

C.E.T.A. INFORMATION HANDBOOK

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# Section I

## EMPLOYMENT AND TRAINING PROGRAMS IN THE UNITED STATES

### BACKGROUND

In order to understand the concept and intent of C.E.T.A., it is necessary to go back and review briefly the involvement of the Federal government in employment and training programs. The history of manpower programs demonstrates the maze of categorical programs, the problems created by centralized federal programming, and the confusion and duplication created by the "Band Aid" approach to problem solving.

### EARLY FEDERAL PROGRAMS

The Federal Government has been directly involved in manpower programs for over 60 years, since the federal-state Vocational Education program was introduced in 1917. Since that time, the federal role has progressively enlarged through a series of legislation which supported manpower programming and services.

1920--the Vocational Rehabilitation Administration was established.

1933--the United States Employment Services was established through the Wagner-Peyser Act to match job applicants with job orders.

1935--the Social Security Act created the Unemployment Insurance Program to provide short-term income for covered workers who are involuntarily unemployed and are available for work.

Subsequent legislation related to manpower includes the G.I. Bill, the Employment Act of 1946, and the National Education Act of 1958. However, the term manpower as it has been most recently used, is more closely identified with the programs enacted during the 1960s which developed remedial training and employment programs for the long-term unemployed and the poor.

Three such programs which directly influenced C.E.T.A. are the "Manpower Development and Training Act", the "Economic Opportunity Act", and the "Emergency Employment Act", forerunners of the Comprehensive Employment and Training Acts of 1973 and 1978.

### THE MANPOWER DEVELOPMENT AND TRAINING ACT (MDTA)--1962

MDTA was the first major piece of legislation related to training which had a primary focus on retraining heads of families who were unemployed because of technological changes. Emphasis was placed on institutional and on-the-job training.

Early MDTA programs were jointly administered by the Employment Services and Vocational Education. Curriculum development, course materials, equipment and instruction were to be provided by Vocational Education. Employment Services was to certify the need for workers in specific fields and to recruit, screen and refer participants to appropriate job sites.

MDTA was amended several times to respond to crisis situations which affected specific groups of people, such as youth, older workers, and "hard-core" unemployed. The "JOBS" program was added in cooperation with the National Alliance of Businessmen.

#### THE ECONOMIC OPPORTUNITY ACT (EOA)--1964

The Economic Opportunity Act was the primary piece of legislation enacted in the Great Society "War on Poverty" under the Johnson administration. A number of categorical programs were established, each serving a specific target group of people.

The Neighborhood Youth Corps (NYC) established three types of programs to provide work experience for youth from poverty level families:

In-School programs provided after school work experience for youth who needed money to remain in school.

Out-of-School programs offered work experience and remedial education for youth who had dropped out of school prior to graduation.

Summer programs were for youth who needed summer employment to enable them to return to school in the fall.

"Operation Mainstream" was a work experience program intended for rural areas. It required that 40% of all enrollees be over 45 years of age.

"New Careers" was an adult work-training program which required a career ladder for each participant offering progression from a paraprofessional starting position.

Job Corps was a residential training program for youth from poverty level families.

Programs under the Economic Opportunity Act were administered through the Office of Economic Opportunity and local Community Action Agencies. Program standards and guidelines were set at the Federal level; programs were to be identical serving identical groups of people throughout the country.

#### THE EMERGENCY EMPLOYMENT ACT (EEA)--1971

Congress reacted to a rapidly increasing unemployment rate in 1971 by enacting the Emergency Employment Act to fill public service needs, and to provide employment to unemployed and underemployed persons for the total labor market, not only the disadvantaged or long-term unemployed. The program included a goal of permanent hiring of 50% of the enrollees, and targeted areas of high unemployment.

In the rush to implement such remedial programs, federal officials tended to minimize the problem which followed. These were focused on growing fragmentation of program responsibility in different federal agencies, the duplication and overlap in delivery of services, and the opposition of state and local elected officials to programs funded to agencies which were islands of community-based power, with no responsibility to local governments. Program planning and policy development at the federal level resulted in inappropriate and ineffective programs at the local level.

#### NEW TREND IN MANPOWER PROGRAMMING

By 1967, the political climate was changing. Government officials at all levels recognized the need to develop a more rational approach to manpower programming. New Federalism, under President Nixon, advocated legislation giving more responsibility to local officials in planning and programming.

A major step toward administrative reform was the 1968 Cooperative Area Manpower Planning System (CAMPS), which was an attempt to strengthen the local capability to plan and coordinate programs and agencies. Funding was provided only for planning, not for program operation. The Concentrated Employment Program, (CEP) which consolidated a number of programs under one sponsoring authority was another major move toward reform.

The administration and Congress initially took a cooperative approach toward manpower reform in 1970, but legislation which resulted from Congressional action was vetoed by President Nixon. The following year, Congress failed to act on the President's Manpower Revenue Sharing proposal. The President then pushed strongly for reform by administrative action rather than by legislation.

The Department of Labor designed six pilot programs to test out the concept of block grant funding to local governments. Prior to implementation of the programs, the Senate finally passed a manpower reform bill, and the effort returned to the legislative approach.

The reform bill passed by the Senate in 1973 retained the categorical identification of programs. Later that year, the House passed two separate bills which addressed manpower reform from a service and function base instead of categorical names. The legislation which finally came out of the Conference Committee followed the language of the House bill, and C.E.T.A. was written to specify services and functions previously authorized in categorical programs. With the passage of C.E.T.A., legislation authorizing MDTA, the Economic Opportunity Act, and the Emergency Employment Act were either repealed or expired.

#### THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973 (C.E.T.A.)

The intent of C.E.T.A. was to make local units of government responsible for planning and operating programs which best serve the needs of the local population, based on the concept that local officials know best what is needed in their area and who is most in need; that local officials can more effectively coordinate planning and program operations; and that monitoring programs can

be done more effectively at the local level. C.E.T.A. incorporated the concept of comprehensive planning from CAMPS in the effort to decentralize decision making responsibility to local units of government, and decategorized programs to allow the appropriate mix of services and activities to meet needs of local population.

Translation of the services previously provided through categorical programs is apparent in the mix of services available through C.E.T.A.

FROM MDTA:

Classroom training  
Skill training  
On-the-job training  
Outreach, intake assessment  
Counseling  
Job development/placement  
Supportive services

FROM ECONOMIC OPPORTUNITY ACT:

Targeting on the disadvantaged  
Youth programs  
Public service employment  
Work experience programs  
Job Corps

FROM ECONOMIC OPPORTUNITY ACT:

Targeted areas of high employment  
Public employment programs

C.E.T.A. was divided into a number of parts, or Titles, which specified purposes and activities of each section.

TITLE I	Comprehensive Employment and Training Program
TITLE II	Public Service Employment
TITLE III	Special Federal Responsibilities/National Programs
TITLE IV	Job Corps
TITLE V	National Commission For Manpower Policy
TITLE VI (added in 1974)	Emergency Jobs Program
TITLE VII	General Administrative Provisions
TITLE VII (added in 1977)	Special Youth Programs

Prime Sponsors, designated at the state and local levels by the Department of Labor, were delegated the responsibility for providing a flexible system of employment and training programs to implement C.E.T.A. As their name implies, Prime Sponsors are responsible for the continuous process of planning, operation, and evaluation of the programs in their jurisdictions. The shift of authority away from Washington enabled elected officials to provide a realistic response to the needs of people in their own areas.

Eligibility for Prime Sponsor designation was limited to units of local government with a population of more than 100,000; or a state; or a combination of government units which enter into an agreement to cooperatively deliver the programs in a specific geographic area. Such a combination is known as a "consortium", with one of the units eligible for Prime Sponsor designation as a separate entity. Four Concentrated Employment Programs were also specified as Prime Sponsors.

C.E.T.A. required Prime Sponsors to establish a planning council representing the client, community, education, labor, business, and related employment and training agencies. Planning Council responsibilities included advising the Prime Sponsor about the local employment and economic needs, and labor market information; overseeing all manpower programs and evaluating their effectiveness; and serving to improve coordination of programs and services in the area.

C.E.T.A. is not the only program providing employment and training services. State agencies, community based organizations, and private organizations also offer programs. Prime Sponsors were urged to utilize these "non-C.E.T.A." resources to the fullest extent in order to receive maximum benefit from C.E.T.A. funds, and to achieve a coordinated service delivery system.

The Governor of each state has responsibilities which were defined in the Act. A State Council must be established to recommend policy and address coordination issues related to delivery of employment and training programs. A number of supportive services must be provided in a statewide basis to all Prime Sponsors, and program services delivered to the area of the state (Balance of State) which is not eligible for Prime Sponsor designation.

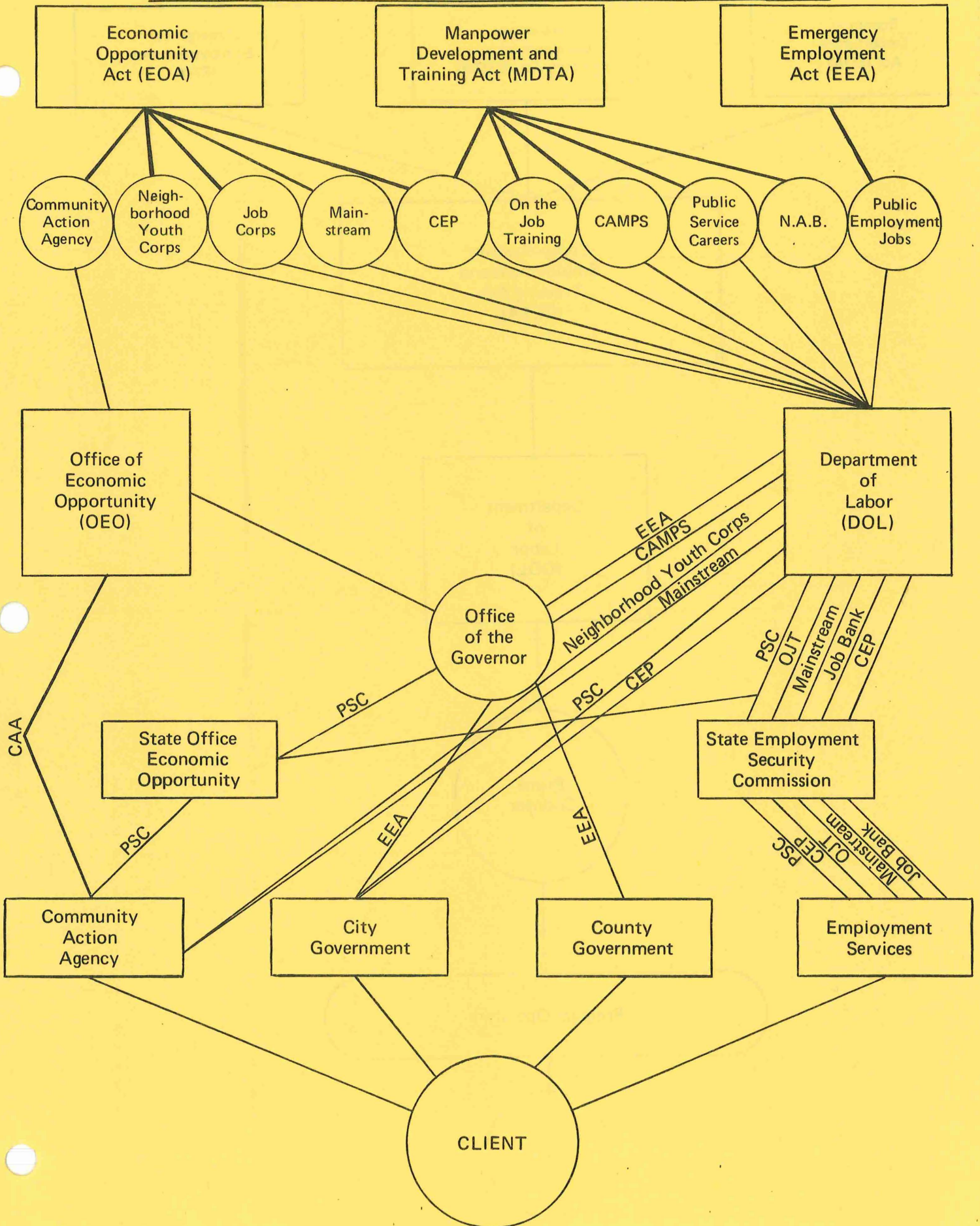
#### MOVING TOWARD REAUTHORIZATION OF C.E.T.A

C.E.T.A. was originally funded for a four year period, ending on September 30, 1977. At that time, Congress extended the program for a one-year period to allow its members to gain further information on a number of concerns raised during the first years of operation. Hearings were conducted throughout the country to allow the public to comment on the strengths and weaknesses of C.E.T.A.

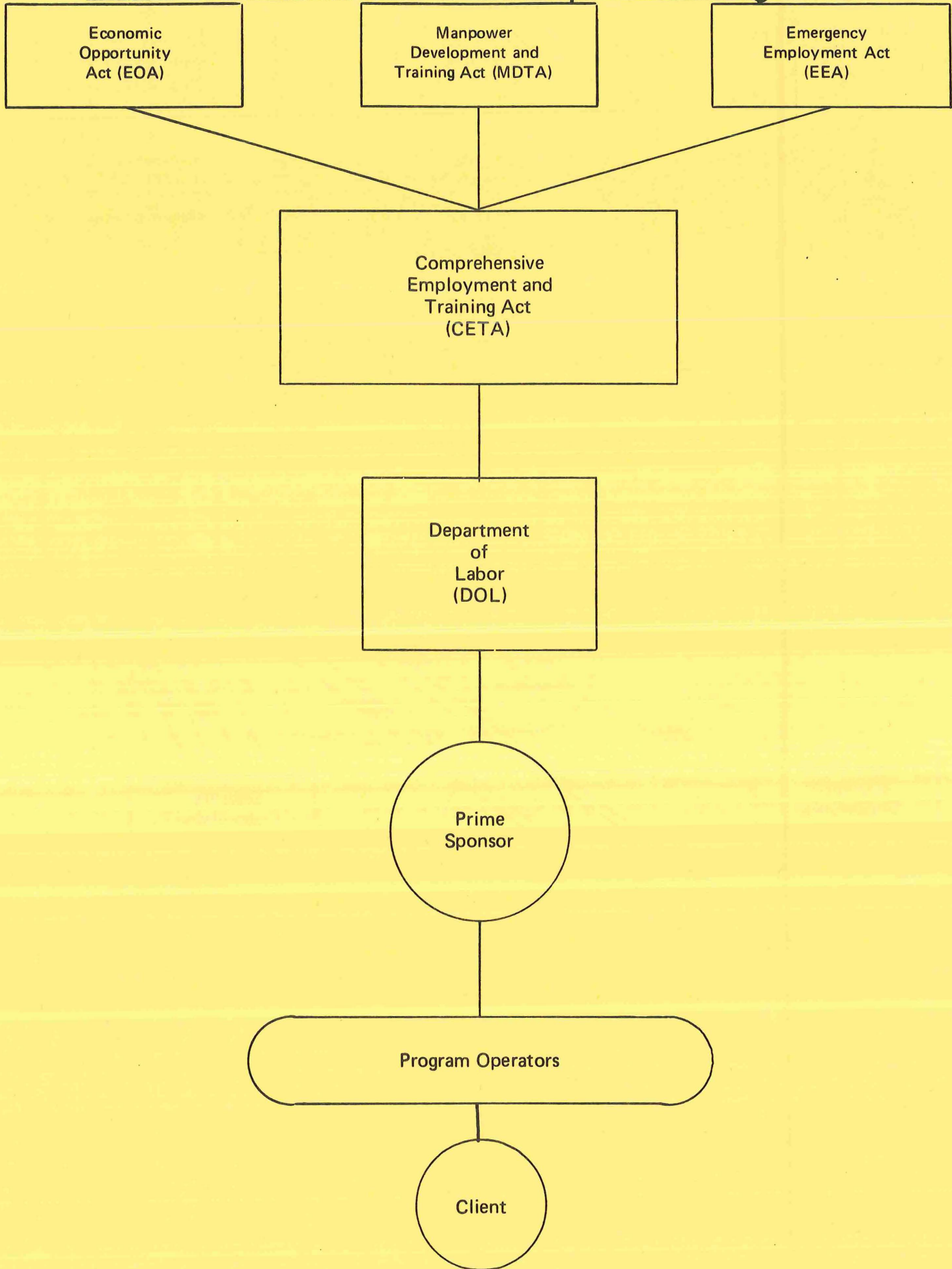
During the same period, there was a dramatic increase in the cost of living due to a rapid rise in the inflation rate. This led to a surge of public sentiment against government spending at all levels. There was also a great deal of publicity about mismanagement of C.E.T.A., and incidents of what appeared to be fraud and abuse of C.E.T.A. funds by some Prime Sponsors.

Public sentiment on curbing federal spending and reaction to the adverse publicity were reflected in the mood of Congress during the writing and debate on reauthorizing C.E.T.A. As a result, the legislation which finally came out of a Conference Committee in October, 1978, includes a number of amendments which more strictly target programs, limit participation and wages, define management functions more specifically, and state strong provisions for prevent fraud and abuse. There is an apparent trend back to stronger federal control based on standards set for all programs, and a close resemblance to the categorical programs C.E.T.A. was initially designed to correct.

# MANPOWER PROGRAMS BEFORE CETA



# CETA Consolidation of Manpower Programs\*



\*Additional manpower programs funded through non-CETA legislation are also available to clients, e.g., the Social Security WIN program Job Bank Employment Service.

# *Section* **II**

THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT

AMENDMENTS OF 1978

PUBLIC LAW 95-524

THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT AMENDMENTS OF 1978

(Public Law 95-524)

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## THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT AMENDMENTS OF 1978

### THE PURPOSE OF CETA

The purpose of Public Law 95-524, CETA 1978, states the intent to increase the income of those most in need through programs locally planned and implemented. It also emphasizes the intent to avoid duplication of effort through coordination of related programs in the employment and training community.

"It is the purpose of this Act to provide job training and employment opportunities for economically disadvantaged, unemployed, or underemployed persons which will result in an increase in their earned income, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible, coordinated, and decentralized system of Federal, State, and local programs. It is further the purpose of this Act to provide for the maximum feasible coordination of plans, programs, and activities under this Act with economic development, community development, and related activities such as vocational education, vocational rehabilitation, public assistance, self-employment training and social service programs."

### THE TITLES OF CETA

The law contains eight titles, each with a specific purpose, designed to give direction in establishing the functions and activities which are authorized or required by the legislation.

TITLE I provides the overall administrative rules for the entire bill. Much of the language is regulatory. Organizational procedures require the Prime Sponsor to submit both a Master Plan and an Annual Plan including specific detailed procedures. Planning Council membership is mandated to include client representation, organized labor, employees not represented by labor organizations, community based organizations, handicapped individuals, vocational education, employment service, veterans, public assistance agencies, business and where appropriate agricultural employers and workers. A public member is to be appointed to chair the Council which must meet not less than five times annually.

A number of conditions are applicable to all programs. Except for in-school youth, no individual may participate in CETA for more than 30 months in any five-year period, not including time prior to October 1, 1978. Participation in work experience programs, except for in-school youth, is limited to 1,000 hours in any year or 2,000 hours in a five-year period. Prime Sponsors are required to establish an "independent" monitoring unit. Such units will be assessed for effectiveness annually by DOL.

Public Service Employment (PSE): A number of special conditions were added:

- No individual can be paid PSE wages for more than 78 weeks in a five-year period. (No more than 26 weeks prior to October 1, 1978, is considered as part of this limit.)
- Maximum annual CETA wage is limited to \$10,000, although the Secretary is to establish a wage index on an area basis which will allow the sponsor to raise the maximum to as much as \$12,000 (depending on the area's average wage compared to the national average). If the local wage rate exceeds 150% of the national base, there is no ceiling.
- The Secretary is mandated to establish standards which will result in an average CETA wage of \$7,200, adjusted through the wage index.
- Wage supplements for new Title II(D) PSE participants are prohibited. Participants enrolled prior to September 30, 1978, may continue at their established wage.
- Persons who voluntarily left a full-time job paying at least the Federal minimum wage within six months prior to application are not eligible for PSE enrollment.

The Secretary of Labor is required to establish performance standards for the purpose of assessing prime sponsor performance and to submit to Congress a detailed evaluation of all CETA programs. An Office of Management Assistance is to be established to assist prime sponsors in overcoming program management problems.

## TITLE II -- COMPREHENSIVE EMPLOYMENT AND TRAINING SERVICES

"It is the purpose of this title to establish programs to provide comprehensive employment and training services throughout the Nation in order to ease barriers to labor force participation encountered by economically disadvantaged persons to enable such persons to secure and retain employment at their maximum capacity, and to enhance the the potential for individuals to increase their earned income. Such programs shall include the development and creation of training, upgrading, retraining, education, and other services needed to enable individuals to secure and retain employment at their maximum capacities so as to increase their earned incomes."

Title II is divided into the following four sections:

- A. Financial Assistance Provisions describe the formulas for allocating the appropriations for parts A through C. This section also contains the formula for determining the following special statewide allocations to Governors:

- 6% of funds available for Parts A-C are provided to Governors for supplemental vocational education assistance.

- 1% of parts A-C will be provided for the support for the Governor's Council on Employment and Training;
- 4% of parts A-C will be available for coordination and special services such as localized labor market information, technical assistance and training, and new or innovative programming which meet needs of people not being met through other means;
- 1% of all Title II funds (parts A-D) will be allocated to Governors to encourage coordination and establish CETA linkages with education agencies and institutions.

Each participant in Title II programs is to have a personalized employability plan which indicates the services and training to be provided the individual. The plan is to be reviewed periodically to assess the appropriate mixture of training and services needed by the participant in order to achieve unsubsidized employment.

B. Services for the Economically Disadvantaged

Major emphasis is placed on three groups to be served--youth, older workers and public assistance recipients. Comprehensive employment and training services may include, but are not limited to, such activities as on-the-job training, classroom training, counseling, work experience, and job placement assistance. Support services such as health care, child care, or transportation, and allowances may also be provided. Eligible participants must be economically disadvantaged and unemployed, underemployed, or in school.

C. Upgrading and Retraining

Individuals in entry level positions or positions with little normal advancement opportunities may be eligible to participate in programs designed to improve or upgrade their skills so they can move into more advanced positions with the same employer. Positions vacated by the upwardly mobile enrollee can be made available to additional CETA enrollees. Programs may be conducted through agreements between the prime sponsor and public or private employers. Persons who have received a notice of impending layoff may participate in retraining programs conducted by the prime sponsor, or through agreements with the employer or other organizations. No more than 6.5% of the basic allocation for Parts A-C may be used for upgrading and retraining programs.

D. Transitional Employment Opportunities for the Economically Disadvantaged

"It is the purpose of this part to provide economically disadvantaged persons who are unemployed with transitional employment in jobs providing needed public services, and related training and services to enable such persons to move into employment or training not supported under this Act."

Eligibility for participation requires that the applicant be unemployed for at least 15 weeks and economically disadvantaged, or be receiving or a member of a family receiving AFDC or SSI benefits. Jobs must be at entry level and should be combined with training and services whenever possible.

### TITLE III -- SPECIAL FEDERAL RESPONSIBILITIES

Programs are provided to serve special target groups through national programming. Target groups to receive services include Native Americans, Migrants, Handicapped, Displaced Homemakers, Offenders, Veterans and Older Workers. There are also programs for Job Service/CETA Partnership providing financial incentives for joint programming, and an emphasis on developing programs to use CETA to help stimulate private Economic Development.

### TITLE IV -- YOUTH PROGRAMS

"It is the purpose of this Title to provide a broad range of coordinated employment and training programs for eligible youth in order to provide effectively for comprehensive employment and training services to improve their future employability and to explore and experiment with alternate methods for accomplishing such an effort."

#### Part A. Youth Employment and Demonstrations PROGRAMS (YEDPA)

Subpart 1: Youth Incentive Entitlement Pilot Projects (YIEPP) provides for demonstration projects to test whether jobs can feasibly be guaranteed for 16-19 year olds who are in school, or will return to school, and whether the jobs will increase high school retention, return and completion.

Subpart 2: Youth Community Conservation and Improvement Projects (YCCIP) are to be administered by Prime Sponsors to employ 16-19 year olds in well supervised settings designed to tangibly benefit the local community. Recruitment is to include courts of jurisdiction for status and youthful offenders, and public assistance agencies.

Subpart 3: Youth Employment and Training Programs (YETP) provides a variety of programs and services at the local level and for some statewide efforts funded through the Governor. The goal is to establish programs designed to make a significant long term impact on the structural unemployment problems of youth.

Part B. Job Corps is a residential program of intensive education, training and counseling services for disadvantaged youth ages 16-21. Job Corps is nationally funded and administered with recruitment and placement services provided by the Job Service in each state.

Part C. Summer Youth Programs are to provide eligible youth with useful work and sufficient basic education and training to assist them develop occupational potential and obtain unsubsidized employment.

TITLE V -- NATIONAL COMMISSION FOR EMPLOYMENT POLICY

"The purpose of this Title is to establish a National Commission for Employment Policy which will have the responsibility for examining broad issues of development, coordination, and administration and employment and training programs and for advising the President and the Congress on national employment and training issues."

Nine members are appointed by the President to represent labor, industry, education, Veterans, state and local government, community based organizations and the general public. Mandated membership includes the Secretaries of Health, Education, and Welfare, and the Department of Labor, the Administrator of Veterans Affairs, Chairman of the Equal Employment Opportunity Commission and the Director of the Community Services Administration. The Commission must meet not less than three times annually.

TITLE VI -- COUNTERCYCLICAL PUBLIC SERVICE EMPLOYMENT PROGRAM

"It is the purpose of this title to provide for temporary employment during periods of high unemployment. It is the intent of Congress that such employment be provided during periods when the national rate of unemployment is in excess of 4%, and that the number of jobs funded shall be sufficient to provide jobs for 20% of the number of unemployed in excess of 4%, or 25% of the number of unemployment excess of 4% in periods during which the national rate of unemployment is in excess of 7%."

Allocations to Prime Sponsors are based on the unemployment rates and number of unemployed in the jurisdiction. No less than 80% of the available funds are to be used for wages and fringes. In FY '79, not less than 10% is to be used for training and employability counseling and services. This figure is reduced to not less than 5% for FY '80 - '82. At least 50% of the allocation must be used for projects to be carried out by program participants. Projects may be carried out over an 18 month period, with the possibility for an additional 18 month extension if the project has demonstrated its effectiveness in meeting the purposes of Title VI. Employment that is not in such projects must be at entry level.

Eligibility for participation requires that the applicant be unemployed for ten of the twelve weeks immediately preceding application, unemployed at the time of application, and have a family income at or below 100% of the lower living standard income, or receiving or in a family receiving AFDC or SSI. Participants enrolled before October 1, 1978, may continue to have unrestricted wage supplementation. New participants are allowed limited wage supplements:

- Total wage supplementation cannot exceed an amount equal to 10% of the Prime Sponsor's Title VI allocation;
- No individual wage supplement can be greater than 10% of the maximum CETA wage (based on the area index). If the Prime Sponsor's area wage is between 125 and 150% of the national base, the individual supplement can go up to 20% of the maximum CETA wage.

TITLE VII -- PRIVATE SECTOR OPPORTUNITIES FOR THE ECONOMICALLY DISADVANTAGED

"It is the purpose of this Title to demonstrate the effectiveness of a variety of approaches to increase the involvement of the business community, including small business and minority business enterprises, in employment and training activities under this Act and to increase private sector employment opportunities for unemployed or underemployed persons who are economically disadvantaged. Employment and training opportunities for such eligible participants shall be made available by Prime Sponsors on an equitable basis in accordance with the purposes of this title among significant segments of the eligible population giving consideration to the relative numbers of eligible persons in each such segment."

A Private Industry Council (PIC) is to be established in each Prime Sponsor jurisdiction. Membership on the PIC is mandated to include representation from industry and business, including small business and minority business, organized labor, community based organizations and educational agencies and institutions. Persons eligible for CETA services may be appointed as members. The chairperson of the PIC is to serve as a non-voting member of the Prime Sponsor Planning Council, and the chairperson of the planning council is to serve as a non-voting member of the PIC. The representatives of business and industry are to compose a majority. Funding incentives are available to prime sponsors to jointly establish a PIC, and to Native American entities.

Conditions which must be satisfied prior to funding include:

- assurance that the activities will supplement, but not replace, on-the-job training and related activities carried out by other titles;
- recommendations of the Prime Sponsor planning council have been considered after a review of the plan; and
- both the PIC and the prime sponsor have agreed to the plan submitted, and have provided assurances that no activity will be funded that does not have the approval of both entities.

TITLE VIII - YOUNG ADULT CONSERVATION CORPS

"It is the purpose of this Title to establish a Young Adult Conservation Corps to provide employment and other benefits to youth who would not otherwise be currently productively employed, through a period of service during which they engage in useful conservation work and assist in completing other projects of a public nature on federal and non-federal public lands and water."

The Corps includes both residential and non-residential camps directed to work on conservation and environmental improvement projects. Enrollees are paid a wage and supported with other services such as training, transportation, and medical care. Eligible participants are unemployed youth ages 16-23. Persons 16-18 must give adequate assurance that they did not leave school for the purpose of enrolling in the program. 70% of the funds are for federal programs administered by the Department of Agriculture and Interior; 30% are for state and local programs, based on the total population within the state.

*Section* **III**

## TYPES OF PROGRAM ACTIVITIES AVAILABLE

### UNDER CETA

The basic types of activities available to a prime sponsor include, but are not limited to, the following:

CLASSROOM TRAINING - This program activity is any training conducted in an institutional setting designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs. It may also include training designed to enhance the employability of individuals by upgrading basic skills, through the provision of courses, in for instance, remedial education, training in the primary language of persons of limited English-speaking ability, or English-as-a-second language training.

ON-THE-JOB TRAINING - On-the-job training (OJT) is training conducted in a work environment designed to enable individuals to learn a bona-fide skill and/or qualify for a particular occupation through demonstration and practice. Such training may be conducted on a "hire first, train later" basis, or with ultimate placement with the training organization or an employer other than the training organization. Training shall be designed to lead to the maximum development of the participant's potential and to their economic self-sufficiency.

PUBLIC SERVICE EMPLOYMENT - Public Service Employment (PSE) is subsidized employment with public employers and private non-profit employers who provide public services. This program activity may also include training, and other services incident to such subsidized employment.

WORK EXPERIENCE - Work experience is a short-term and/or part-time work assignment with a public employer or a private non-profit employing agency and is designed to enhance the employability of individuals who have either never worked or who recently have not been working in the competitive labor population for an extended period of time. The work experience activity is designed to increase the employability of such individuals by providing them with experience on a job, an opportunity to develop occupational skills and good work habits and an opportunity to develop specific occupational goals through exposure to various occupational opportunities.

SERVICES TO PARTICIPANTS - This program activity is designed to provide services which are needed to enable individuals to obtain employment or retain employment or to participate in other program activities leading to their eventual placement in unsubsidized employment.

Such services include, but are not limited to, the following:

SERVICES TO APPLICANTS:

a) Outreach

This includes advertizing in newspapers, posting notices with information regarding CETA services and distributing informational brochures.

b) Intake

This includes screening for eligibility, completion of required forms, the initial assessment process to determine whether the program can benefit the individual and to determine the appropriate activity to which the individual should initially be referred, a determination as to the availability of an appropriate activity; a decision on selection and dissemination of information on the program.

EMPLOYMENT AND TRAINING SERVICES TO PARTICIPANTS

a) Orientation to the World of Work

This includes either individual or group sessions designed to familiarize persons who have never worked or who have poor work records with the work behavior required for competitive employment.

b) Counseling

This includes employment-related counseling, testing, vocational or career exploration.

c) Job Development

This includes contacting employers and developing good relationships so that job openings will be made available to CETA participants.

d) Job Placement

This includes matching job orders with job-ready participants.

SUPPORTIVE SERVICES TO PARTICIPANTS

a) Health care and medication services

b) Child Care

Day care program shall meet Federal Interagency Day Care Standards and comply with applicable State standards including State licensing requirements.

c) Transportation

d) Residential Support

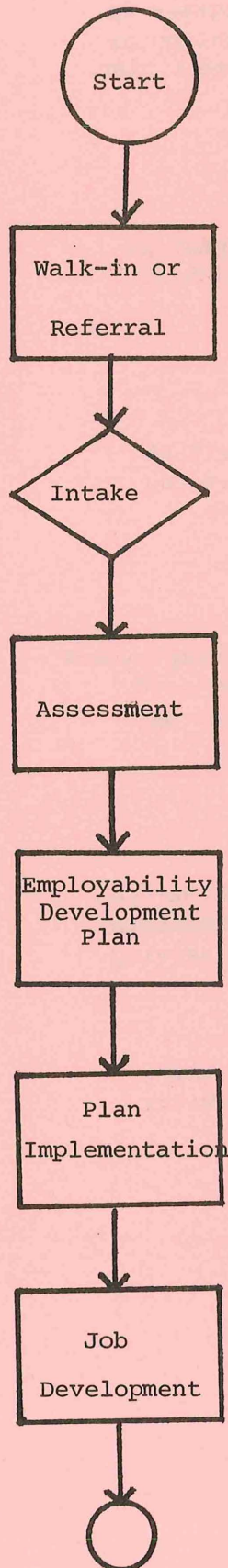
e) Assistance in securing bonds

FAMILY PLANNING SERVICES - Provided that such services are made available to a participant only on a voluntary basis, and are not to be a prerequisite for participation in, or receipt of, any services or benefit from the program.

LEGAL SERVICES

POST-PLACEMENT SERVICES - Continuing services may be provided as appropriate to terminated participants who have been placed in unsubsidized employment. These services may be provided during the 30 day period following a participant's termination from the program.

## EMPLOYABILITY DEVELOPMENT PLANNING PROCESS



Process begins by the walk-in or referral of an applicant to the local CETA office.

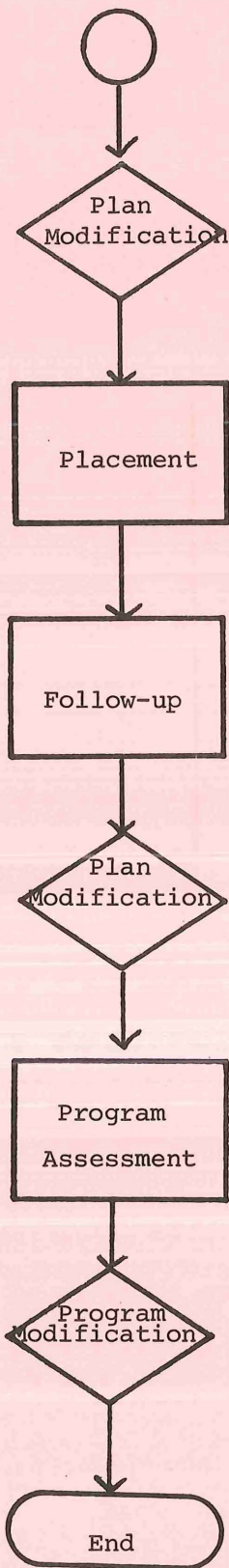
Initial screening during which staff determine whether or not the applicant is eligible for CETA services.

If the applicant is eligible, counselor helps determine the participant's aptitudes, attitudes, and interests.

Based upon the assessment, an employment goal and employability development plan are developed with the participant by the counselor.

The employability development plan is put into action. the participant becomes involved in one or more of the components for CETA services.

As the employability development plan is being carried out, the process of job development has already begun. It is based on assessment data and fits with the participant's goals.



At timely intervals, participant progress is checked, to determine need for counseling or changes in the employability development plan.

At the appropriate time, the participant is placed in unsubsidized employment which is full-time and permanent.

Staff makes periodic checks to insure that the placement was satisfactory and met the needs of both participant and employer.

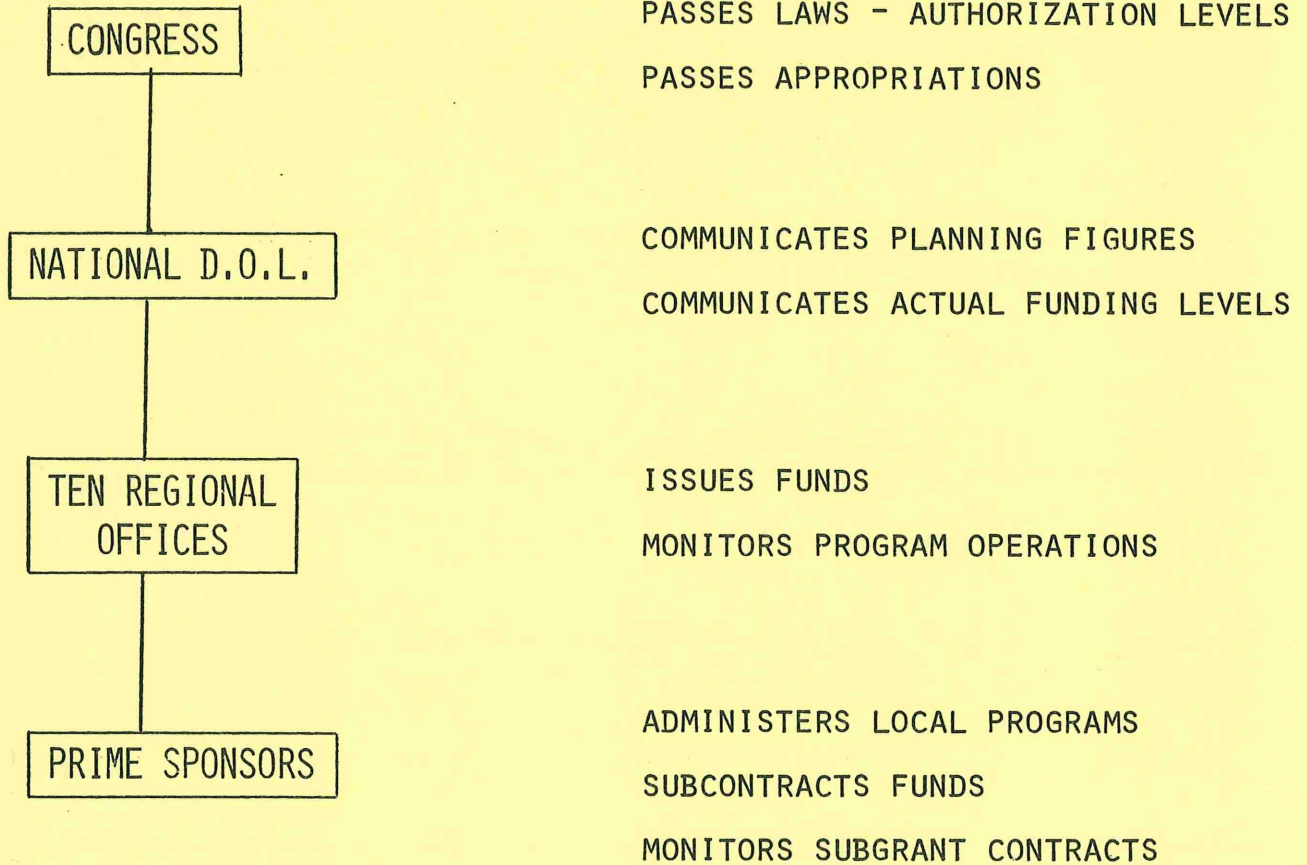
If follow-up indicates unsatisfactory employment, the employability development plan may need modification. Additional CETA services may be indicated.

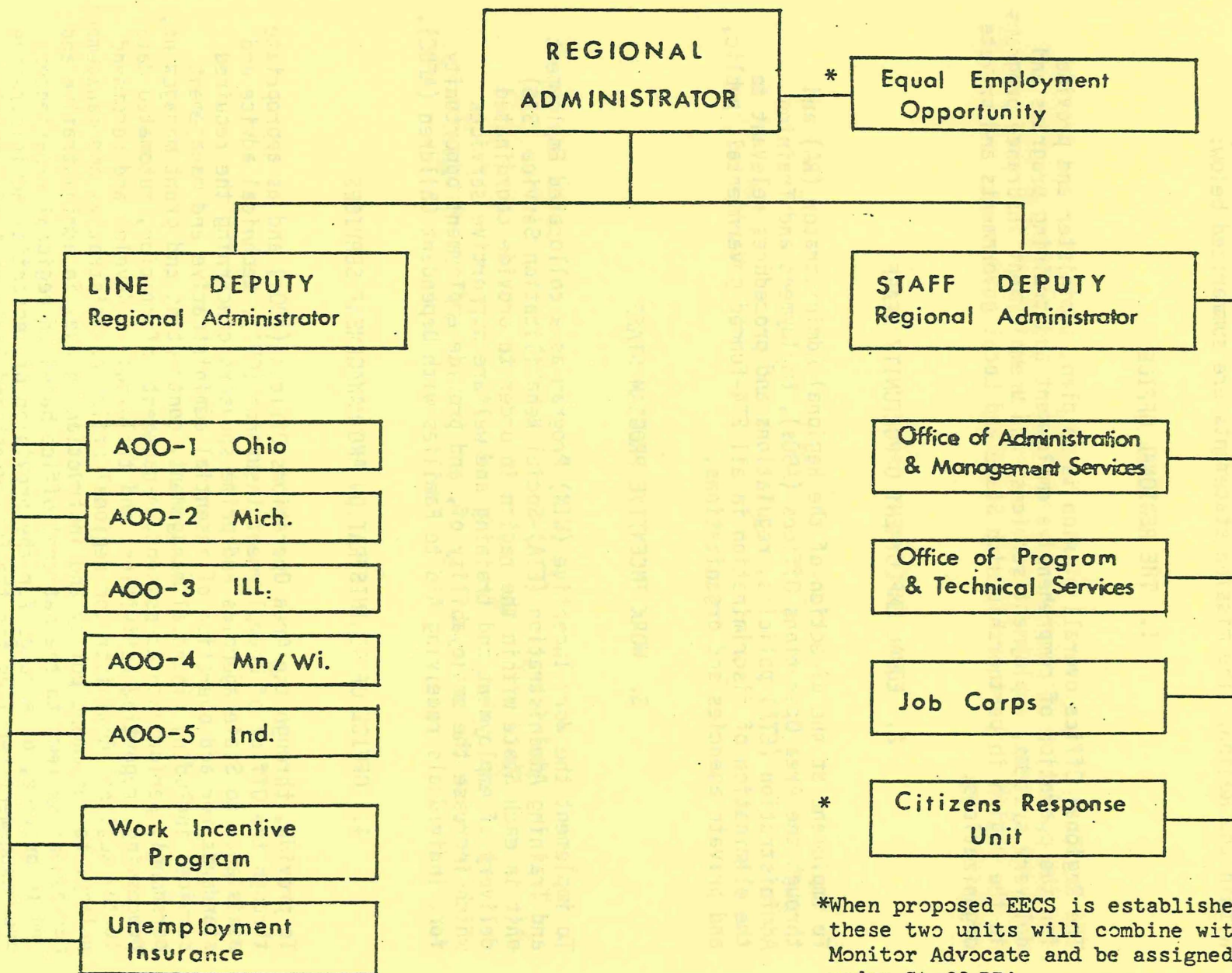
As indicated by the prime sponsor, the entire program is regularly evaluated, with emphasis on the effectiveness of components in serving participants.

Assessment process may indicate areas where changes are necessary in providing services to participants.

*Section* **IV**

## MONEY FLOW FOR CETA





\*When proposed EECS is established these two units will combine with Monitor Advocate and be assigned under Staff DRA.

Each of the Regional Office components has specific mission and function statements which provide it with a framework within which to operate. Understanding these statements concretizes the role of each component within the Region. The mission statements are summarized below:

### 1. THE REGIONAL OFFICE

The Regional Office overall mission is to plan, administer and provide for the operation of comprehensive employment and training programs and delivery systems, employment services, and unemployment insurance programs in the region in partnership with State and Local governments and private organizations.

### 2. EQUAL EMPLOYMENT OPPORTUNITY STAFF

To implement at the direction of the Regional Administrator (RA) and through the Area Operations Offices (AOOs), Employment and Training Administration (ETA) policies, regulations and procedures relevant to the elimination of discrimination in all ETA-funded governmental, public, and private agencies and organizations.

### 3. WORK INCENTIVE PROGRAM STAFF

To implement the Work Incentive (WIN) Program as a collocated Employment and Training Administration (ETA)-Social Rehabilitation Service (SRS) unit in each State within the region in order to provide coordinated delivery of employment and training and welfare supportive services which increase the employability of, and provide employment opportunity for, individuals receiving Aid to Families with Dependent Children (AFDC).

### 4. OFFICE OF ADMINISTRATION AND MANAGEMENT SERVICES

To provide, through the Area Operations Offices (AOOs) and as appropriate through the Office of Unemployment Insurance (OUI), technical advice and assistance to State agencies and prime sponsors concerning the required standards for and operation of essential administrative and management services including financial management, contracting and grant management, personnel, performance assessment, management information, automated data processing, reporting activities, and training; to develop and recommend to the Regional Administrator regional office administrative and management policy; to recommend policy and instruction changes in administrative and management systems to the national office based on regional experiences; and to provide, or arrange for the provision of, essential administrative and management services for the Employment and Training Administration (ETA) regional office.

## 5. OFFICE OF PROGRAMS AND TECHNICAL SERVICES

To serve as the focal point in behalf of the Regional Administrator (RA) for the interpretation and adaptation of national program policy, standards, procedures and instructions concerning employment and training program activities; to coordinate and review overall planning efforts and to assess and evaluate on a region-wide basis, the quality and effectiveness of employment and training program activities; to provide specialized guidance and technical assistance to the Area Operations Offices (A00s), and through them to State agencies and prime sponsors; to administer provisions of the Immigration and Nationality Act. These responsibilities are carried out in support of line managers in performing their duties.

## 6. AREA OPERATIONS OFFICE

To serve as the representative of the Regional Administrator, Employment and Training Administration (ETA), with line authority and responsibility for overseeing the development and implementation of effective employment and training plans and program activities including Employment Service (ES) within a specified sub-regional geographic area.

## 7. OFFICE OF UNEMPLOYMENT INSURANCE

To provide leadership and technical assistance to State agencies in administering State unemployment insurance laws and Federal benefit and allowance payments under Federal-State agreements, and to prime sponsors in administering allowance payments under the Comprehensive Employment and Training Act as well as other income maintenance programs administered by the Employment and Training Administration (ETA); to ensure proper and efficient payment of such benefits and allowances; to promote improvements in State unemployment insurance laws and regulations assuring proper and efficient payment of such benefits and allowances; assuring that they and the payments thereunder conform to Federal requirements, laws, and standards and comply with applicable provisions of State law.

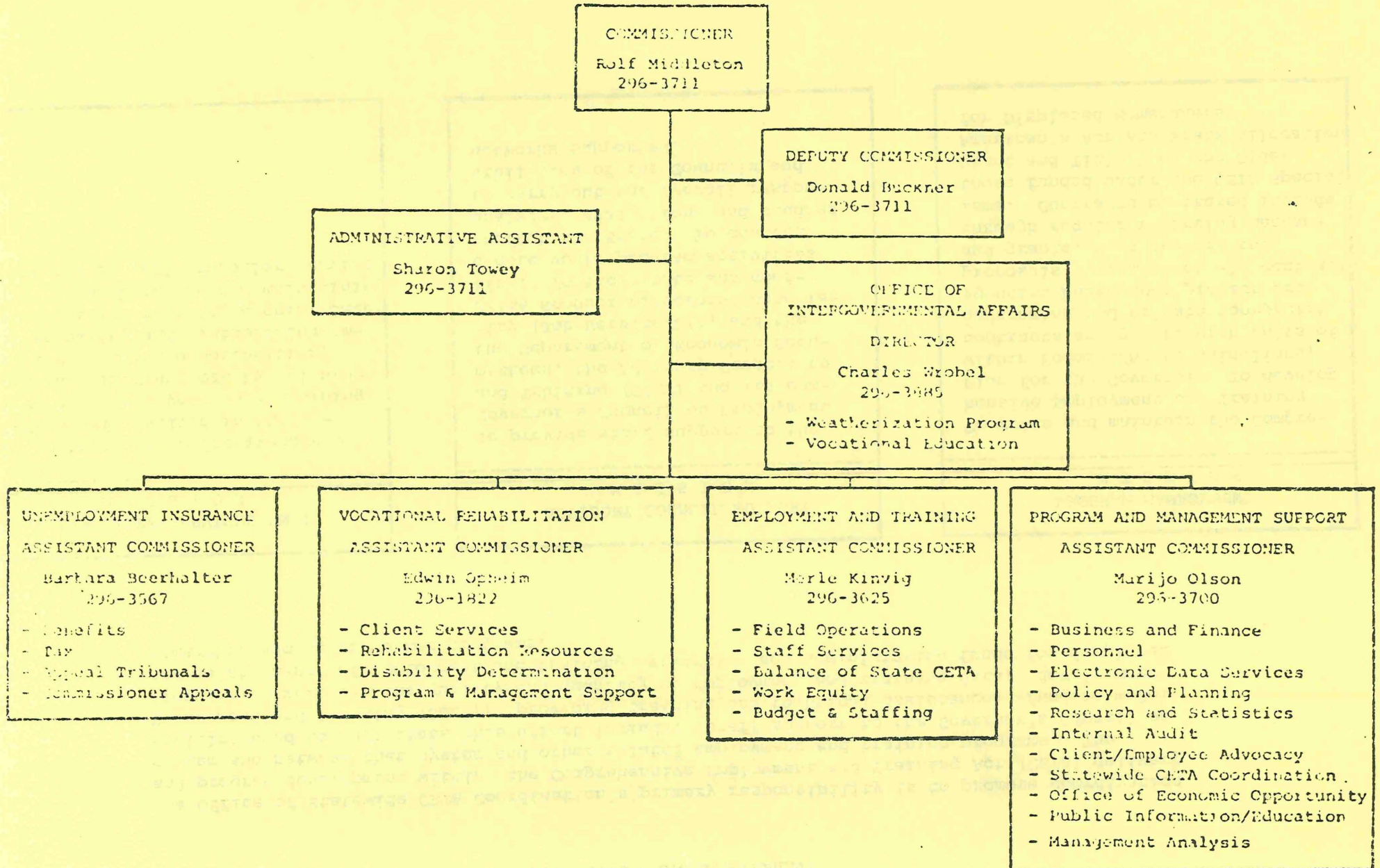
## 8. OFFICE OF JOB CORPS

To administer the Job Corps programs in the region ensuring that national office goals and objectives are achieved; to oversee the operations of nationally administered Job Corps Centers; to advise and assist the Regional Administrator, Employment and Training Administration (ETA), on all aspects of Job Corps operations in the region; and to develop and recommend regional office policy and standards for Job Corps activities.

## 9. VETERANS EMPLOYMENT REPRESENTATIVE

ORGANIZATION

MINNESOTA DEPARTMENT OF ECONOMIC SECURITY



OFFICE OF STATEWIDE CETA COORDINATION

(I) MISSION STATEMENT

The Office of Statewide CETA Coordination's primary responsibility is to promote coordination and program development within the Comprehensive Employment and Training Act (CETA) delivery system and between that system and other related employment and training programs. The vehicles used to facilitate this effort include: staff support to the Governor's Council on Employment and Training (GCET); providing training and technical assistance; funding model programs; improving the quality and quantity of employment and training data; development and maintenance of employment and training networks; and administering funds for displaced homemaker and older worker programs.

CETA STAFF SERVICES UNIT  
MISSION

To increase the effectiveness of CETA staff involved in the delivery of employment and training programs in Minnesota by a) providing training opportunities; b) acquiring and synthesizing employment and training program data; and c) establishing and maintaining a statewide CETA counselor service.

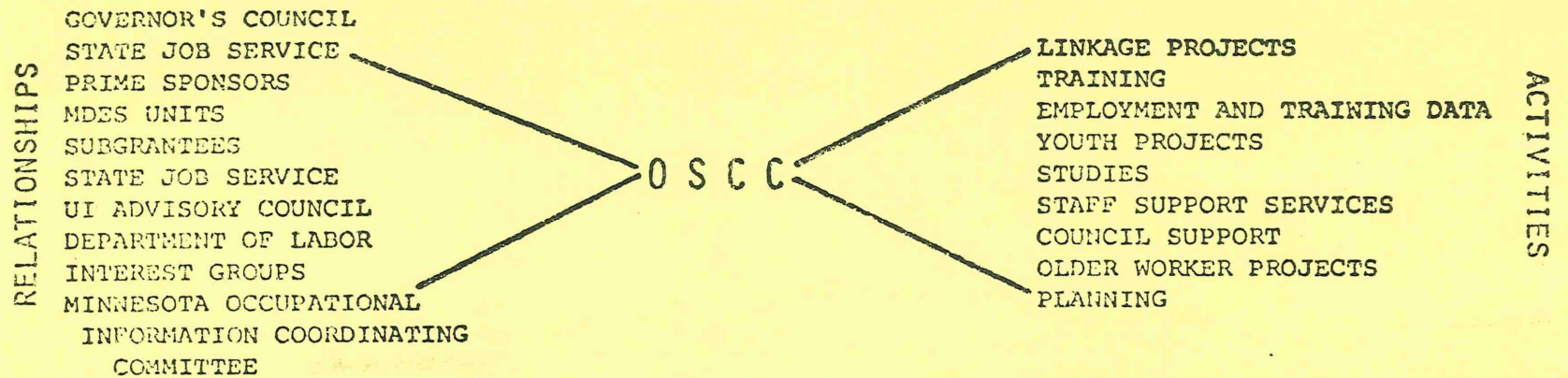
ADVISORY COUNCIL SUPPORT  
MISSION

To provide staff support to the Governor's Council on Employment and Training (GCET) and its committees, the Advisory Council to the Department of Economic Security (Job Service/UI), and the Prime Sponsor Directors' Association. To facilitate and coordinate youth program activities through the State. To conduct analyses, evaluations and studies to carry out the overall responsibilities of the Councils and networks supported.

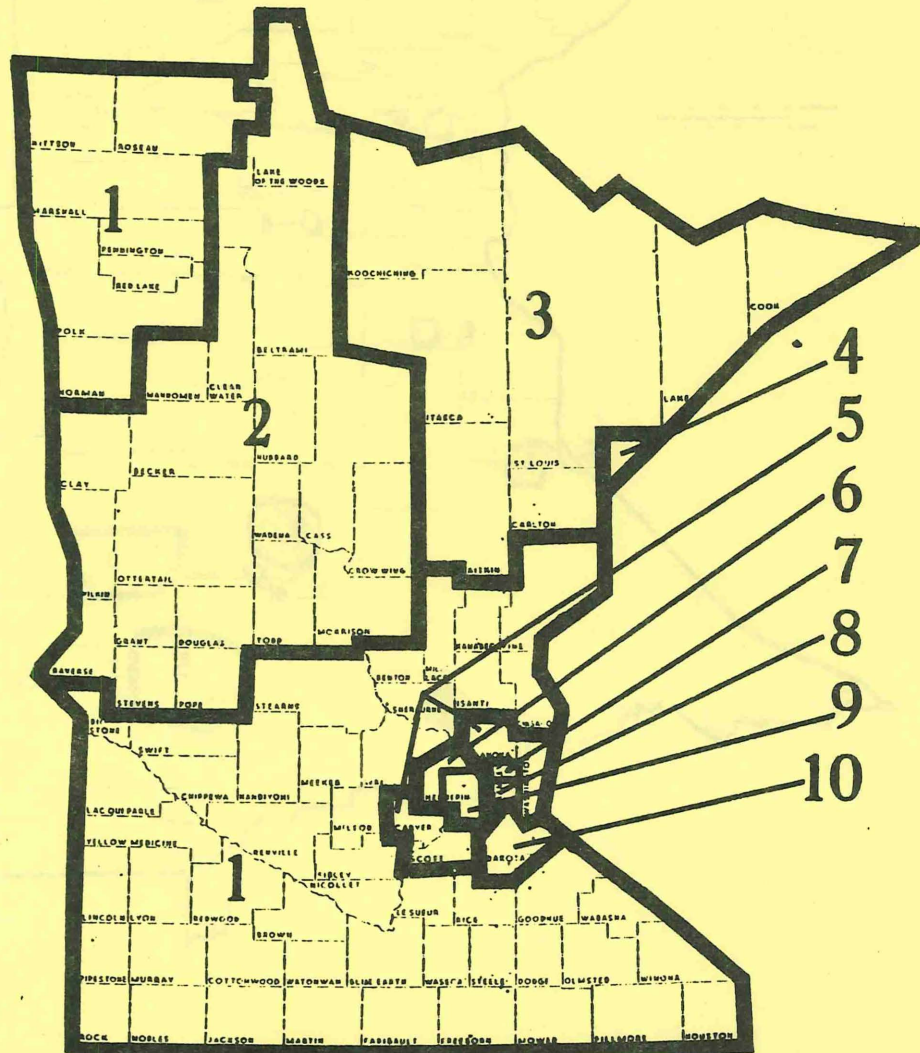
PROGRAM MANAGEMENT  
MISSION

To write and maintain the Comprehensive Employment and Training Plan for the Governor. To develop within Federal/State guidelines, contracts and grants with units of government and private non-profit agencies based upon project proposals. To monitor all contracts and grants, both on-site and through regular reporting mechanisms. Contracts monitored include those funded under the CETA Special Grant and Title V of the Older American's Act and State allocation for Displaced Homemakers.

OFFICE OF STATEWIDE CETA COORDINATION  
(OSCC)



# MINNESOTA PRIME SPONSORS



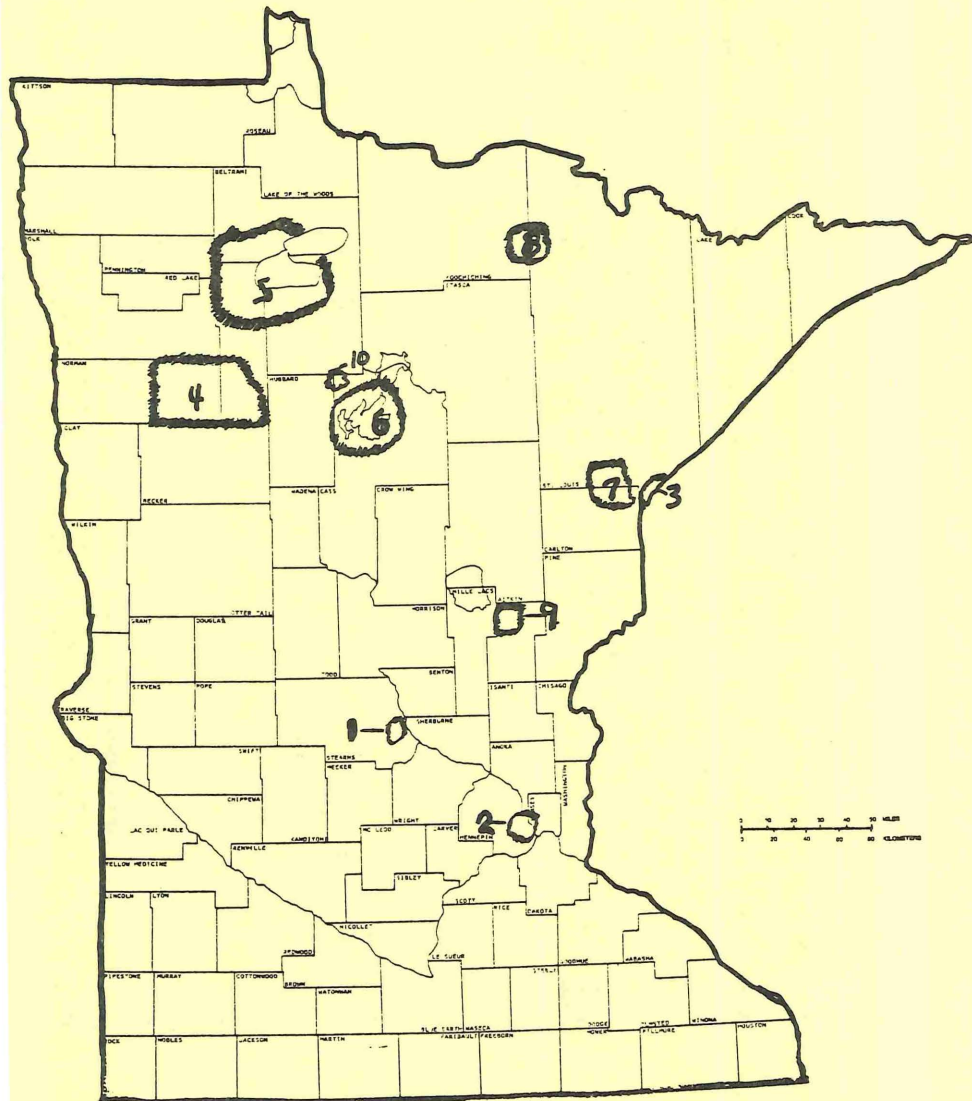
## PRIME SPONSOR TECHNICAL ASSISTANCE AND TRAINING (TAT) REPRESENTATIVES

- |                             |   |   |
|-----------------------------|---|---|
| 1- BALANCE OF STATE         | Larry Simmons, Director                                       | 690 American Center Building<br>150 East Kellogg Boulevard<br>St. Paul, Minnesota 55101<br>(612) 296-0928   |
| 10- DAKOTA COUNTY           | Percy J. Zachary, Director<br>Shirley Maier, TAT Rep          | Dakota County CETA<br>750 S. Plaza Dr., Rm. 314<br>Mendota Heights, Minnesota 55120<br>(612) 452-5700   |
| 4- CITY OF DULUTH           | Robert H. Hoch, Director<br>John Dawson, TAT Rep.             | City of Duluth Employment and<br>Training Services<br>317 City Hall<br>Duluth, Minnesota 55802<br>(218) 723-3576                                    |
| 6- HENNEPIN COUNTY          | William Brumfield, Director<br>Margo O'Dell, TAT Rep (Acting) | Hennepin County CETA Services<br>First Level South<br>Government Center<br>300 South Sixth Street<br>Minneapolis, Minnesota 55487<br>(612) 348-7432 |
| 9- CITY OF MINNEAPOLIS      | Donna Harris, Director<br>Enid Cohn-Gary, TAT Rep             | Federal Employment and<br>Training Programs<br>210 1/2 City Hall<br>Minneapolis, Minnesota 55415<br>(612) 348-4383                                  |
| 5- QUAD COUNTIES CONSORTIUM | James C. Shipman, Director<br>Marcia Taubr, TAT Rep           | Planning and Administration<br>Division<br>2305 Ford Parkway<br>St. Paul, Minnesota 55116<br>(612) 698-4212   |
| 7- RAMSEY COUNTY            | Chris Larson, Acting Director<br>Laura Flynn                  | Ramsey County CETA Manpower<br>Planning Office<br>1118 Red Fox Road<br>Arden Hills, Minnesota 55112<br>(612) 482-5350                               |
| 3- REGION III CONSORTIUM    | Dennis Wain, Director<br>Ray Garmaker, TAT Rep                | Midway School, Vermillion Dr.<br>Virginia, Minnesota 55792<br>(218) 749-1274  |
| 2- RURAL MINNESOTA CEP      | Larry G. Buboltz, Director<br>Judy Schultze, TAT Rep          | Rural Minnesota CEP<br>819 Lincoln Avenue, P.O. Box 1108<br>Detroit Lakes, Minnesota 56501<br>(218) 846-9205  |
| 8- CITY OF ST. PAUL         | Richard J. Thorpe, Director<br>Kathy Leo, TAT Rep             | City of St. Paul CETA<br>310 Cedar Street - 4th Floor<br>St. Paul, Minnesota 55101<br>(612) 298-5491  |

# MINNESOTA TITLE III GRANTEES

## TITLE III (CETA)

- |   |   |   |
|---|---|---|
| 1 - MINNESOTA MIGRANT COUNCIL                   | Helladio F. Zavala                          | Minnesota Migrant Council<br>35 N.E. Wilson Avenue<br>St. Cloud, Minnesota 56301<br>(612) 253-7010                                |
| 2 - MINNEAPOLIS REGIONAL NATIVE AMERICAN CENTER | William Pensoneau<br>Sonny Stewart, TAT Rep | Minneapolis Regional Native American Center<br>1530 East Franklin Avenue<br>Minneapolis, Minnesota 55404<br>(612) 871-4555        |
| 3 - AMERICAN INDIAN FELLOWSHIP ASSOCIATION      | Judy Stauber                                | (Grand Portage Reservation)<br>2 East Second Street<br>Duluth, Minnesota 55802<br>(218) 727-1115                                  |
| 4 - WHITE EARTH RESERVATION                     | Germain Reigert<br>Dan Stevens              | White Earth Reservation<br>Business Committee<br>Box 274<br>c/o White Earth CAP<br>White Earth, Minnesota 56591<br>(218) 983-3285 |
| 5 - RED LAKE RESERVATION                        | Greg Johnson                                | Red Lake Reservation<br>Red Lake, Minnesota 56671<br>(218) 679-3306   |
| 6 - LEECH LAKE RESERVATION                      | Myron Ellis                                 | Leech Lake Reservation<br>Box 308<br>Cass Lake, Minnesota 56633<br>(218) 335-2216   |
| 7 - FOND DU LAC RESERVATION                     | Kathy Defoe                                 | Fond du Lac Reservation<br>105 University Road<br>Cloquet, Minnesota 55720<br>(218) 879-4593                                      |
| 8 - NETT LAKE RESERVATION                       | Ernie Drift                                 | Bois Forte Reservation Business Committee<br>Post Office Box 698<br>Net Lake, Minnesota 55772<br>(218) 757-3261                   |
| 9 - MILLE LACS RESERVATION                      | Doug Sam                                    | Mille Lacs Reservation<br>Star Route<br>Onamia, Minnesota 56356<br>(612) 532-3440   |
| 10 - MINNESOTA CHIPPEWA TRIBE                   | Dean Brasgalla                              | Minnesota Chippewa Tribe<br>Post Office Box 26<br>Cass Lake, Minnesota 56633<br>(218) 335-2252                                    |



**Section V**

## TALKING EMPLOYMENT AND TRAINING

Like any other field, manpower has a language of its own. In order to function in this field, one must understand the acronyms and terms that are used in discussing manpower programs. Terms are used that may have one meaning in normal usage and a slightly different meaning in the manpower field.

ABE	Adult Basic Education
AFDC	Aid to Families with Dependent Children
AOO	Area Operations Office (Department of Labor Regional Office Term)
ASU	Area of Substantial Unemployment
BIA	Bureau of Indian Affairs
BLS	Bureau of Labor Statistics
BOS	Balance of State
CAA	Community Action Agency
CAC	Community Action Council
CAMPS	Cooperative Area Manpower Planning System
CAP	Community Action Program
CEO	Chief Elected Official
CEP	Concentrated Employment Program
CETA	Comprehensive Employment and Training Act
CETC	Comprehensive Employment and Training Center
CETP	Comprehensive Employment and Training Plan
CPS	Current Population Survey
CSA	Community Services Administration
COPE	Comprehensive Offender Program Effort
DOE	Department of Energy
DOL	Department of Labor
DOT	Directory of Occupational Titles
DPW	Department of Public Welfare
DVTE	Division of Vocational Technical Education
DVR	Division of Vocational Rehabilitation
EDA	Economic Development Act
EDP	Employability Development Plan
EEA	Emergency Employment Act
EEO	Equal Employment Opportunity
EOA	Economic Opportunity Act
EOO	Equal Opportunity Officer
ES	Employment Services (also referred to as MDES) currently Job Service
ESEA	Elementary and Secondary Education Act
ETA	Employment and Training Administration
FR	Federal Representative
FY	Fiscal Year

GAO	Government Accounting Office
GCET	Governor's Council on Employment and Training
GED	Graduate Equivalency Degree
GSA	General Service Administration
GYP	Governor's Youth Program
HEW	Department of Health, Education and Welfare
HMO	Health Maintenance Organization
HSA	Human Services Area
HSB	Human Services Board
HUD	Department of Housing and Urban Development
ICAP	Indian Community Action Program
LEA	Local Education Agency
MCD	Minor Civil Divisions
MDES	Minnesota Department of Economic Security
MDTA	Manpower Development and Training Act
MIS	Management Information System
MMC	Minnesota Migrant Council
MOIS	Minnesota Occupational Information System
MRNAC	Minneapolis Regional Native American Center
MOICC	Minnesota Occupational Information Coordinating Committee
NAB	National Alliance of Businessmen
NACO	National Association of Counties
NARC	National Association of Retarded Citizens
NGA	National Governor's Association
NGC	National Governor's Conference
NYC	Neighborhood Youth Corps
NEW	Nontraditional Employment for Women
OAP	Older Americans Program
OE	Office of Education
OEO	Office of Economic Opportunity
OIC	Occupational Industrialization Center
OJT	On-the-Job Training
OPTS	Office of Program and Technical Support
OMB	Office of Management and Budget
OSCC	Office of Statewide CETA Coordination
OYP	Office of Youth Programs
PEP	Public Employment Program
PL	Public Law
POP	Project Operating Plan
PR	Public Relations
PSE	Public Service Employment
RDC	Regional Development Commission
RETAC	Regional Employment and Training Advisory Council
RFP	Request for Proposal
RMCEP	Rural Minnesota Concentrated Employment Program
SBA	Small Business Administration
SGU	Special Grant Unit
SPEDY	Summer Program for Economically Disadvantaged Youth

TAT        Technical Assistance and Training  
TA         Technical Assistance

UI         Unemployment Insurance

VA         Veteran's Administration  
VISTA      Volunteers in Service to America  
VOC. ED.   Vocational Education

WEP        Work Equity Project  
WIN        Work Incentive Program

YACC       Young Adult Conservation Corps  
YCCIP      Youth Community Conservation Improvement Projects  
YEDPA      Youth Employment and Demonstration Projects Act  
YETP       Youth Employment and Training Program

YCFPSOYA  You Can't Fight Poverty Sitting on Your Apathy

## GLOSSARY OF EMPLOYMENT AND TRAINING TERMS

**A-95 REVIEW.** A process of review by which appropriate state and regional agencies are required to "sign-off" on the federal funding applications of projects within their respective areas of jurisdiction. That review process is mandated by a provision of circular A-95 of the U.S. Office of Management and Budget.

**ACCESSIBLE JOBS.** Definite job opportunities which because of their entry provisions, their training criteria, or their non-discriminatory character afford the client a realistic chance to secure employment.

**ACCESSIONS.** The total number of permanent and temporary employees who have acquired jobs within an individual firm in a given period of time. The total would include new and rehired employees:

- a. New Hires - Both temporary and permanent employees who have previously been hired by the company.
- b. Other - All additions not classified as new hires. This classification encompasses employees transferred from within the corporation as well as personnel recalled from layoff.

**ALLOCATION.** The distribution of funds among prime sponsors or eligible applicants according to the formulas contained in CETA.

**APPLICANT.** Any person who fills out an application awaiting enrollment into the program.

**AREA OF SUBSTANTIAL UNEMPLOYMENT.** (For purposes of Public Service Employment), any area of sufficient size and scope to sustain a public service employment program and which has an average unemployment rate of at least 6.5% for the past 12 months.

**BALANCE OF STATE.** The geographical areas of a state which are ineligible for independent prime sponsorship, which, therefore, become the responsibility of the state government in a statutory role as a prime sponsor.

**BLOCK GRANT.** A consolidation of functional programs into one grant in which grantees are eligible through formula or through an application process.

**BUDGET INFORMATION SUMMARY (BIS).** CETA budget planning forum - projection of obligations and expenditures.

**CETA.** The Comprehensive Employment and Training Act. Establishes a broadbased block grant program of employment and training and related activities including recruiting, training, and other employment services.

CAMPS. Cooperative Area Manpower Planning Systems. A mechanism for state and local coordination mandated under amendments to the Manpower Development and Training Act in 1967. Superseded by the Comprehensive Employment and Training Act in 1973.

CAREER LADDER. The various skill grades or developmental steps in a particular occupation arranged from the lowest level to the highest, fashioning a career ladder.

CATEGORICAL PROGRAMS. The term applies to the vast majority of federal programs developed during the 1960s which were intended to meet a specific need, with application requirements and funding regulations specifically tailored to individual programs.

CEP. A Department of Labor program, initiated in 1967, which served as a manpower services "delivery system" to channel federal funds into selected central city census tracts. It essentially by passed state and local governments using Community Action agencies to consolidate various programs under one administrative head.

CIVIL RIGHTS ACT OF 1964. Its Title VII provisions prohibit discrimination by private sector employers and provide enforcement mechanisms for assuring the elimination of discriminatory practices in the labor market.

CLIENT. An individual who utilizes the services of a employment and training agency.

CLIENT COMMUNITY. A single group or multiple groups of person designated to be served by an Employment and Training Program.

COMMUNITY ACTION AGENCY. A local organization formed to represent the poor within particular areas of a community, and which provided certain manpower training and related services through funds made available by the Office of Economic Opportunity. These programs were generally characterized by a high degree of client control.

COMMUNITY BASED ORGANIZATION (CBO). Organizations which are representative of communities or significant segments of communities and which provide employment/training services (for example, Opportunities Industrialization Centers, Urban League, Jobs for Progress, Mainstream, and Community Action Agencies).

COMMUNITY COLLEGE. A two-year or "junior" college, generally having minimal entrance requirements, and intended to serve the area's immediate post-secondary and remedial education needs.

COMPONENT. An easily distinguished or logically separable element of any specific "system". It can be considered as any distinct

COMPREHENSIVE EMPLOYMENT AND TRAINING PLAN. The annual statement of a prime sponsor's employment and training goals and objectives. Also includes a definition of the procedures to be used by each program. Required under CETA.

COMPREHENSIVE SERVICE APPROACH. A method of planning and delivering services which is based on the availability of numerous programs, each integrating both social and employment and training services. This concept is intended to help individuals overcome both personal and institutional barriers to economic and social self-sufficiency.

CONSORTIUM. An association of independent units of local government organized to permit joint planning and operation of employment and training programs, each integrating both social and manpower services. This concept is intended to help individuals overcome both personal and institutional barriers to economic and social self-sufficiency.

CONTRACTOR. Any person, corporation, partnership, or public agency entering into a service contract with the DOL, a grantee, or a subgrantee under CETA.

COOPERATIVE AREA MANPOWER PLANNING SYSTEM. (See CAMPS.)

COST BENEFIT ANALYSIS. A technique for comparing the costs and benefits associated with a program in order to assess the volume of benefits returned per unit of cost. The use of cost-benefit analysis is characterized by efforts to quantify as much as possible all the monetary and social costs and benefits.

COVERED EMPLOYMENT. Those jobs covered by the unemployment compensation program. Generally, those not covered include agricultural workers, domestic and service workers, employees of state and local government, self-employed workers, and workers in non-profit institutions. Those persons considered covered but ineligible for unemployment compensation are usually persons who have exhausted their benefit rights through long periods of unemployment and new workers who have yet to earn benefit rights.

CURRENT POPULATION SURVEY. A monthly survey of sixty thousand household from the nation conducted by the Census Bureau. The survey is designed to supply monthly statistics on employment, unemployment, and related subjects which are subsequently analyzed and published by the Bureau of Labor Statistics in Employment and Earnings and Monthly Labor Force.

DECATEGORIZATION. Reduction of the specific focus of federal grant-in-aid programs, including removal of the detailed requirements and restrictive regulations associated with applying for and administering such programs. The intent of decategorization is to enhance local flexibility, encourage comprehensive planning, and simplify cumbersome administrative procedures.

DECENTRALIZATION. Curtailment of the centralized administrative and supervisory role of federal agencies in employment and training programs and dispersal of greater operational and planning authority to units of state and local government.

DELIVERY SYSTEMS. The entire array of administrative and planning agencies and service units and their components, which as a whole comprise a mechanism for providing employment and training services to potential clients.

DICTIONARY OF OCCUPATIONAL TITLES. A dictionary published by the DOL which is essentially a means of classifying and systematically defining jobs. Generally more detailed than the job categories used by the Census Bureau, the Dictionary of Occupational Titles is utilized extensively by public and private planners and program officials.

DISADVANTAGED. A reference to persons competitively disadvantaged in the job market by age, racial, education, physical, or mental impediments. For administrative and planning purposes, the characteristics of the disadvantaged are specified by income levels and other labor market indicators.

DISCOURAGED WORKERS. Persons without a job who make no effort to find work because they feel certain that no work is available. Often such a person becomes "discouraged" after long periods of fruitless searching for work. Discouraged workers are frequently termed the "hidden unemployed." They are not included in unemployment estimates. Their withdrawal from the labor market during periods of high unemployment causes and underestimation of the severity of unemployment.

DISPLACED HOMEMAKER: A person who has been out of the labor force for a substantial number of years as a result of homemaking responsibilities and who is experiencing difficulty in obtaining and upgrading employment.

DOL. Department of Labor. Federal agency charged with the responsibility of supervising most employment and training programs through its subdivision, the Employment and Training Administration.

DROPOUT. One who leaves school or a training program prior to completing the minimum requirements for certification.

ECONOMICALLY DISADVANTAGED. A person who:

- receives or is a member of a family which receives welfare payments; or
- had a family income during six months preceding application which would have qualified for welfare payments; or
- has, or is a member of family which has received a total family income for the previous 6 months that is below the poverty level; or
- is a foster child supported by public means; or
- is handicapped and receiving community support or services.

ELECTED OFFICIAL. A term used for elected and/or appointed officials who typically and on a continuing basis exercise policymaking and/or strategic (or policy) management functions. Accordingly, the term "elected official" includes chief executive officers (CEO) or Chief Administrative Officers (CAO), e.g., county executives, city managers, appointed officials whose principal tasks are to assist the CEO and CAO in the policymaking process; and legislators--including councilpersons and commissioners of general purpose governments.

EMPLOYMENT SECURITY AUTOMATED REPORTING SYSTEM (ESARS). The prime employment service reporting system which collects, organizes, and reports on key indicators of employment service workloads, performance, and resource utilization. ESARS reports are developed for major local areas and states.

ENTRY LEVEL. The lowest position in any promotional line, locally defined by collective bargaining agreements, past practice, or applicable personnel rules.

EQUAL OPPORTUNITY ACT (EOA). 1964 - Acknowledged the severe employment problems affecting disadvantaged youth, older workers, and welfare-recipient families, and specifically tailored programs for those groups. The Act also established the Office of Economic Opportunity with the avowed purpose of eliminating poverty by availing everyone of the opportunity for "education, training, work, decency, and dignity."

EVALUATION. The measurement of effectiveness and impact of program results in terms of participant program activities as they relate to the community. The objective of evaluation is the improvement of the quality of services being delivered through the prime sponsor and to help in the achievement of each subcontractor's stated goals.

FEDERAL ASSISTANCE PROGRAMS. A term used to refer to the variety of Federal programs available to State and local governments including counties, cities, metropolitan and regional governments; schools, colleges, and universities; health institution, non-profits and for profit organizations; and to individuals and families. Current Federal Assistance Programs are listed in the annual Catalogue of Federal Domestic Assistance. The 1974 Catalogue, for example, provides a comprehensive listing and description of 975 programs administered by 52 different federal departments.

FEDERAL REPRESENTATIVE. Regional ETA representatives who serve as the primary contact point with prime sponsors. Federal Representatives communicate all Federal requirements to prime sponsors, coordinate the review and approval of grant applications, coordinate the assessment of the prime sponsor's performance against plan and assess the need for, and provide and/or coordinate the provision of technical assistance.

FINANCIAL STATUS REPORT (FSR). CETA fiscal reporting form which summarizes actual expenditures.

FOLLOW-UP. Continuing contacts made by representatives of service delivery agencies with their former clients in an effort to determine additional services needed by the clients or to collect information on the clients' current labor market status for evaluative purposes.

FRINGE BENEFITS. Non-pecuniary rewards or benefits paid by an employer to complement salary or wage payments.

FULL EMPLOYMENT. Employment of all persons willing and able to work. A practical "full employment" goal has been considered as 95% to 97% of the labor force.

GENERAL APTITUDE TEST BATTERY (GATB). A group of tests intended to gauge aptitudes in nine areas, including mental and physical abilities. The GATE complements the Dictionary of Occupational Titles and is widely used in employment counseling.

GENERAL EDUCATION DEVELOPMENT DIPLOMA (GED) An academic diploma granted to persons who have not finished high school, upon their successful completion of a formal high school equivalency program. Progress toward the GED is gauged by satisfactory performance in an equivalency program as well as by successful passing of a standardized test. A GED is generally an accepted substitute for a high school diploma.

GRANTEE. Any individual or organization, including a prime sponsor under Title I or Title II or CETA, which receives a grant from the DOL to establish or operate any program or activity under the Act.

HANDICAPPED. A client that has a physical, mental, or emotional impairment, or a chronic condition which could limit work activities, or is a veteran currently rated at least 10 percent physically disabled by the Veterans Administration, or retired for physical disability by a branch of the Armed Forces.

HOLD HARMLESS CLAUSE. A method by which agency or prime sponsor can be shielded from drastic funding reductions. A hold harmless provision guarantees the agency a specified percentage of the previous year's funding for a prescribed number of future planning periods.

INDIRECT PLACEMENT. Participants who were placed by the grantee/contractor in unsubsidized employment after benefiting from training, work experience, subsidized employment, or a supportive service under the program.

INTAKE. The complete system designed to bring participants into employment and training service program; includes procedures for receiving and in-processing clients, for assessing their needs, and for assigning them to the appropriate service.

INSTITUTIONAL TRAINING. Any form of job training, personal counseling, or basic education conducted within a formal educational establishment rather than at the specific work site.

INTERVENTION. A deliberate strategy for inducing change. It is the formulation of policies intended to affect a group of person, an institution, or a local labor market.

IPA. Intergovernmental Personnel Act, administered by the U.S. Civil Service Commission. IPA grants are for a broad range of personnel administration improvement activities including management capacity development, technical assistance, and training. One half of each State's allocation must be spent on local government needs. 80% of the funds is based on a population/public employee formula. Intergovernmental mobility assignments are also authorized under the IPA.

**JOB OPENING.** A currently vacant job slot for which an employer is actively seeking a worker.

**JOBS.** Job Opportunities in the Business Sector. A program operated by the National Alliance of Businessmen which provides on-the-job training in private firms as well as seeks private sector jobs for disadvantaged workers.

**LABOR FORCE.** All persons enumerated as in the non-institutional population between 16 and 65 years of age, who are either employed or who meet the definition of unemployed, including members of the Armed Forces.

**LABOR MARKET.** For state or local planning, the geographical region within which most workers are acquired. For some jobs this may be a given community, while for others it may be nationally-oriented. Also, the physical area which a worker can search for a job within reasonable traveling distance of his residence.

**LABOR SUPPLY.** That portion of the labor force which is available to accept jobs within a labor market area.

**LOCAL EDUCATION AGENCY.** A public authority legally constituted within a State of either administrative control over, direction of or service to public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or a combination of such school districts or counties which are recognized in a State as an administrative agency for their public elementary or secondary school.

**MONITORING.** Assessment of a project's activities to determine contract compliance and adherence to technical regulations, and to determine if the project goals and objectives are being met. The objective of monitoring is the improvement of a project's ability to deliver services to its participants.

**NACO.** National Association of Counties. NACO's membership includes 21,000 elected or appointed county government officials and other management and policy officials. The association provides a research and reference service for county officials. Committees include roads and highways, natural resources, county planning, education, etc. (See Public Interest Groups.)

**NGA.** National Governors' Association. Founded in 1958, the National Governors' Conference (NGA) is a membership organization that includes Governors of the States, territories, and Puerto Rico. The NGA seeks to improve State government, addresses problems requiring interstate cooperation and endeavors to facilitate intergovernmental relations at the Federal/State and State/Local levels. (See Public Interest Groups.)

**NOT-IN-THE-LABOR-FORCE.** All persons not classified as members of the labor force; for example, students, housewives, retirees, seasonal workers in an "off" season, inmates of institutions, disabled workers, and persons doing only incidental unpaid family work.

**NYC.** NEIGHBORHOOD YOUTH CORPS. Former categorical program which provided work experience and training programs for young people.

**OBJECTIVE.** A specific, measurable aim toward which an activity is channeled. In the context of CETA planning, objectives are determined on the basis of more general goals and policy choices, and operational alternatives are then selected and implemented to attain chosen objectives. Progress in reaching desired objectives is usually measured at specified time intervals.

**OMB--OFFICE OF MANAGEMENT AND BUDGET:** Is in the Executive Office of the President. A number of efforts to rationalize, streamline, or otherwise improve the process of intergovernmental relations have OMB - administrative directives as their source -- e.g., A-95.

**ON-THE-JOB-TRAINING.** Job-related training at the employment site, as opposed to classroom training or formal apprenticeship programs.

**OPERATION MAINSTREAM.** Former categorical program authorized under 1965 amendments to the Economic Opportunity Act. Generally provided work opportunities for older adults who were considered unemployable.

**OUTREACH.** Seeking out and offering employment and training services to clients within the community, as opposed to waiting for them to apply for assistance.

**PLACEMENT.** Securing a job for an individual by an educational or employment agency. Also, the placement of a person in unsubsidized employment, whether a result of his own effort after intake service or a referral by the prime sponsor or any of its contractors or subgrantees.

**PLANNING COUNCILS.** Planning councils at both state and local levels appointed by the representative prime sponsors to plan and coordinate their area's activities. Such councils are required by CETA to be composed of a cross-section of the community, to include elected and appointed officials, clients, and business and labor representatives.

**POVERTY LEVEL.** The annual income figure below which families of various sizes living in different parts of the nation are defined as living in poverty. That level is determined in accordance with guidelines provided by the Director of the Office of Management and Budget.

**PRIME SPONSORS:** A State; or

- a unit of local government which has a population of at least 100,000, or
- a consortium of units of local government, any one of which has a population of at least 100,000; or
- a limited number of concentrated employment programs serving rural areas having a high level of unemployment; or
- a previously designated prime sponsor, regardless of population decline below 100,000, which has demonstrated effectiveness and continued capability to carry out programs; and

which has entered into a grant with the DOL to provide comprehensive services under Title II of the Act.

**PROGRAM AGENT.** For the purposes of Title II of the Act means a subgrantee which is a unit of, or a combination of units of, general local government having a population of 50,000 or more and which has an area of substantial unemployment within the jurisdiction.

PROGRAM PLANNING SUMMARY (PPS). CETA form for planning total enrollments, enrollments by program activities, and terminations.

PUBLIC EMPLOYMENT PROGRAM. The temporary program initiated by the Emergency Employment Act of 1971 to subsidize jobs in state and local government and to earmark them for unemployed and underemployed persons.

PUBLIC SERVICE EMPLOYMENT. Governmentally subsidized employment in state and local government under Title IID and Title VI of CETA.

SESA--STATE EMPLOYMENT SECURITY AGENCIES: State agencies affiliated with the United States Employment Service and formed in accordance with the Wagner-Peyser Act of 1933, as amended. The agencies comprise the system of employment services offices and unemployment insurance offices.

SIGNIFICANT SEGMENTS. Those groups of people, to be characterized, if appropriate by racial or ethnic, sex, age, occupational or veteran status, which causes them to generally experience unusual difficulty in obtaining employment and who are most in need of the service provided by the Act. Other descriptive categories may be used to define a "significant segment".

SPECIAL VETERAN. An ex-serviceman who was on active duty with the Armed Forces in Indochina or Korea, including the waters adjacent thereto, on or after August 5, 1964, who received other than a dishonorable discharge.

STANDARD INDUSTRIAL CLASSIFICATION CODE (SIC). A means of classifying and describing employing establishments by their industrial activity. The code is published by the Office of Management and Budget and updated regularly.

STANDARD METROPOLITAN STATISTICAL AREA (SMSA). A widely used Census Bureau term for defining urban area. It usually refers to a county or group of contiguous counties containing at least one city of fifty thousand or more inhabitants or "twin cities" with a combined population of at least fifty thousand. SMSA usually includes adjacent counties which meet criteria which reflect their metropolitan character and their economic and social integration with the central city.

STATE EMPLOYMENT AND TRAINING COUNCILS. State advisory bodies formed under CETA to monitor and coordinate programs within each state. By law, one-fourth of the membership of these councils must represent prime sponsors.

SUB-GRANTEE. Any governmental unit or private non-profit agency which receives a grant from a prime sponsor.

SUBSIDIZED EMPLOYMENT. An employment in which the cost of employee wages is reimbursed to the employer out of government funds. This employment usually is temporary and is generally restricted to individuals enrolled in employment and training programs.

SUPPORTIVE SERVICES. Services offered program clients in support of training and employment services, such as day-care, health care, and transportation allowances.

TARGET GROUP. A particular population group of a community designated to received intensive employment and training services, usually for a specified period.

TECHNICAL ASSISTANCE (TA). A term used to refer to the programs, activities, and services, provided by the Federal government, a public interest group, or another third party to strengthen the capacity of recipients to improve their performance with respect to an inherent or assigned function. The delivery of Technical Assistance requires serving one or more of three functions: (1) transferring information, (2) developing skills, and (3) transferring products. The tools of TA include counseling, training, giving expert information, providing equipment, goods, or services, including advisory services.

TERMINATIONS.

1. Direct Placement - any individual who is placed on a job after receiving only intake, assessment, and/or job development services.
2. Indirect Placement - any individual who is placed on a job after receiving the above mentioned service plus any other services the system offers such as work experience, training, orientation, supportive services, etc.
3. Self Placement - any client who obtains a job through his or her own job seeking efforts. These clients are not to be counted as either direct or indirect placement.
4. Other Positive Terminations - clients who terminate for the following reason:
  - to enroll full time in an academic or vocational school
  - to enter the military
  - to enroll in another manpower vocational program not funded by CETA
  - to engage in another activity which will increase employability
5. Non-positive Terminations - clients who terminate for any reason other than those listed under placement or other positive terminations.

UNDEREMPLOYED PERSON--means: (a) Persons who are working part time but seeking full time work; or (b) Persons who are working full time but whose current annualized wage rate is not in excess of (for a family of one), the higher of either. (1) The poverty level; or (2) 70 percent of the lower living standard income level.

UNEMPLOYED PERSONS--means for purposes of determining eligibility:

- (a) person who is without a job for at least seven consecutive days prior to application for participation. A person shall be considered as being without a job if, for seven consecutive days, such person:
  - (1) Worked no more than 10 hours; and
  - (2) Earned no more than \$30; and
  - (3) Was seeking and available for work; or
  
- (b) A person who is:
  - (1) A client of sheltered workshop;
  - (2) Institutionalized in a hospital, prison, or similar institution; or
  
- (c) A person who is 18 years of age or older and whose family receives public assistance or whose family would be eligible to receive public assistance but for the fact that both parents are in the home;  
or
  
- (d) A person who is a veteran who has not obtained permanent unsubsidized employment since being released from active duty. Such person shall be considered to meet "unemployed" eligibility requirements regardless of the specific term of unemployment required.

UNSUBSIDIZED EMPLOYMENT. Employment not supported in any manner by government funds.

WAGES. Usually, hourly payment for work rendered. Total wages encompass all compensation paid to workers, including commissions, bonuses, cash value of meals, lodging, and other gratuities, if furnished in connection with the job.

WIN--WORK INCENTIVE PROGRAM. Authorized by the 1967 amendments to the Social Security Act, and administered by the DOL. Provides job placement and training for members of families receiving welfare payments classified as Aid to Families with Dependent Children. Rererrals and support services are handled by welfare agencies.