	<u>Definition of Family</u>
3	\$2,500	\$1,800	living in a single household who are related to each other by blood, marriage or adoption. All persons living in one household who are related to each other are regarded as one family. An individual living alone or in group quarters is considered a family.
4	3,200	2,200	
5	3,800	2,700	
6	4,200	2,900	
7	4,700	3,300	
8	5,300	3,700	
9	5,800	4,100	
10	6,300	4,400	
11	6,800	4,800	
12	7,300	5,100	
13 Or more	7,800	5,500	

Net income is the income after deductions of State and Federal Taxes (Withholding) and Social Security deductions. Excluded are items that are purchased as being beneficial to the individual or his family such as Retirement, Health Insurance, Life Insurance, Bonds, etc. Annual net non-farm income refers to the income during the last calendar year or during the last 12 calendar months whichever is the lesser amount. Net farm income refers to income of the preceding calendar year.

Since July of 1967, 13,754 persons have been identified as meeting the above criteria for disadvantaged. Of this number 4,756 have received counseling from trained HRD counselors and, 4,497 have been placed in employment.

Title V Work Experience and Training Programs

Title V is a federally funded work and training program which was adopted and approved in October of 1964 as one of seven titles of the Economic Opportunity Act. The objective of the program is to help unemployed heads of households, both male and female, to improve their skills so that they may more adequately provide for their families. The program is designed to develop employment opportunities for welfare recipients with dependent children. Several counties in Colorado implemented Title V programs early in May of 1965. As of April 1968, 4,055 participants have received training under Title V programs in Colorado. As with most EOA projects, the Title V programs were primarily designed to demonstrate the value of training programs to state and local communities in order to generate interest to encourage local communities to continue such projects on their own. Once it is determined that the demonstration project has been success-

ful in serving this end, federal funding of a project is often terminated. All Title V projects will be terminated by the end of this calendar year. Title V programs will eventually be replaced by the new "Work Incentive Programs" (WIN), discussed in the next section.

While the Colorado Division of Welfare is the agency designated to administer the Title V projects in Colorado, the Colorado Employment Service is operating under an agreement with the Division of Welfare to provide counseling, selection, and placement services. Any funds required by the Division of Employment for administrative time spent on Title V projects is taken care of by a transfer of funds at the national level from the Department of Health, Education and Welfare to the Department of Labor.

The status and accomplishments of Colorado Title V projects as of April, 1968 as well as the scheduled dates of termination are included in Table I.

Work Incentive Program (WIN)

The 1967 amendments to the Social Security Act (H.B. No. 12080) provided for the development of work incentive training (WIN) for heads of households participating in the Aid to Families with Dependent Children (ADC and ADC-UP) welfare programs.^{20/} The amendment authorized an appropriation to cover the federal share of the program to be made to the Department of Health, Education and Welfare. However, the Secretary of Labor is instructed by law to establish work incentive programs in the political subdivisions of each state where it is determined that there are a sufficient number of candidates to justify a program. Through this statutory authorization, the Colorado State Employment Service is involved in the development of WIN programs in Colorado. While the Department of Labor is the agency designated to establish such programs, public welfare agencies are charged with identifying individuals for participation in the program, etc. The Division of Welfare is also charged with providing related services such as child care for ADC or ADC-UP parents in training.

The financing of the WIN program is 80 percent federal and 20 percent state or local. Specifically, the federal government provides \$1,007.00 for each training slot and local sources put up \$251.75 for each participant. This per slot amount is to cover all program costs. As of August 1, 1968, two pilot WIN projects are to be established in Denver and Pueblo Counties. The Denver program makes 400 training positions available to AFDC recipients, while 100 training slots are available in Pueblo.

^{20/} U.S. Statutes at Large, 90th Congress, Vol. 81, p. 877.

Table I
 STATUS OF TITLE V IN COLORADO
 April 1, 1968

<u>Date for Project Termination</u>	<u>Location of Project -- County</u>	<u>Number of Participants</u>						
		<u>Accepted for Training</u>	<u>Secured Jobs Related to Work and Training</u>	<u>Left Pro- ject Before Completing Training*</u>	<u>Trainees Still on Project</u>		<u>Participants Completing Training and Returned to Welfare (9/67)</u>	
					<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
9/30**	ADAMS	215	79	76	27	33	2	0
9/30	ARAPAHOE	200	60	100	20	20	0	0
	BENT-CROWLEY//	103	28	75	0	0	0	0
	CONEJOS-COSTILLA	116	35	44	28	9	0	4
9/30	DENVER - WIN	747	153	340	136	118	2	0
	DOLORRES-MONTEZUMA/	28	20	8	0	0	0	10
11/30	EL PASO-TELLER	394	129	152	59	54	0	13
9/30	FREMONT	197	81	95	6	15	0	4
	GRANT-ROUTT-MOFFAT/	13	6	7	0	0	0	3
9/30	HUERFANO	107	35	44	27	1	0	0
9/30**	JEFFERSON	201	71	76	19	35	1	0
9/30	LARIMER	244	88	115	26	15	0	6
10/31	LAS ANIMAS	297	146	68	64	19	2	0
12/31	MORGAN	178	50	105	16	7	2	8

Table I (continued)

Date for Project Termination	Location of Project -- County	Number of Participants						
		Accepted for Training	Secured Jobs Related to Work and Training	Left Pro- ject Before Completing Training*	Trainees Still on Project		Participants Completing Training and Returned to Welfare (9/67)	
					M	F	M	F
12/31	OTERO-CROWLEY	216	95	69	39	13	0	0
9/20	PROWERS	96	38	35	15	8	0	2
9/30	PUEBLO - WIN	420	149	172	60	39	3	1
12/31	WELD	193	69	77	28	19	1	5
9/30	YUMA	<u>90</u>	<u>52</u>	<u>22</u>	<u>7</u>	<u>9</u>	<u>0</u>	<u>2</u>
	TOTALS	4,055	1,384	1,680	577	414	13	58

*Reasons for leaving project other than securing employment:

1. Marriage of ADC mother.
2. Family left county.
3. Participants could not adjust to work and training situation.
Participant may have obtained employment but not known to Welfare Department.
4. 18 of those who left went to MDTA training.

✓/Project terminated May 31, 1967, due to the lack of available participants and participants were transferred to State Community Work and Training Program.

✓/Project terminated at County request on September 30, 1967.

**Termination dates subject to possible change.

The total cost of the two projects, comprising 500 training slots, is \$629,375. The federal share is \$503,000 and state and local funds amount to \$125,875.

There is a total staff of 25 persons conducting the two pilot programs. Of this number, five are on the state staff of the Division of Employment, 14 are located in the Denver local employment office, and six are in Pueblo. Their salaries are paid out of specially earmarked WIN monies. Colorado has requested and received tentative approval to add another 500 training slots to the Denver and Pueblo projects.

Youth Services Division

The Youth Services Unit of the Division of Employment is charged with the specific responsibility of assisting youth 16 through 21 years of age in matters related to employment. With the exception of the Denver Metro Area, local employment offices handle the applications and placement of youth seeking employment. However, in the Denver Metro area there has been established a Youth Opportunity Center (YOC) composed of one main and three branch offices. The Youth Opportunity Center in Denver began operating officially on January 28, 1966. Specifically, the YOC is designed to assist youth in the metro area who have reached their sixteenth birthday and have not achieved their twenty-second birthday in obtaining employment services. Younger boys, age 14 and 15 also are assisted through the Youth Opportunity Center in a cooperative program with Denver Boys, Inc. Denver Boys, Inc., is an organization funded primarily by the Rotarians which is designed to help boys age 14 to 21.

The center assists the youth in evaluating and understanding their employment attitudes, qualifications, and job market value. Youth are assisted in finding either permanent or "stop gap" employment. The center attempts to develop occupational goals for youth who are not interested or seeking employment. The center's outreach program is helpful in this activity. Finally the traditional employment services of aptitude testing, employment counseling, referrals, etc., are provided.

Personnel of the Youth Opportunity Center. Counting all positions, the staff of Youth Opportunity Center totals 57 -- seven non-professionals (4 clerical and 3 janitors) and 50 professionals. There is also a state coordinator of Youth Services at the state office who is responsible for the operation of the YOC. Youth Opportunity Center personnel are involved in a number of special programs. The manager of the Youth Opportunity Center is responsible for the over-all operation and coordination of all YOC activities. He is further responsible for approving all personnel assignments and special programs.

At the main YOC there are stationed 20 employment officers, counselors, and trainees who handle the mainstream of activities of that YOC office -- i.e., they do the interviewing, counseling, testing, referral and placement of regular applicants who apply directly to the YOC or are referred there by other Denver agencies. All of the counselors spend part of their time in a unique capacity of job developers. Job development simply means that employers are asked to create job opportunities for particular youths. All counselors assist the Human Resources Development (HRD) program, i.e., applications of youth meeting the disadvantaged criteria are referred to them. One Senior Employment Counselor is assigned to supervise the activities of the HRD counselors as well as the four employment counselors assigned to work with the Job Corps program. Other miscellaneous duties include: programs dealing with job soliciatation, veterans employment, etc.

Armed Forces Entrance Examining Station. One HRD counselor is stationed at the Federal Building to offer the services of Youth Opportunity Center to persons who have not passed the Armed Forces Entrance Examination. Approximately 100 individuals a month are rejected for military service at the local examing station because of failure to pass the examination. Unless there is a change in the international situation, it is presumed that 1,200 mental reiectees will be interviewed at the Armed Forces Examining and Entrance Station during 1969. These persons have deficiencies in ability and education which have deemed them ineligible for service in the Armed Services and will likely also create problems for them in finding employment. For this reason a HRD counselor is located at the examining station to encourage this group to avail themselves of the Center's services.

Work Opportunity Center. One Youth Counselor is permanently located at the Work Opportunity Center which is the referral agency for the National Alliance for Business -- JOBS program discussed in a succeeding section. This counselor is responsible for all the youth referrals to the NAB-JOBS program.

Schools - Employment Service Cooperative Program. Six Youth Opportunity Center employment counselors and one supervisor are assigned full-time to the school vocational testing and counseling program conducted in conjunction with the Denver high schools -- Manual, West and North -- to offer vocational counseling to the students there. The Division of Employment has a contract with the Denver Public Schools to conduct a vocational testing and follow-up counseling program each year for all ninth grade students. The Division of Employment supplies the tests as well as counselors for the non-college bound students. The division provides staff for orientation of school personnel who are involved in the administration of the test. Youth Opportunity Center counselors also conduct orientation sessions for school counselors who are responsible

for discussing test results with college-bound students. During the 1967-68 school year, 6,700 ninth graders were tested under the Cooperative Schools Program. Of this number, 2,300 non-college bound students received counseling by Youth Opportunity Center school counselors.

Satellite Offices. The branch office of Youth Opportunity Center referred to as Southwest Youth Opportunity Center has five counselors as well as a unit supervisor. In addition to basic services, the Southwest Youth Opportunity Center provides outreach services to Lookout Mountain School for Boys at Golden. Once a week, a counselor travels to Golden to explain the services of Youth Opportunity Center to boys who will soon be released on parole. Another counselor is assigned, part-time, to the Metro Youth Education Centers in Denver and Jefferson County to explain Youth Opportunity Center Services and take applications. The Centers are operated jointly by the Denver and Jefferson County School systems to make classes available to youths who have dropped out of the regular school program.

Three professional staff members -- a supervisor and two employment counselors are located at the Curtis Park Youth Opportunity Center. The Curtis Park supervisor of the YOC is responsible for the division's cooperative program with Denver Boys, Inc., to assist youths 14 and 15 years of age.

Results of YOC Activities. In Fiscal Year 1968, the YOC received 10,700 new applications for jobs. During Fiscal Year 1968 a total of 4,021 youths were placed in non-agricultural employment and an additional 95 were placed in agricultural jobs. Agricultural placement includes horticulture, forestry and related jobs as well as farm placement. A breakdown of placements in non-agricultural jobs follows:

Technical, profession	
managerial	114
Clerical and Sales	984
Service	1,422
Processing	52
Machine	75
Benchwork	129
Structural	176
Farm, Fishery, Forestry, etc.	95
Miscellaneous	<u>1,069</u>
Total Non-agricultural	4,116

In addition to those youths placed in regular employment, YOC counselors often refer youth for additional training. In Fiscal Year 1968, YOC referred 119 youths to MDTA training programs (116 of these referrals were enrolled in MDTA programs); the YOC screened 423 applicants for Job Corps (354 of whom were selected for participation); 113 referrals were made to Neighborhood Youth Corps; and five youths were entered in apprenticeship programs.

Placement Problems of the Youth Opportunity Center.

Placement patterns of the YOC clearly demonstrate the problem of finding work opportunities for marginally employable youth. For example, in calendar year 1967 the Centers received 5,474 job openings from employers; 10,796 referrals were made to these openings; however, only 3,846 placements were made. It is anticipated that in Fiscal Year 1969, more than 12,000 youths will apply for employment at Youth Opportunity Centers. The economically disadvantaged and marginally employable youth will make up more than 50 percent of those applying for employment and will be the primary recipients of YOC services. Of the more than 6,000 disadvantaged youth to be served, many will be high school dropouts. Most of these youths will lack vocational and social skills necessary for securing employment. Some youths will have problems with the law, which presents a further barrier to employment. Also a great number of these youths are from large families, broken homes, and are products of problem parents and general family disorganization. In addition, health problems created by improper and inadequate diet, and unsuitable clothing, provide obstacles to employability. The number of youths served by YOC who fall into the minority classification is hard to calculate because no records are kept on the minority status of any of the registrants. However, it is estimated that approximately 60 percent of the registrants have ethnic origins which classify them as belonging to minority groups.

YOC officials predict that about 35,000 youths in the metropolitan area of Denver will be seeking employment during the 1969 fiscal year. No figures are available on the number of youths who will be successful in finding gainful employment. Based on past experience, YOC officials estimate that 8,000 of these youths will be underemployed. That is, they will find terminal or marginal employment only, such as selling papers, mowing lawns, bussing tables, etc. Furthermore, it is anticipated that 20 percent or 7,000 of these youths will not succeed in finding any employment at all.*

These figures indicate some of the problems related to youth employment. An underlying problem appears to be that there are many more youths seeking employment than there are jobs available. For example, the YOC estimates that in Fiscal Year 1969 it will receive 7,000 job orders. And yet for the same time period, predictions are that 12,500 youths will enter the doors of the YOC seeking assistance in finding jobs.

*Data on 1969 projections taken from booklet entitled "Plans of Service, Fiscal Year 1969, YOC," William H. Lancaster, YOC Manager.

From these figures, many youths must accept employment in "dead end" kinds of jobs which offer little possibility for advancement. There simply are not enough jobs to meet the needs of youths who are entering the labor market either before or after completing high school.

Job Corps

The Job Corps was created by Title I of the Economic Opportunity Act of 1964. Job Corps is a program of basic education, occupational training, and useful work experience for young men and women. It is designed to assist youth handicapped by environmental problems and who are in need of assistance to develop talents, self-confidence, and motivation to improve themselves. Enrollees reside at three types of Job Corps centers: (1) conservation centers for men, located in national parks and forests; (2) training centers for men, located on unused Federal military installations in or near urban areas and operated under contract by private and public agencies; and (3) training centers for women, located on leased facilities and operated under contract by private and public agencies. Enrollees receive room and board, medical and dental care, work clothing, a nominal allowance for purchase of dress clothing, a monthly living allowance of \$30, and a terminal allowance of \$50 for each month of satisfactory service in the Job Corps.

Eligibility Factors. Job Corps enrollees must be: (1) 14 through 21 years of age (a 1967 amendment lowered the eligible age from 16 to 14); (2) citizens or permanent residents of the United States; (3) school dropouts for three months or more; (4) unable to find or hold an adequate job; (5) underprivileged from having grown up in impoverished surroundings; (6) in need of a change of environment in order to become useful and productive citizens.

Recruitment. In Colorado, the local employment offices are responsible for the initial screening and interviewing of all male Job Corps applicants. Female applicants are interviewed by a private voluntary organization -- Women in Community Service (WICS). The local recruiting agencies are limited to initial screening and interviewing. Applications then are sent to the regional Office of Economic Opportunity (OEO) for final selection and assignment of recruits to a Job Corps center.

Services to Returning Job Corpsmen and Women. Local employment offices are responsible for placement and referral services for both men and women returning from Job Corps training centers. Not all Colorado Job Corpsmen return to Colorado after completion of their training. Some of them remain in the cities where they were assigned. Others do not return to Colorado but go elsewhere where their newly acquired skills are in demand. Nevertheless, many Colorado Corpsmen return to Colorado, while

corpsmen from other states may relocate here. Local employment offices assist them in finding jobs; refer Job Corpsmen for additional training in another established training program such as MDTA or to other public or private agencies for supportive services, etc. In a number of the local offices counselors handle the cases of Job Corps applicants and returning Job Corpsmen exclusively.

Staff of Division of Employment Assigned to Job Corps.

Job Corps is a 100 percent federally financed program. Therefore OEO funds are made available for the salaries of the Colorado Employment Service staff who devote full time to Job Corps matters. Job Corps also reimburses the division for such expenses as office space, telephone, equipment, etc. The number of Job Corps positions for which OEO will pay are approved by the regional and Washington OEO offices.

In the Denver metropolitan area, the Job Corps recruitment is handled at the Youth Opportunity Center. Two counselors at the Center serve as full-time screeners and recruiters. One Youth Opportunity Center counselor is responsible for providing counseling and other services for returning Corps men and women. One placement officer in Colorado Springs plays the dual role of screener-recruiter as well as counselor for Corps returnees. The Colorado Springs office Job Corps counselor handles Job Corps matters in the surrounding region. There are three other Job Corps counselors located in other local offices who are assigned the same double role as the Colorado Springs counselor and who serve the area surrounding their local offices: Pueblo and La Junta, Southeastern Colorado; Greeley, Northwestern Colorado; and Grand Junction, the Western Slope. In addition to these counselor positions, there is a state coordinator at the State Employment Office.

Results of the Program. Since the inception of Job Corps recruitment in Colorado in January of 1965 through August 1968, the Division of Employment recruited 2,527 male candidates for Job Corps who have been accepted for placement in Job Corps centers. In Fiscal Year 1968, 1,407 applicants for Job Corps were screened by local Colorado recruiters. Of this number, 700 were selected by OEO for participation. A breakdown of the number of Job Corps applicants screened and selected in Fiscal Year 1968 is given by local office in Table II.

Neighborhood Youth Corps

Neighborhood Youth Corps, established under Title I-B of the Economic Opportunity Act (P.L. 88-452), is designed to meet the needs of young men and women ranging in age from 16 to 21. To assist these individuals to improve their employability, two programs have been established: 1) an in-school work program; and 2) an out-of-school work program. The in-school work program

Table II

NUMBER OF COLORADO JOB CORPS APPLICANTS (MALE ONLY)
 SCREENED AND SELECTED DURING FISCAL
 YEAR 1968, BY LOCAL OFFICE

<u>Local Office</u>	<u>No. Applicants Screened for Job Corps for Year 1968</u>	<u>No. Applicants Selected for Job Corps for Year 1968</u>
Alamosa	50	11
Brighton	--	--
Boulder	30	4
Canon City	3	
Colorado Springs	90	83
Cortez	8	7
Craig	--	--
Delta	10	10
Denver YOC	423	354
Durango	5	4
Fort Collins	7	3
Fort Lupton	9	6
Fort Morgan	11	6
Glenwood Springs	4	--
Grand Junction	155	19
Greeley	107	25
Gunnison	--	--
La Junta	41	30
Lamar	4	4
Leadville	2	1
Longmont	32	2
Loveland	22	--
Monte Vista	14	8
Montrose	8	1
Pueblo	313	96
Rocky Fort	19	14
Salida	--	--
Steamboat Springs	--	--
Sterling	10	8
Trinidad	14	--
Walsenburg	<u>16</u>	<u>4</u>
Total (State)	1,407	700

is designed to encourage students from poor families to remain in school. To accomplish this, part-time employment opportunities are provided not to exceed 15 hours per week. Of course, the student must demonstrate financial need, attend class on a full-time basis, and maintain good academic standing. Thus the in-school program may help in reducing the drop-out rate. The variety of work experience is limited, however, since enrollees must be employed in publicly owned facilities, and the work experience employment can not be used to displace employed workers.

Within the limited sphere of work experience permitted by federal law, participants may function as janitorial aides, park attendants, hospital aides, (X-ray, nurses, and cottage aides) construction aides and teacher aides. With this in mind, perhaps the most profitable type of employment experience coming out of the program is that it provides an opportunity to learn proper work habits, improve personal appearance, etc.

In general, the out-of-school program is geared to assist the drop-out, however, assistance also is available to the high school graduate in need of improving his employability. (High school graduates represent only about 10 percent of the program, and according to Nicholas Matese, U.S. Department of Labor, these participants must have been pushed through school because they can not do the work of an average high school graduate.) Employment opportunities or training are limited to programs similar to those offered in the in-school program. Workload must not exceed 32 hours, and six to eight hours per week are utilized for counseling and schooling. Perhaps a prime goal of this program is to encourage the drop-out to return to school particularly in view of current limited employment opportunities for unskilled youths.

While the Neighborhood Youth Corps is operated by two agencies -- the local OEO Community Action Agency, Denver Opportunity, the Children's Educational Fund and the local employment offices refer youths to the program. In Fiscal Year 1968, the YOC referred 113 youths to the Neighborhood Youth Corps.

Apprenticeship Program

The Apprenticeship Council supervises post-secondary on-the-job training programs for skilled crafts in Denver, Pueblo, Colorado Springs and Grand Junction. There are roughly 2,350 persons participating in apprenticeship programs registered with the Apprenticeship Council. These apprentices are involved in learning the skills required for about 75 occupations representing construction, metal, printing, and other selected trades. Openings for apprenticeship training are announced through the public schools and local employment offices in the areas in which the apprenticeship is available. Nevertheless, the Youth Opportunity Center of the Employment Service has not had much success in placing teenagers in apprentice programs. Prerequisites for

apprentice training often make it impossible for youth seeking employment through the YOC to participate in such programs. For instance, a high school education is a prerequisite for entry into the apprenticeship program. In some instances, an individual must be employed by an industry which is willing to meet training costs. Persons participating in the program also must be able to provide the necessary tools or purchase materials essential to the program. Thus some youths are precluded from apprenticeship because of a lack of finances. In any event, of over 10,000 applicants to the Youth Opportunity Center in 1968, only five applicants were placed in apprenticeship training.

Cooperative Area Manpower Planning System

In 1962, when Congress adopted the Manpower Development and Training Act, the federal government recognized that development of the nation's human resources for gainful employment would require the cooperation of a number of governmental organizations, as well as private industry. Pursuant to regulations promulgated under MDTA, the Governor appointed a Colorado Manpower Advisory Committee composed of persons representing education, labor, management, agriculture, and the general public. The Governor's committee reviews and evaluates MDTA programs and makes recommendations to the Governor for improving the effectiveness of these programs. The need for increased cooperation in the development of human resources was carried a step further in 1967 with the adoption of the "Cooperative Area Manpower Planning System"-- CAMPS.

CAMPS is a voluntary effort to coordinate manpower training programs. Therefore, the coordinating committees and their staff personnel have no directive, veto, or amending powers over administrators of the numerous manpower training and development programs. Administrators of programs may choose not to participate in CAMPS without penalty of loss of funds. Monies for the administration of the CAMPS Program are provided by a special MDTA fund.

Colorado Manpower Coordinating Committee. Operating at the state level, the Colorado Manpower Coordinating Committee is composed of representatives from each of the following agencies: Colorado Division of Employment; State Board for Community Colleges and Occupational Education; Colorado Division of Public Welfare; Veterans Employment Representative for Colorado; Colorado Office of Economic Opportunity; Farmers Home Administration; Colorado Department of Education; Bureau of Apprenticeship and Training; Colorado State University, Continuing Education and Developmental Programs; Inter-Agency Board of U.S. Civil Service Examiners for Colorado; Job Corps; Operation Services, Employment, Redevelopment (SER), Jobs for Progress; Colorado Apprenticeship Council; U.S. Bureau of Work-Training Programs; Economic Development Administration, U.S. Department of Commerce; State Library Services; and State Division of Rehabilitation.

Functions of Committee. The functions of the Colorado Manpower Coordinating Committee are:21/

(1) To pass along national planning guidance for CAMP coordinated programs to local area coordinating committees.

(2) To supply technical assistance to local areas regarding constitution and functions of committees, preparation of plans and progress reports, and development of manpower plans.

(3) To review and concur in area plans, negotiating revisions, if needed, to insure conformance with national goals and guidelines so that total proposed program levels do not exceed those which can be supported by available resources.

(4) To combine local area plans for preparation of an over-all state manpower plan.

(5) To direct solutions to problems arising in various local areas regarding conflicting manpower needs, (i.e., where the funds available will allow only several programs, although many may be needed).

(6) To serve as a coordinating agent for the various components of a comprehensive manpower proposal.

(7) To assure that those most needing services are actually getting them as prescribed by the plans. This is accomplished by periodic reviews of local programs and the investigation of progress reports.

The chairman of the state committee is A. W. Bevan, who is also Director of the Employment Service. The committee is served by four Employment Service personnel. The staff is directly responsible to the chairman of the state coordinating committee. Staff functions include: Compilation of the Colorado Cooperative Manpower Plan for each fiscal year; periodic review of local manpower planning activities to insure coordination of all manpower programs serving the local areas; advice to local officials as to meeting national and state guidelines concerning comprehensive plans and discussion and explanation of state coordinating committees' policies with local coordinating committees; completion of assignments directed by the state committee (such as assisting a local committee with preparation of a comprehensive plan); and other activities to assist the committee

21/ Colorado Cooperative Manpower Plan - Fiscal Year 1969, Colorado Manpower Coordinating Committee, pp. I-8 and I-9.

in realizing the previously mentioned functions for which the committee is responsible.

Colorado Local Manpower Coordinating - Advisory Committees. There are 27 Colorado Local Manpower Coordinating - Advisory Committees throughout the state. The composition of these local committees includes labor, management, the public, and representatives of governmental agencies involved in the administration of manpower programs. Local committees receive most of their direction from the state coordinating committee.

Employment Services to Manpower Programs

The Employment Division provides special services to Manpower Agencies attempting to develop employment opportunities for disadvantaged persons. The Employment Division provides services in conjunction with the Latin American Research and Service Agency, the National Alliance for Business JOBS Program, and Operation SER. In essence, the Employment Division's normal activities of recruiting, counseling, testing, and screening applicants are supplied in conjunction with these programs.

Latin American Research and Service Agency

The Latin American Research and Service Agency (LARASA) was established in October of 1965 as a United Way agency and is funded by the Mile High United Fund, Inc.^{22/} The main office is located in Denver and is the only LARASA organization in Colorado. The agency was formed to provide assistance to the Spanish-surname community in the Denver area, although it does extend services to any person in need. LARASA is governed by a Board of Trustees and directed by Mr. Charles Tafoya. Some of the services and assistance provided include: legal assistance -- either by referring people to attorneys or by soliciting the assistance of Denver's Legal Aid Society; information concerning employment opportunities; and directing people to agencies providing medical services, housing, etc. The agency also receives complaints concerning discrimination and works with the Colorado Civil Rights Commission to remedy such practices.

Historical Background. Shortly after the establishment of the Latin American Research and Service Agency, the Board of Trustees directed the Executive Director to appoint an employment committee to seek employment opportunities for the Spanish-surname people. In the course of seeking employment opportunities in the apprenticable trades, LARASA learned from the Bureau of Apprenticeship and Training (a branch of the U.S. Department of Labor) that funds were available for on-the-job training programs. The Latin American Research and Service Agency subsequently was granted funds for the purpose of developing and implementing job training programs under Manpower Development and Training Act.

LARASA contracted with the U.S. Department of Labor to provide for the development of job training opportunities for 400

^{22/} Interview with Mr. Al Carrillo, Executive Director, LARASA
-- OJT, September 9, 1968.

individuals.^{23/} The program was oriented toward assistance for the disadvantaged. Under the guidelines and policies of MDTA, this program was open to all qualified individuals and not restricted to Spanish-surname people.

First-Year Accomplishments. The original contract for a 12 month period to train 400 people was funded with \$236,000 of MDTA monies. Most of the training money is used to pay employers, supervisors, and foremen for the time spent teaching trainees. In the ten months following initiation of the contract, LARASA - OJT placed 532 persons in training positions at a cost of \$110,000.^{24/} By the end of the contract period, 544 trainees were placed, while less than one-half of the allotted funds had been expended.^{25/}

A Second OJT Contract. A second OJT contract was provided LARASA to train another 400 individuals from December, 1967, through June, 1969, with a total grant of \$211,970. To date, 250 trainees have been placed in training programs.^{26/} This contract with the Department of Labor features a coupling of on-the-job training projects with the institutional training for at least 57 percent of the trainees.

Responsibilities of LARASA - OJT Staff and Division of Employment Staff. The function of the LARASA - OJT office, as a branch of the parent LARASA United Way agency, is to work with employers in developing and administering training programs. Personal contact with employers is usually made by staff personnel at which time the employers are made aware of the availability of manpower in Denver and informed of the details of training programs. Small amounts of incentive MDTA funds (approximately \$300 per trainee) are made available to employers involved in training programs. The LARASA staff also assists the employers in planning and establishing OJT programs. Once a program has been established, the LARASA staff monitors the program to assure compliance with MDTA guidelines. Staff personnel also offer followup services such as advising employers as to the problems encountered in working with disadvantaged persons.

Two State Employment Service people are assigned the task of recruiting, assisting, screening, and counseling potential MDTA trainees in conjunction with the LARASA - OJT project.

23/ LARASA - OJT, Latin American Research and Service Agency, p. 1.

24/ Ibid.

25/ Interview with Mr. Al Carrillo, Executive Director, LARASA - OJT, September 9, 1968.

26/ Ibid.

Additionally, the Employment Service, MDTA Unit assists in determining training needs as necessary to accomplish the employing of underemployed workers and in the preparation of required MDTA forms. Cooperating agencies such as state welfare, school officials, local employment offices, apprenticeship training officials, and parole and probation officers also refer potential trainees to the Employment Service personnel. Thus, the LARASA - OJT office works with employers to establish training programs, while state employment personnel determine the need for training, recruit trainees, and place them in training programs.

National Alliance of Businessmen - Job Opportunities in the Business Sector

In 1968 the federal government enlisted the resources of private industry, supplemented with government resources, to create the Job Opportunities in the Business Sector (JOBS) program under the sponsorship of the National Alliance of Businessmen (NAB). The National Alliance of Businessmen organization was granted a total of \$106 million in federal monies for Fiscal Year 1968 to administer the JOBS program. A grant of \$244 million for Fiscal Year 1969 has been proposed.^{27/}

Program Goals. The ultimate goal of the NAB-JOBS program is to find employment for the nation's hard-core unemployed in 50 of the nation's largest metropolitan areas, including Denver. The JOBS program is concentrating on employment of needy youth as well as jobs for the adult hard-core unemployed.^{28/} The JOBS program is interested in summer employment for youth to encourage teenagers to remain in or to go into other forms of education and training.

Program Structure. The theory of the program is the formation of a federal government-private industry partnership in which the government draws upon its informational resources to identify and locate the hard-core unemployed; and industry brings its resources to bear on preparing, positioning and retaining them in productive jobs. Some of the hard-core unemployed can be assimilated in industry simply by changing existing entrance barriers to their employment. But many others require extra effort in recruiting, training and counseling, which creates additional costs above the norm for an industrial training program. To underwrite extraordinary business costs, the participating employer may enter into a contract (MA-4) with the Department of

^{27/} Interview with Mr. Fred Lightener, Manpower Employer Relations Coordinator, Colorado Division of Employment, September 12, 1968.

^{28/} Getting The Answers, NAB-JOBS pamphlet.

Labor. All employee-trainees must be paid a minimum of \$1.60 an hour. The MA-4 contract offers two options, A and B.

Option A is based on detailed presentation of all program items and associated extraordinary costs that an employer will incur when hiring a hard-core unemployed individual. Some of the extraordinary costs pertain to such supportive services as: orientation, medical and dental services, job coaching (assigning a regular employee to the trainee to advise and assist him) basic education, and supervisory training. This option is available to those employers who may wish to design a program to meet the specific needs of their organization. It is anticipated that Option A will serve the needs of larger employers, consortiums (two or more employers entering into a single JOBS contract in a JOBS city), and other employers who desire an individualized contract.

Option B is based on a simplified and standardized program and cost schedule. This option also covers those extraordinary costs an employer will incur when hiring the hard-core unemployed, while minimizing the need for detailed cost information. For instance, a basic allowance of \$850 per employee-trainee is made for supportive services (mentioned above in the Option A section). This option should be of interest to smaller employers in that it facilitates the design and submission of a training proposal. The Option B format is available only to employers submitting proposals for individual contracts to cover hiring and training at a single company location.

Under either option, funds are provided to offset the extra cost of on-the-job training and the added costs of counseling, remedial education, prevocational training, transportation (i.e., a car pool, chartered bus service, bus tickets, etc.), and the full range of supportive services needed to enable hard-core unemployed persons to become productive employees.29/

Denver's NAB-JOBS Program

The Denver NAB-JOBS program is Denver's Chamber of Commerce Job Development Program merged with the National Alliance of Businessmen to provide jobs and training for the hard-core disadvantaged persons in the Denver Metropolitan Statistical Area (Adams, Arapahoe, Jefferson, Boulder, and Denver Counties). The initial Denver area goal was to provide 800 basic jobs by June, 1969 and 2,300 summer jobs for youth in the summer of 1968. As of August 27, 1968, the Denver totals indicate that 259 summer

29/ Request for Proposal MA-4, NAB-JOBS publication, pps. i, ii.

youth jobs had been filled and 232 basic jobs had been filled.^{30/} As of September, 1968, nine Denver area employers had contracted with the Department of Labor to take part in the JOBS program. Two-hundred forty-three other employers have indicated an interest in hiring and training hardcore-unemployed persons without benefit of the federally funded monetary reimbursement. Apparently, there is considerable reluctance on the part of private industry to meet the conditions in regard to federal monies to cover extraordinary costs.

Division of Employment Responsibilities. The director of Employer Relations was appointed as the local Manpower Employer Relations Coordinator in February 1968 to participate in Denver's JOBS program. This individual serves as the State Employment Service representative working directly with the Regional Manpower Administrator in Kansas City, Missouri, and the local employers.

The manpower coordinator works with employers to interest them in participating in the JOBS program. He explains the program in detail, providing supplemental materials to help them understand the program. In addition to answering questions about the NAB-JOBS program, he assists employers in the preparation of proposals for JOBS projects. Serving as a liaison between the Regional Manpower Administrator and the employers, the local manpower coordinator assists the employers in changing and resubmitting, if necessary, project proposals to meet the criteria of the regional office. Once employers have begun participation in the JOBS program, the local manpower coordinator makes frequent calls to monitor the projects. He makes checks to determine the progress of trainees, assists the employers with any problems confronted in operating training programs, and determines if contractual obligations are being met by all parties involved.

Recruitment of the Disadvantaged. To recruit hard-core unemployed, the NAB-JOBS program in Denver established a Work Opportunity Center. An advisory committee was appointed to provide direction to the center. Representatives of the following organizations serve on the advisory committee: Black Youth United; Commission on Community Relations; Denver Opportunity; Head Start; Neighborhood Action Centers including East Side, West Side, Platte Valley, Southwest, North Denver, and Commerce City Action Centers; Latin American Research and Service Agency; Neighborhood Youth Corps; National Association for the Advancement of Colored People; Opportunity Industrialization Center; Service Employment Redevelopment; and the Urban League.

^{30/} Interview with Mr. Fred Lightener, Manpower Employer Relations Coordinator, Division of Employment, September 12, 1968.

The committee refers people to the WOC where the staff determines if they meet the Department of Labor's criteria as hard-core disadvantaged. Only those persons classified as hard-core disadvantaged by the WOC or CEP are eligible to participate in the JOBS program. Once so classified, the people are screened and referred to employers as potential JOBS program participants. Referrals are not made until available positions have been verified by the local manpower coordinator in the NAB office. Usually only three referrals are made at a time for each available position.

In addition to serving as the principal recruiting agency, the WOC staff works with employers to devise selection standards that meet the needs of the disadvantaged. In other words, employers are encouraged to amend entrance standards so that disadvantaged persons may enter their employment. The WOC staff also conducts followup reports on the trainees placed (i.e., determine if applicant reported, verify those hired, explanation of why others were not hired). The Employment Service provides a six-man staff to the Work Opportunity Center. The Work Opportunity Center is being absorbed into the Concentrated Employment Program outlined in the following paragraphs.

Concentrated Employment Program (CEP)

The Denver Concentrated Employment Program (CEP) is a program, sponsored by the City and County of Denver and financed through Department of Labor funds, pursuant to the 1967 amendments to the Economic Opportunity Act -- P.L. 90-222.^{31/} The purpose of CEP is to evaluate the needs and problems of the disadvantaged and to prepare such persons for both training and employment. In Denver there is a specifically designated CEP Target Area. Clients of the CEP program must reside within this area. The City and County of Denver, as the sponsoring agency of CEP, was awarded \$2,247,000 for FY 1969 to operate its CEP program. This figure includes an initial planning grant of \$11,000. It is anticipated that this grant will allow 1,274 clients to participate in the CEP program.

The Colorado Division of Employment has contracted with the City and County of Denver to provide certain services to the CEP program. Fifteen employment service people have been assigned to CEP: five employment officers or counselors serve as intake workers at the five CEP intake points located at the Neighborhood Action Centers; three counselors take part in assessment or evaluation teams at the Denver CEP Center; one counselor is assigned

31/ United States Statutes at Large, 90th Congress, Vol. 81, p. 684.

to selected training site; three employment counselors or officers work solely on job development and placement of job-ready CEP clients. The Division also supplies two full-time clerical workers to the Center.

Selection of CEP Trainees. Each week, 30 people are referred to the Denver CEP Center for an orientation program. Each Action Center has a quota of five persons per week it can refer to the CEP Center and the remaining five recruitments come from other designated manpower agencies such as SER, LARASA, etc. While some of the CEP referrals are individuals who entered community action centers voluntarily seeking employment, others are actively recruited from target neighborhoods. Each Community Action Center is assigned an outreach worker, who is an indigenous person and is familiar and can communicate with people in the neighborhood. It is the function of the outreach worker to contact people in the community who are in need of comprehensive employment services.

Orientation. Once 30 referrals have been selected for the program, they are assigned to a two-week orientation program at CEP Center. The enrollees are paid a \$1.60 an hour stipend during the orientation program. During this time an assessment team is assigned to evaluate the employment and related needs of the enrollees. The assessment team is composed of an Employment Service counselor, another counselor from CEP who is on the city payroll, and a "coach" -- an indigenous person who may have a specific insight into the needs of persons from the same socio-economic background, and may be better able to communicate with the person because of common experiences. During this two-week period, the assessment team determines whether the enrollee is in need of medical services; evaluates his past employment record including related problems of garnishment of wages, etc.; determines the need for legal services; and reviews the necessity of child care and transportation assistance. All of these factors are considered and evaluated in working out an employability plan for the individual. This is part of what is meant by the concept of a "Comprehensive Employment Program." In other words, this single program is taking into consideration the factors that prevent a person from being job-ready and attempts to meet these needs and solve these problems before sending a person out for a job interview.

Once the enrollee has completed the two-week orientation program; has been tested, counseled and evaluated; has received medical and legal services, including dental care; has been helped with child care and transportation problems; and so on, one of several programs may be outlined for him. Some enrollees may be determined to be "job-ready" at the end of the two-week period. For these persons the employment officers at CEP Center who are concerned with placement will begin referring them for jobs. However, most of the enrollees will be entered in training programs, regardless of the length of training deemed necessary to make them job-ready.

Training Programs. There are several types of training programs available: One is MDTA institutional training which will be set up primarily at Denver Community College and Emily Griffith Opportunity School. Some of the individuals who cannot obtain the kind of training they require at these two schools may be referred to a private school or institution at CEP expense. It is predicted that 143 CEP clients will enroll in MDTA institutional training in fiscal year 1969. CEP plans to develop another 400 on-the-job-training slots for its enrollees. Individuals can also be moved out of MDTA institutional training into OJT slots when they are ready for such work and training experience. CEP work experience programs are of three types: (a) "Operation Mainstream" -- 46 positions are available for this program which is essentially a laboring program to promote beautification projects. Enrollees will be involved in tree planting, cleanup, etc. This project can be a stop-gap or holding situation until a CEP person can be enrolled in another training program. (b) "NYC type program," -- a program similar to the Neighborhood Youth Corps will place youth in temporary, usually part-time, employment in public agencies at OEO expense. The CEP program will not have the age limitations of the OEO program which is designed for youth under 21. Salaries of the CEP trainees in the NYC type program will be paid at CEP expense and not paid by the agency where they are employed. The NYC-type program is not designed to lead to permanent employment in the agency. It is estimated that 211 NYC-type slots will be developed. (c) "New Careers" -- This program seeks to place persons at sub-professional levels in public agencies which will prepare them for a permanent position in the agency. Examples of these kinds of positions are police aide with the police department, interviewer aide with the Employment Division, etc. After eight months in a training position, the person is put on the regular payroll of the agency and may be able to move on to full-time professional employment. CEP has scheduled 120 training slots for this program.

The training portion of the CEP program is not determined in advance as the training needs of individual enrollees will differ. One enrollee may need only minimal training before he is job-ready, while another trainee may need to receive school training before moving on to another phase. Employment counselors are assigned to individuals during their training to counsel them, keep account of their progress, determine their future needs, and to refer them to CEP Center when ready for final job placement. All trainees are paid an allowance, stipended, or salary while in training. The amount varies from program to program.

CEP Relationship to NAB-JOBS Program. A Department of Labor directive states that the National Alliance for Business JOBS positions must first go to participants in the CEP pro-

program.^{32/} Once available CEP people have been referred to the JOBS program, the remaining JOBS positions may be filled from other qualified applicants on file at the Work Opportunity Center. The WOC probably will be disbanded as the CEP program is capable of providing necessary referrals.

^{32/} See page 59 for description of NAB program.

Employment Services for Minorities

At the May 10, 1968 meeting of the Governor's Commission on Minorities and Disadvantaged, Bernard Teets, Director of the Employment Division said that the disadvantaged, of which many are minorities, have lost confidence in the Employment Service. "He explained that the basic problem is that people have expected the impossible from the department. They have been led to believe that the department will train them and give them jobs. However, for 50 percent of the people who walk through the doors of the Employment Department there are no jobs. And when a member of a minority group does not get a job through the Employment Department, he assumes prejudice exists."^{33/} Compounding the problem of finding employment opportunities through the division for minorities is that the division only refers for employment the individuals who most nearly meet the specifications of the employer.^{34/} Thus minority persons must compete with persons from the majority culture who often have more education and greater job skills. Thus, even if no discrimination exists in any form by employers or the Employment Service, a large proportion of persons from minority cultures would have a difficult time in obtaining employment opportunities through the Employment Division. Needless-to-say, a major thrust of the Manpower Development and Training Act and the Economic Opportunity Act is to improve the skills of disadvantaged persons to better prepare these individuals to compete in the main stream of employment opportunities. As discussed in previous sections, the Employment Service is playing a role in the implementation of these programs.

Minority Group Representation in the Division. The Employment Division also has established a Minority Group Unit to report directly to the administrative assistant to the Executive Director of the Employment Division. The Minority Group Unit includes a Minority Group Representative and a specialist who works with the JOBS and CEP programs, previously discussed. The minority group representative is responsible for keeping minorities informed of all the general and specific programs operated by the Division of Employment. He also attempts to keep minorities informed of all policies of the federal government which affect them. These two activities often require that he attend and speak at various minority group meetings and gatherings. He also works closely with agencies such as LARASA, SER, the Urban League, NAACP, etc., which represent and serve minority people. When

^{33/} Governor's Commission on Minorities and Disadvantaged, "Minutes of Meeting," May 10, 1968.

^{34/} Legislative Council Committee on Department of Employment, "Minutes of Meeting," May 23, 1967.

Civil Service is testing for various positions in the division, the minority specialist informs minority groups of the job openings and tries to encourage qualified minority persons to apply for the positions.

The minority specialist assists in the training of new personnel who come to work for the division. Whenever a group of new employees is going through a training session, he informs them of special employment programs for minority persons, minority rights under the Civil Rights Act of 1964, and provides some sensitivity training. The minority specialist is responsible for evaluating the referral, placement, and other activities of local offices to determine the extent of compliance with Bureau of Employment Service requirements for nondiscrimination. In order to effectively evaluate the operation of the local office under examination, the specialist must gather certain data about the local office area. For example, before beginning an evaluation, the specialist must know the size of the minority group population in relation to total area population. Data on the number of minority persons in the area is necessary in order for the specialist to make a realistic assessment of the needs and problems of minority groups and for the appraisal of the extent to which the local office is meeting these needs and problems. It is also helpful if he has such data as the size of the total local office area labor force; the size of the minority group labor force; the unemployment rate for the local area; etc. However, it is oftentimes difficult to obtain accurate figures on this latter kind of information.

Once the background material has been obtained, the minority specialist evaluates the data he has accumulated. Part of his evaluation may be based on observations he makes while visiting the local office. For instance, he checks to make sure that posters are displayed and leaflets are available pertaining to the rights of individuals under the Civil Rights Act of 1964. He looks to see if there are any overt signs of discrimination, if minority applicants must wait longer to be served than other persons, determine whether minority applicants are received and treated in the same manner and with the same degree of courtesy as other applicants. He also reviews the steps taken by the local office to encourage all minority group applicants to register for employment or training.

The minority specialist conducts periodic sample reviews of local office records to determine how many minorities have been referred to jobs, placed, etc. Since federal laws prohibit agencies from designating the race of persons, the specialist can identify Spanish surname persons only. In addition to placements and referrals to regular jobs, the specialist reviews minority referrals and enrollment in training programs such as MDTA to determine whether minority referrals to these programs reflect the relative percentage of the population in the area.

The minority group representative is required to submit reports on each of the local offices visited. If the specialist finds any evidences of discrimination or determines that the office is not meeting the standards of the division for nondiscrimination, he may make recommendations for corrective action. However, it is outside the realm of authority of the minority group representative to take any corrective action against a local office. He may merely suggest to a local office manager that the services to minority persons in the local office are substandard and that corrective measures need to be taken.

Investigation of complaints. Whenever the Division receives a complaint that a certain local office has discriminated in any way against an applicant, it is the responsibility of the Minority Group Representative to make a thorough review of the complaint and make a report of his findings along with any possible recommendations for corrective action.

It should be noted here that the minority specialist is responsible for evaluating local office unemployment compensation activities in regard to minority persons as well as employment service activities. It is also his duty to follow-up on complaints of discrimination in issuing unemployment compensation. For example, if a minority person charges that he has been denied unemployment compensation because of his ethnic background, it is the responsibility of the minority specialist to review this case and make a report on his findings and conclusions.

Minority Personnel in the Employment Service

As of the quarter ending June 30, 1968, the State Division of Employment had 667 approved positions, 634 of which were filled at this time. Of this 667 approved positions 417 are Employment Service personnel or are in some way related to Employment Service -- MDTA staff, WIN staff, etc. The administrative and technical staff accounts for another 81 positions. Of this total of 498 positions, 48 are occupied by minority persons -- a little less than 10 percent of the employees: 33 Spanish-American; 10 Negro; 2 American Indian; 2 Japanese Americans, and 1 Puerto Rican.

State Office - Administration and Employment Services. At the state office at 12th and Sherman, one minority person has a position of some authority with some decision making powers -- an Employment Staff Specialist -- a Negro. Two of the employment officers are minorities -- one a Spanish-American and the other a Puerto Rican. Another Spanish-American is a Farm Placement Representative.

There are 95 professional employment service positions at the Denver local offices. Of this number, 10 are filled by minorities -- 1 Senior Employment Officer; 2 Employment Counselors;

4 employment officers; 2 employment counselor trainees; and 1 farm placement representative. None of them are located at the main office; 3 are at the Industrial and Service Office; 3 are at the HRD office which handles hard-core unemployed; 1 minority person is assigned to the Professional and Commercial Office; 1 at the Denargo Market which deals in farm placement; and 1 at the Englewood Office which is mainly for blue collar and unskilled placement.

Youth Opportunity Center. Four of the employment counselors at the Youth Opportunity Center are minority members. One of them is assigned to the Work Opportunity Center which refers hard-core youth to the JOBS program. Another is the Youth Opportunity Center counselor for the Cooperative Schools Program at Manual High School. Three employment counselor trainees are minority persons.

Local Offices. The Alamosa Office employs three Spanish-Americans -- an employment officer, a counselor and a farm placement representative. Boulder has a temporary Spanish-American employment counselor trainee. An American Indian acts as farm placement representative at Cortez. A senior farm placement representative at the Fort Collins office is Spanish-American. Two farm placement representatives at Brighton are Spanish-American, along with one at Fort Morgan and two at Greeley. Greeley also has a Spanish-American employment officer trainee. La Junta, Lamar, Monte Vista, Pueblo and Rocky Ford employ one Spanish-American farm placement representative each. The Pueblo Office has a Spanish-American employment counselor and trainee. The office manager at Trinidad is Spanish-American as is the manager of the Walsenburg Office.

Summary of General Administration

For the Fiscal Year 1968, the average annual number of employees in the Division of Employment was 631.3. The duties of most of these employees are directly involved in either the Employment Service (390.8 persons) or Unemployment Compensation (165.9 persons). For instance, of the total average number of employees, all but an average of 74.6 administrative and technical persons were directly involved in either Unemployment Compensation or the Employment Service in Fiscal Year 1968. If these 74.6 persons are allocated in proportion to the personnel whose duties are limited to either of the two programs, then 29.8 percent (22.2 persons) would be allocated to the Unemployment Compensation Section and the remainder to the Employment Service. On this basis, the average total work force in 1968 to administer the Employment Service program was roughly 443.2 persons. This estimate includes personnel serving special manpower projects.

Similarly, the administrative expenditures of the Employment Division are not divided between Employment Services and Unemployment Compensation. In order to provide a rough estimate of total program costs for the Employment Service, the staff arbitrarily allocated expenditures of the division in the same percentage (29.8 percent to Unemployment Compensation Section) as the allocation for personnel. Thus, 29.8 percent of the Employment Division's expense of \$6,000,113, may be attributed to the Unemployment Compensation program -- \$1,788,000 -- while 70.2 percent of all division administrative expenditures -- \$4,212,079 -- may be charged to the Employment Service. For the past five calendar years, 1963 through 1967, total placements averaged nearly 148,000 per year.

Unemployment Compensation. The Colorado Employment Security Act establishes a state tax to finance unemployment compensation payments. All of the revenue from the tax is used for the payment of claims only. The maximum rate of the state tax is 2.7 percent of the first \$3,000 (before deductions) on wages paid each employee. After the employer has established an experience rating, his state tax contribution rate may drop to zero depending on the balance in the Unemployment Compensation Insurance Fund and the benefits charged to the employer's account. Table III lists the contributions made by employers since the inception of the state tax.

Federal Unemployment Tax. The Federal Unemployment Tax Act (FUTA) provides a basic levy of 3.1 percent on total wages paid by an employer. However, a credit is given for contributions made under state unemployment insurance laws. A credit also is allowed if an employer is entitled to cease making pay-

TABLE III

CONTRIBUTIONS, INTEREST, BENEFIT PAYMENTS AND BALANCE
IN UNEMPLOYMENT COMPENSATION FUND BY
YEARS 1936-1967*

Year	Colorado Employment Security Tax Contributions	Interest	Benefit Payments	Balance in Unem- ployment Compensa- tion Fund at Year's End
1936	\$ 1,585,763	\$ 4,453	\$ 0	\$ 1,590,216
1937	3,659,912	6,772	0	5,256,900
1938	3,467,083	169,176	0	8,893,159
1939	5,021,449	245,888	3,465,330	10,695,166
1940	3,185,785 <u>1/</u>	211,157 <u>1/</u>	4,168,786 <u>1/</u>	9,923,322 <u>1/</u>
1941	5,162,583	267,817	2,223,042	13,130,680
1942	5,788,162	348,873	822,814	18,444,901
1943	6,119,462	431,960	165,482	24,830,841
1944	5,009,297	496,822	135,533	30,201,427
1945	5,184,241	605,046	191,963	35,798,751
1946	4,963,653	706,932	1,294,152	40,175,184
1947	6,154,973	817,130	959,518	46,187,769
1948	6,914,131	992,359	1,194,769	52,899,490
1949	3,929,760	1,160,659	3,574,520	54,415,389
1950	3,922,804	1,171,099	3,690,747	55,818,545
1951	5,388,119	1,230,724	1,235,589	61,201,799
1952	6,253,958	1,380,716	1,310,989	67,525,484
1953	3,424,639	1,585,773	2,117,223	70,418,673
1954	2,588,435	1,647,607	5,418,430	69,236,285
1955	2,598,946	1,585,784	3,081,278	70,339,737
1956	4,883,693	1,665,802	3,350,503	73,538,729
1957	6,290,500	1,889,881	6,087,954	75,631,156
1958	6,701,348	1,964,980	13,268,947 <u>2/</u>	71,028,537
1959	4,759,310	1,893,527	9,914,080 <u>3/</u>	67,767,294
1960	5,906,958	1,920,983	15,257,570	60,337,665
1961	11,975,365 <u>4/</u>	1,826,713	17,924,045	56,215,698 <u>4/</u>

(Footnotes on following page)

TABLE III (continued)

<u>Year</u>	<u>Colorado Employment Security Tax Contributions</u>	<u>Interest</u>	<u>Benefit Payments</u>	<u>Balance in Unem- ployment Compensa- tion Fund at Year's End</u>
1962	\$ 15,598,084 <u>5/</u>	\$ 1,666,421	\$ 20,169,935	\$53,310,268 <u>5/</u>
1963	15,417,988 <u>6/</u>	1,578,911	20,797,998	49,509,169 <u>6/</u>
1964	18,462,752	1,703,852	12,735,612	56,940,161
1965	15,637,183	2,001,298	12,337,044	62,241,598
1966	15,693,825	2,326,166	9,240,933	71,020,656
1967	7,838,338	2,748,410	10,048,672	71,558,732
Totals to 12-31-67	\$219,488,499	\$38,253,691	\$186,183,458	

*Source: Colorado Division of Employment

- 1/ Because of transfer to Railroad Retirement Board of \$1,528,040 for contributions made by railroads the following adjustments were made: Contributions reduced by \$1,460,600; Interest reduced by \$67,444; Benefits reduced by \$4.
- 2/ Includes \$572,274 Temporary Extended Duration Benefits.
- 3/ Includes \$225,427 Temporary Extended Duration Benefits.
- 4/ Includes \$230,170.58 of Reed Funds which became available for benefits in 1961.
- 5/ Includes \$537,743.65 of Reed Funds which became available for benefits in 1962.
- 6/ Includes \$262,618.80 of Reed Funds which became available for benefits in 1963.

payments under the state tax.^{35/} Thus, for Colorado employers, the federal tax amounts to .4 percent of the wages paid by the employer. Congress has been appropriating an amount equal to that collected under FUTA to pay for the costs of administration of the federal-state employment program. In 1967, roughly \$5,280,000 was paid in federal unemployment taxes in Colorado. Finally, in addition to the basic tax sources utilized to finance the division activities, special federal projects for manpower development also are a source of funds for the Employment Service's program.

For Fiscal Year 1968, the total budget for administration of the Division amounted to \$6,000,113. Of this amount, \$5,496,386 is provided through grants made under Title III of the Social Security Act, as amended and the Wagner-Peyser Act, as amended, to cover the administrative expenditures of the Unemployment Compensation Unit and the Employment Service. Another \$529,878 in administrative costs of the division are supported from special manpower programs such as MDTA, Jobs Corps, CAMPS, etc. In calendar year 1967, Colorado employers paid a little less in federal unemployment taxes than was expended for normal administrative activities of the Division in Fiscal Year 1968.

Placements. Table IV relates the total work force in Colorado to unemployment, as well as placements made by the Colorado Employment Service. The total work force in Colorado has gradually increased from 631,900 employees in 1957 to 811,500 in 1967. This is an increase of 28.4 percent. During this time period, agricultural employment actually decreased from 59,200 to 48,200 persons. The unemployment rate, from 1957 to 1967, generally increased the first six years but declined the last four years. Nonagricultural placements by the division seem to have increased with the growth in the unemployment rate during the first half of the ten-year period (from 84,266 to 106,000 in 1960 and 102,803 in 1962). In recent years, however, nonagricultural placements have stabilized under 100,000, at least for the most part.

In relation to the growth in the nonagricultural work force, the number of placements made by the division appears to be declining. For example, in 1957, nonagricultural placements made by the division amounted to 15.3 percent of the work force, while in 1967, nonagricultural placements amounted to only 12.4 percent of total nonagricultural placements. Of course, for any one year, these relationships may vary, but it would appear to be safe to conclude that the trend is for the Employment Service to make fewer placements in relation to the total work force. At the same time, new applications filed in the division have increased from 105,072 in 1958 to 134,035 in 1967.

^{35/} U.S. Code Annotated, Title 26, Chapter 23, Section 3301.

Table IV

DIVISION OF EMPLOYMENT PLACEMENTS IN RELATION TO THE TOTAL
COLORADO WORK FORCE, 1958 - 1967

<u>Year</u>	<u>Total Work Force</u>	<u>Total Unemploy- ment</u>	<u>Unem- ployment Rate</u>	<u>Work Force in Non- Agriculture Employment</u>	<u>Department of Employment Non-Agri- culture Placements</u>	<u>Total Agriculture Employment</u>	<u>Agriculture Placements</u>	<u>Total Placements</u>	<u>Total New Applications</u>
1958	646,000	25,800	4.0%	560,300	84,226	58,700	185,879	270,105	105,072
1959	667,200	21,700	3.3	585,300	107,230	58,000	123,468	230,698	106,040
1960	688,800	25,100	3.6	604,600	106,315	58,600	112,465	218,780	118,956
1961	722,900	31,900	4.4	631,800	97,252	58,900	106,653	203,905	119,254
1962	737,100	32,100	4.3	645,200	102,803	59,200	88,364	191,167	135,362
1963	748,200	34,600	4.6	658,400	93,265	54,800	62,116	155,381	130,411
1964	749,300	27,800	3.7	671,100	89,766	50,500	53,094	142,860	132,178
1965	757,500	26,700	3.5	685,200	93,915	45,500	60,890	154,805	136,809
1966	789,300	25,400	3.2	716,400	101,372	47,100	54,306	155,678	134,147
1967	811,500	26,300	3.2	737,100	91,329	48,200	39,189	130,518	134,035

Source: Research and Analysis Unit, Employment Service.