



# EMPLOYMENT & TRAINING REPORTER

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# Bulletin Board

## CONGRESSIONAL ACTION

### Bills Introduced

**IMMIGRATION** — The American Jobs First Act, HR 4598, would bring several reforms to the H-1B visa program for technical and highly skilled workers. It would require employers to pay the higher of either the wage paid previously to H-1B workers, or \$110,000 a year. The measure would increase academic degree requirements for foreign workers and institute a two-year cooling off period after layoffs, lockouts and strikes that result in employee termination before the program could be used to fill those jobs. The Department of Labor would be required to make public the identities of companies applying for H-1B visas. Introduced Feb. 24, by Rep. Mo Brooks (R-Ala). This mirrors S 2394, introduced in December, by Sen. Ted Cruz (R-Texas).

**LAYOFFS** — United States Call Center Worker and Consumer Protection Act, HR 4604 and S 2593, would direct the Department of Labor to maintain a list of companies that have closed call centers and offshored their operations. The legislation would also make those companies ineligible for federal grants or federally guaranteed loans. Introduced Feb. 24, by Rep. Gene Green (D-Texas) and Feb. 25, by Sen. Bob Casey, Jr. (D-Pa), respectively.

**WAGE RATES** — The Puerto Rico Minimum Wage Improvement Act, HR 4637, would allow the

Caribbean territory to opt out of the federal minimum wage. According to its sponsor, the bill is a response to proposals to allow Puerto Rico to declare bankruptcy, and while the bill does not specify how a minimum wage would be set, ideally it would reflect prevailing wages in the Caribbean. Introduced Feb. 26, by Rep. Mark Sanford (R-SC).

**ADULT EDUCATION** — The Families Learning and Understanding English Together Act, HR 4643, would authorize \$50 million per year for five years for a competitive grant program that funds family literacy services, helping parents with children ages 8 and younger learn English and help their children learn English. Introduced Feb. 26, by Rep. Raúl Grijalva (D-Ariz).

**TAX CREDITS** — The Jobs for Veterans Act, HR 4660, would set up a simplified Work Opportunity Tax Credit covering all veterans who were released or discharged from active duty after Sept. 11, 2001. The current WOTC eligibility categories for veterans require some additional type of disadvantage, such as disability, long-term unemployment or receipt of nutrition assistance. Introduced March 2, by Rep. Pete King (R-NY).

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# Current National Developments

## **TANF Reauthorization**

### **CHAIRMAN'S FIRST HEARING LOOKS AT WORK PROGRAMMING**

Another House hearing on reauthorizing the Temporary Assistance for Needy Families Program — and more generalized welfare reform — focused on skill building and employer partnerships with workforce and social service agencies.

The Ways and Means Human Resources Subcommittee met March 1, taking testimony from two employers, a local workforce director and other experts.

The meeting was the first time Rep. Vern Buchanan (R-Fla) chaired the subcommittee. Buchanan is a business owner and investor who in the late 1970s helped found a national chain of print shops and in the 1990s owned a chain of car dealerships in Florida.

He was tapped for the position when past full Committee Chairman Paul Ryan agreed to serve as Speaker of the House last fall, setting of a chain of seat shifting.

At the start of the meeting Buchanan said that the employer perspective on welfare to work had not been heard at previous hearings on TANF reauthorization during the 114th Congress.

“With looming workforce shortages in the decades ahead, businesses are going to need all who can work to work. Yet we know of all working-age adults who are in poverty, almost two in three are not working. The challenge is how to tap into this capable workforce and bridge this divide. I propose the answer lies in partnering with business and promoting work in our welfare programs,” Buchanan said.

Business leaders representing a Michigan manufacturer and a national hotel chain told the subcommittee about their partnerships with public agencies to employ welfare recipients and other low-skilled, entry-level workers.

Laurie Larrea, president of Workforce Solutions Greater Dallas; Christopher King, a senior researcher and past director at the Ray Marshall Center for the Study of Human Resources at the University of Texas at Austin; and Mark Wilson, president of the Florida Chamber of Commerce, also testified.

Cascade Engineering is a group of manufacturing businesses focused on plastic injection molding headquartered in Grand Rapids, Mich., with about 1,600 workers across 14 U.S. locations.

Kenyatta Brame, its chief administrative officer, told of how the company's founders sought to shape a manufacturing environment inclusive of workers

trying to leave poverty. There were trials over the years, but a major boost to the company leaders' efforts came three years after the 1996 welfare reform, when the Michigan Department of Human Services placed social worker Joyce Marsh on-site at a Cascade plant to support its Welfare to Career recruitment program. The state agency agreed to provide at least one year of supportive services to welfare recipients hired by the company, and Marsh was to be their in-house caseworker.

Marsh has been responsible for recruiting workers from TANF rolls and addresses their problems with the aim of job retention when human resource representatives have concerns.

“There are issues that I, as an employer, shouldn't be asking an employee about, issues like domestic violence. But she can ask about these issues ... Sometimes, between an employer and a state agency, we want the same things,” Brame said.

He was responding to Rep. Bob Dold (R-Ill), who asked how a social worker is different from a human resources representative. Buchanan also focused on the Cascade story, asking similar questions.

Cascade currently employs 84 Welfare to Career participants, 37 of whom still receive some welfare benefits. Cascade's experience led to the founding of Southwest Organizations Unifying Resources for Community and Employees, a nonprofit that provides recruitment and retention services, using social work strategies, to member companies, Brame explained.

Barbara Doucet, corporate director of human resources for Omni Hotels and Resorts, told the committee about the company's experience, since 2008, working with two local workforce agencies in Texas to staff new hotels in Dallas and Fort Worth.

### **“Constant Pipeline”**

“Workforce Solutions was an essential partner in advertising and reaching candidates that Omni may not have been able to communicate with on our own. They screened and referred jobseekers and proved to be a constant pipeline of new applicants for us,” she said, referring to both the Greater Dallas and Tarrant County workforce agencies, which operate under the statewide brand.

Omni Hotels staffed its new properties through several programs accessed through the workforce system, including the TANF-funded subsidized jobs program Texas Back to Work and summer youth jobs provided with Workforce Investment Act funding.

Doucet urged the committee to consider continuing support for subsidized employment.

Workforce Solutions Greater Dallas also connected the hotel chain with community- and faith-based organizations, she said. One faith-based group, H.I.S. Bridgebuilders, worked with the hotel to develop a transitional jobs program that takes clients referred from community service agencies and housing shelters. Its five-week training program includes life skills and hospitality training. After a week of job shadowing at the Omni Dallas hotel trainees spend 90 days in paid transitional work at the hotel on the payroll of H.I.S. Bridgebuilders.

Program completers are given preference for available permanent positions at the hotel.

Since the program was launched in 2011, 146 people have taken part: 99 were hired as full-time employees and 23 are currently employed, Doucet told the committee.

Having the support of faith- and community-based organizations to provide low-skilled, low-income jobseekers with wraparound and support services has been “invaluable,” Larrea told the committee.

During her testimony, the local workforce director explained that her agency seeks to help TANF customers build independence from government benefits after job placement.

Currently, Workforce Solutions Greater Dallas is working with the Irving Independent School District and Sheraton Hotels to provide work-based learning opportunities to low-skilled incumbent workers.

### “Meaningful Work”

“I’ve been chief executive of the Dallas system since 1989, and in that time, I’ve witnessed dramatic swings in the economy, talent requirements and public subsidies. The only constant has been that meaningful work benefits families better than welfare,” Larrea said.

King offered lawmakers an overview of evaluated programs that have shown earnings gains for low-skilled workers provided training and other services and discussed promising aspects of the Workforce Innovation and Opportunity Act’s support for career pathways and sectoral strategies.

He offered as examples Austin’s Capital IDEA (ETR 4/16/12, p. 377) and the national Health Professions Opportunity Grants (ETR 7/20/15, p. 602).

“Simply connecting low-income individuals with jobs is no longer sufficient and likely hasn’t been for some time. We need to help them prepare for and gain access to good jobs offering good pay and career advancement opportunities ... Labor markets today are very different than they were 20 years ago. If they are not in the right in-demand sector, low-income workers can be left behind,” he said.

King offered several technical recommendations for TANF reform, including removing restrictions on postsecondary education, adult basic education and job training as allowable work activities and

aligning TANF’s performance measurement with the credential attainment, employment, retention and earnings measures of WIOA.

House Republicans unveiled a discussion draft of TANF reauthorization last summer that — at least in part — addresses some of King’s recommendations. The draft legislation would ease but not remove restrictions on meeting work requirements through education and would place WIOA’s employment, retention and earnings measures on TANF programs (ETR 7/20/15, p. 593).

These were not mentioned at the recent hearing. Moreover, another recent indicator suggests that House lawmakers may not move quickly on TANF reauthorization.

On Feb. 24, the chairmen of the Agriculture, Budget, Education and Workforce, Financial Services and Ways and Means Committees announced that they would join together in a task force on “poverty, opportunity and upward mobility” to develop a policy agenda that will be presented to the nation in the months ahead.

—Ryan Hess

### WIOA Implementation

## FEDERAL OFFICIALS ZERO IN ON WIOA GAME-CHANGING PROVISIONS

It is fair to say that the Workforce Innovation and Opportunity Act is a law with many small changes in policy that may or may not drive programming in the years ahead. Assistant and deputy secretaries from the Departments of Labor and Education got together recently to talk about how some of the mechanics of WIOA could factor in to increased partnership across funding streams.

The conference call took place March 1. The discussion was originally planned as a presentation at the WIOA National Convening, held at the end of January. The federal agencies invited teams of officials from across states to participate in workshops and peer-to-peer discussions related to state plan development and other implementation issues. A blizzard disrupted the event schedule.

It was about a month later that Assistant Secretary for Employment and Training Portia Wu joined Rehabilitation Services Administration Commissioner Janet LaBreck, Assistant Secretary for Special Education and Rehabilitation Michael Yudin, Assistant Secretary for Career, Technical and Adult Education Johan Uvin and Deputy Assistant Secretary for Community Colleges Mark Mitsui to talk to workforce development stakeholders.

They focused on potentially important, but sometimes overlooked, changes the law makes to programs in each of their jurisdictions and opportunities for cooperation in the trenches.

“It doesn’t really matter what door they come in. Our customers all want a job. The footprint of our education partners is really the bigger footprint,” Wu said.

Some of the statutory developments the agency leaders highlighted are, at this point, well known in the workforce development community.

WIOA emphasizes serving individuals with barriers to employment. It will require common performance measures across the workforce, adult education and vocational rehabilitation programs. And the law calls for unified or combined state plans that at a minimum cover core programs but could be more extensive. State planning activities have been underway for months now.

But implementation is more than planning, and stakeholders at the ground level might want to think about small changes in policy as they continue to provide services, the leaders suggested.

Several of the Education Department officials pointed out that the law’s definition of people with barriers to employment, at Section 3(24), includes 13 subpopulations, including subpopulation (D) “individuals with disabilities, including youth who are individuals with disabilities” and “individuals who are English language learners, individuals who have low levels of literacy and individuals facing substantial cultural barriers.”

### Adult Ed to Higher Ed

Uvin outlined several changes included in WIOA’s Title II, which authorizes the adult education program, that could be of broader interest.

One of the program’s stated purposes, at Section 202(3), is now to “assist adults in attaining a secondary school diploma and in the transition to postsecondary education and training, including through career pathways.”

“We’re not placing a period after the high school credential; we are placing a comma there,” he said, explaining that the law now advocates moving adult education participants into more advanced forms of training.

WIOA also authorizes a new type of adult education provider, employers working in partnership with any of a number of previously allowable providers that run the gamut from local education agencies to community-based organizations, colleges and libraries. That’s at Section 203(5)(j).

Sections 203(11) and (17), respectively, define integrated education and training and workforce preparation as allowable activities with adult education funding. These are key activities for potential collaboration between WIOA Title I agencies and their adult education partners, according to Uvin.

Mitsui said he is excited by the requirement, at Section 121(d)(2), that one-stop career center operators be selected by a competitive process. Commu-

nity colleges may be interested in seeking these opportunities, he said.

The ED leaders talked at length about the 2013 Organization for Economic Cooperation and Development Survey of Adult Skills and its implications across programs (ETR 10/14/13, p. 76).

“We know that two-thirds of individuals with low numeracy, literacy and problem-solving skills are employed, but have low wage levels,” said Yudin, who also pointed out that 60 percent of people with disabilities ages 25 and older have no education beyond a high school diploma, and that more education leads to greater labor force participation for this population.

“Education is a key service. It is critical to success in the labor market and to earn a family-sustaining wage,” Mitsui said.

Speaking about the VR program, LaBreck described a number of changes that emphasize placement of jobseekers in competitive employment and the provision of transition services to young people with disabilities aging out of high school special education programs.

Two particular policies she outlined allow VR agencies to support employed clients longer than in the past.

Section 404 (39) authorizes VR agencies to provide supported employment services aimed at helping clients keep competitive, integrated jobs for up to 24 months after placement. This was 18 months under the Workforce Investment Act.

Another provision, at Section 604(b)(2), allows for extended supported employment services for young people with significant disabilities for up to four years, according to LaBreck.

The VR commissioner said that 65,462 14- to 24-year-olds were served by state VR programs in fiscal year 2014, and more than 90 percent gained integrated competitive employment.

“It will be important for VR agencies to ensure that their partnerships are strong,” she said, of the new requirements.

### Disconnected Youth

In the discussion that followed, Wu brought up the now well-know requirement that 75 percent of WIOA Title I youth funding be spent on out-of-school participants. Uvin responded, offering another data point to think about, that 700,000 to 750,000 disconnected young people reconnect to education each year through adult education programming.

Wu added that education partners have worried about performance accountability and privacy issues. Guidance is forthcoming on the use of UI wage records and the Federal Education Rights Privacy Act in WIOA accountability, she said.

—Ryan Hess

## Community Colleges

### STUDENTS ARE AMBIVALENT ABOUT GETTING ADVICE FROM MACHINES

Community college advising and one-stop career center counseling are different fields, but both may see technology replace some person-to-person interactions in guiding people toward careers. A new working paper from a leading research center tells how community college students feel about receiving guidance through email, text alerts and other digital means.

“We find that students are open to using technology for more formulaic advising services, such as course registration, but prefer in-person support for more complex undertakings, such as planning courses for multiple semesters and refining their academic and career goals,” write Hoori Kalamkarian and Melinda Karp, in summary.

Karp is the assistant director for staff and institutional development at the Community College Research Center at the Teachers College of Columbia University and leads a project on improving the use of digital advising systems. Kalamkarian is a research associate at CCRC.

In *Student Attitudes Toward Technology-Mediated Advising Systems*, released in August, the researchers explore how students at community college feel about the delivery of counseling services through technology.

Karp and Kalamkarian note that community colleges and other institutions that accept large numbers of applicants often face significant resource constraints when it comes to student counseling, that student-to-counselor ratios can range from the hundreds to the thousands and that these pressures lead school administrators to look toward enhancing services through technology.

The researchers propose that technology backers point out that young college students grew up in the Internet age and are used to digital interaction.

Citing a 2014 article by Trudi Gaines of the University of West Florida, published by the journal of the National Academic Advising Association, the CCRC researchers refer to a survey of 167 undergraduate students preparing to be teachers. It found that 47 percent preferred to meet face-to-face with an adviser, while one-third preferred to communicate through email. Fewer than 7 percent chose Skype, and 18 percent favored a phone conversation.

Karp and Kalamkarian conducted their research through 18 focus groups of 69 students at six colleges.

These included two small nonurban community colleges, two urban community colleges, one midsize urban state college (also a historically black college) and one rural midsize state college.

Students were invited to participate and were compensated with a \$25 gift certificate.

While 75 percent of participants were 18- to 25-year-olds, the sample ranged in age from 16 to older than 60. Most participants were full-time students.

The Bill and Melinda Gates Foundation funded this research project.

Karp and Kalamkarian found that students often wanted, at least initially, a face-to-face meeting with an adviser, so they could vet ideas about course taking and career planning and learn to manage for themselves. But they also wanted interaction with advisers, which frequently did not happen.

One student, for instance, described telling a counselor that she wanted to pursue nursing and being told she would have to take a series of courses to go down this path.

“They don’t say, ‘What are you trying to do in nursing? Where are [you] trying to go?’ so they can advise me better,” she said.

Others had better experiences. One student said his counselor made his course selection easier by asking, “What are you trying to do with it?” when he said he wanted a prelaw degree.

The “vast majority” of students taking part in these focus groups did not believe that technology-based advising could help them learn to plan for themselves, or offer valuable feedback, according to Karp and Kalamkarian.

As an older student put it: “I often have questions about how well my background really fits in with the course content. I took my SATs in 1977; does that matter?”

### A Convenient Extra

Some students valued the logistical benefit of technology-based counseling — avoiding special trips to campus or waiting in line at the counseling office — but all were students who had already learned how to plan and select their courses. Several students considered technology-based advising a support, rather than replacement, for in-person advising. Interactions with a counselor before an in-person meeting could, for example, allow students to plan better for their face-to-face session.

Students generally supported using technology for simple administrative tasks or purely informational purposes, the researchers found.

Some examples include looking up what day financial aid packages would be disbursed or when classes would begin. Some students welcomed the ability to register for classes online, but felt it was appropriate only after some training on how to use their school’s registration system.

The focus group interviews asked students about what the researchers describe as the “affective support” system, which is generally email or text alerts sent to students when they are at risk of failing a class or falling behind in a program.

Students had mixed opinions about these alert systems.

Some felt this type of interaction shows that schools and their counseling systems care, while others saw them as unwelcome intrusion into their academic lives. A thread that emerged was that the content and tone of messages matter.

One student suggested that a message asking, “Are you not liking this course? Are you thinking about changing or just pulling out of the course early?” could facilitate dialogue between a student and counselor.

“Our study demonstrates that students do not possess an all or nothing attitude toward technology’s potential role in support services. Instead, it suggests that technology alone may be sufficient for some support functions but that it works best as a supplement to in-person advising in other contexts,” Karp and Kalamkarian conclude.

✓ Find the paper *Student Attitudes Toward Technology-Mediated Advising Systems*, at [ccrc.tc.columbia.edu](http://ccrc.tc.columbia.edu).

—Ryan Hess

## Poverty

### SAVEUSA CARROTS PROMPT EXTRA \$500 SAVING BY POORER TAX FILERS

Over three years low- and middle-income tax filers offered an incentive to save had accumulated an average \$500 more than peers with no reward.

This is one of the findings by the New York City-based nonprofit social and education policy research firm MDRC concerning SaveUSA, an experimental behavioral incentive program replicating an effort in the Big Apple called SaveNYC.

“Opening a SaveUSA account had positive behavioral effects,” write Gilda Azurdia and Stephen Freedman in *Encouraging Nonretirement Savings at Tax Time: Final Impact Findings from the SaveUSA Evaluation*. “SaveUSA increased nonretirement savings without increasing debt, and it engendered greater longer-term support for having a savings goal.”

Still, the program is not a silver bullet and did not significantly change the overall financial status of those involved.

The program, which started in 2011, is a tax-time savings program that offers low- and moderate-income families the chance to deposit all or a portion of their tax refund into a special savings account, voluntarily pledging to save a particular amount for a year. If the participants succeed at saving, they get a 50 percent match on what they saved for a year.

Like the original program, it built on the free tax preparation services of the Internal Revenue Service’s Volunteer Income Tax Assistance program.

The report by Azurdia and Freedman, senior associates at MDRC, covers the implementation of the program in New York City, Tulsa, San Antonio, and Newark and presents the effects of the program in two cities — New York City and Tulsa — where the researchers ran a randomized controlled trial.

## Saved More

At the end of 42 months, the researchers were able to show that the program had increased the percentage of participants with nonretirement savings by 8 percentage points and had boosted the total savings held by \$522, compared with savings levels for peers who did not have access to a SaveUSA account.

Among participants, 68 percent received at least one savings match within three program years, and 40 percent deposited tax refund dollars into their accounts more than once in that period. The participants accumulated an average of \$365 in match dollars.

At the outset, 30 percent pledged to save \$1,000, the maximum, and 37 percent pledged to save \$200, the minimum. Over time, fewer pledged to save, so that at the end 42 percent had cumulatively pledged to save the maximum at least once, but 49.1 percent were saving smaller amounts for at least one year.

“When surveyed, most match recipients reported that they used their savings match either for expenditures — such as a big purchase, usual household expenses, travel or a family event, or education — or to pay bills or debts,” the authors point out, noting that most withdrew their savings within weeks of getting the match.

Still, on average, participants saved \$2,281, compared with \$1,759 among the nonparticipant control group. Toward the end, they were relying less on tax-time savings.

The program did not substantially change the net worth of participants. The increases were also consistent across a variety of demographic measures, such as city of residence, age, income level, educational attainment and tax filing status.

“Although generally positive, the longer-term findings from the SaveUSA evaluation also demonstrate the limitations of programs that focus solely on helping low- and moderate-income households increase their nonretirement savings,” the authors state. “Three and a half years after random assignment, members of the SaveUSA group did not report better outcomes than [the control group] on a series of general indicators of financial security, including accumulated levels of debt, liquid net worth, and incidence of experiencing financial hardship.”

The authors point out that at the end of the 42 months, both participants and control group members had “very precarious” finances, carrying about \$10,000 in nonhousing debt and with average household incomes of less than \$2,000 a month.

“In order to improve their financial security, savings increases may need to be much larger, or other interventions may need to be tried,” the authors suggest.

✓ Encouraging Nonretirement Savings at Tax Time: Final Impact Findings from the SaveUSA Evaluation by Gilda Azurdia and Stephen Freedman is available from MDRC, 16 East 34th Street, New York, N.Y. 10016; [www.mdrc.org](http://www.mdrc.org).

—Cecilio Morales

## Teen Pregnancy

### DAVENPORT TARGETS SPAWNING BOYS IN PREVENTION EFFORT

Davenport, Iowa, schools have begun testing a pregnancy prevention program, Wise Guys, directed at boys to forestall earnings and employment setbacks of becoming a parent too young.

The Wise Guys program being evaluated takes up a small unit of classroom time for 7th-graders in Davenport to discuss the developmental changes that boys experience in boys-only groups that allow open talk about male responsibility and sexual health.

Under the 1996 welfare reform law, lowering teen pregnancy became an explicit goal of policymakers given evidence that teen moms and their children have a high likelihood of leading lives of poverty and chronic unemployment.

*Focusing on the Boys: Implementing Wise Guys in Davenport, Iowa*, by Ellen Eliason Kisker and Lauren Murphy, an initial implementation report prepared for Department of Health and Human Services under contract with Mathematica Policy Research, presents the early adjustments needed to get the effort off the ground. A report on the program's effects will be submitted to HHS in 2017 and 2018.

Kisker, an MPR alumna and now independent research economist who heads the Johnstown, Colo.-based consulting firm Twin Peaks Partners, LLC, and Murphy, an MPR research analyst, followed Bethany for Children and Families, a community-based organization that ran the Wise Guys curriculum in seven Davenport-area middle schools during the 2013-14 and 2014-15 school years.

The program was run by two facilitators, one young male viewed as a suitable role model and a female to provide the view from the other sex. The course as implemented consists of 14 sessions delivered once a week in a class period. In the first year, the facilitators found they had to skip one session and revised the presentation of material to fit the same material into 13 sessions.

The program in Davenport aimed to address what authors describe as a “pressing service need” as youths have few services available other than sex education in school.

The effort is being run by a community group called Bethany for Children and Families.

“The city has income levels that are somewhat below the national average,” the authors point out, noting a poverty rate hovering around 18 percent and a 2009-13 median household income of \$44,817, or 16 percent below the national median. In 2012, Davenport's teen birth rate was 31 births per 1,000 females ages 15 to 19, compared with 24 per 1,000 in Iowa and 29 per 1,000 nationally.

A health teacher told the authors that “Some students have zero sexual health knowledge and some have a lot of knowledge. There are some students where their parents haven't talked to them at all about sex. So some kids really need the education.” Another indicated that there appears to be “no resistance” to sexual education from the parents, who “are glad kids are learning.”

Bethany set up the program as a voluntary “pull-out” program during the school day to supplement the sex education curriculum. The group proposed to increase communication between participants and their parents, enhance knowledge of “healthy sexual attitudes and behavior and consequences of risky behavior” to reduce teen pregnancy and HIV/AIDS, and improve the boys' ability to define personal values and beliefs concerning sex and related behavior in relationships.

“Ultimately, Bethany expects Wise Guys to decrease the number of teen pregnancies in Davenport,” the report states, a goal that will not be examined until next year.

### What's Masculine?

A listing of the sessions shows the students exploring self-esteem and confidence and the influences on their personal values. They discuss “masculinity” and the meaning of being male, as well as the physical changes that occur during puberty and what sex is. The boys discover “abstinence as the only risk-free method of staying safe,” but also weigh the advantages and disadvantages of contraceptive methods and get information concerning “sexually transmitted infections.”

Then they are faced with how an unintended pregnancy and STIs can change their lives and the responsibilities of fatherhood, so they can figure out how to decide if and when they have sex.

Within the sample of about 500 boys 12 and 13 years old, only 1 in 4 had been exposed to sex or relationship education in the previous year. About half were white, a fifth Hispanic and 14 percent African-American and slightly less than half (47 percent) lived with both parents, a majority with at least their mother. Aside from 4 percent who said they were “unsure” of their sexual identity, 1 percent reported being gay or bisexual, the remainder “straight.”



Asked about certain behavior that might put them at risk, 28 percent said they were “in a dating relationship” but only 4 percent said they had experienced sexual intercourse. Four percent said they had smoked, drunk alcohol or used marijuana in the previous 30 days.

Asked about sex specifically, 37 percent said condoms can prevent pregnancy “a lot,” 41 percent did not know whether they prevented the spread of infections and 54 percent did not know whether birth control pills can prevent AIDS.

Although the report does not examine effects, it appears the boys liked the sessions, as suggested by one young man, who said: “I think it has been very useful to know all these things about consequences ... if you make dumb decisions early in your life, and then the consequences happen and you can’t do stuff for the rest of your life that, like, if you hadn’t done that, you could have. It almost makes you think, like, make sure that you don’t do that thing.”

✓ *Focusing on the Boys: Implementing Wise Guys in Davenport, Iowa*, by Ellen Eliason Kisker and Lauren Murphy is available from the HHS Office of Planning, Research and Evaluation [www.acf.hhs.gov/programs/opre/index.html](http://www.acf.hhs.gov/programs/opre/index.html).

—Cecilio Morales

## Disability

### CUSTOMIZED EMPLOYMENT PILOT YIELDS EARNINGS GAINS

A four-site pilot program that is testing the effectiveness of moving people with significant intellectual and developmental disabilities toward competitive, integrated employment through customized employment and paid internships exemplifies “employment first” disability policies contained in the Workforce Innovation and Opportunity Act.

That’s according to an Office of Disability Employment Policy official, asked to respond to findings on Pathways to Careers, a small project taking place at sites in or near Boston, Detroit, Northern Virginia and Salt Lake City.

An evaluation is showing significant earnings gains and Social Security benefits reductions for participants.

SourceAmerica, the research firm Mathematica and four local employment service providers are testing a program model named Pathways to Careers.

This model dedicates a significant amount of staff time to working one on one with people to identify their interests and abilities and to develop fitting paid internships, which could lead to job offers. A subsidy for employers is also a component.

On February 25, at a discussion forum in Mathematica’s Washington, D.C., office, project of-

ficials shared two-year outcomes from the pilot’s first site.

Christopher Button, a policy supervisor at ODEP, explained how this project fits within the policy context of WIOA.

### WIOA, Sheltered Workshops

The law included numerous developments that are important from a disability perspective, not just in its Title IV, which authorizes vocational rehabilitation, but also in Title I, which authorizes the workforce development system in general, Button said.

Examples, in Title I, are the inclusion of people with disabilities in the law’s definition of people with barriers to employment (and WIOA’s overall emphasis on increasing services to such customers), the requirement that local workforce boards develop a memorandum of understanding with core partner programs and authority for local workforce agencies to provide financial literacy services.

Title IV has some major changes, including a call for VR to increase competitive, integrated employment; a definition of customized employment and requirements that forbid the payment of subminimum wages to people with disabilities before they have received a sequence of services focused on competitive employment.

“This will limit the use of sheltered employment and subminimum wages, so that it is the last choice for people with disabilities who are considering work,” Button said.

Many participants in the Pathways to Careers pilot came from sheltered employment. Others came from school district transition programs for youth with disabilities.

SourceAmerica delivers supplies and services produced or provided by individuals with significant disabilities to federal agencies, through a national network of nonprofit organizations that employ them.

SourceAmerica’s foundation, the Institute for Economic Empowerment, is coordinating the pilot program with Boston’s Work, Inc.; Jewish Vocational Service’s Detroit agency; the Pioneer Adult Rehabilitation Center, in Davis County, Utah; and ServiceSource, a nonprofit disability services organization in Northern Virginia.

Close to 100 clients at a time are being served across the four sites. Participants have intellectual and developmental disabilities, as well as autism spectrum disorders.

There are three stages to the program: discovery, internships and employment.

Brian DeAtley, senior research manager at SourceAmerica, explained that Pathways to Careers has a zero exclusion policy. Because the applicant pool for the program exceeds the spots available, spaces are filled by lottery.

“Everybody gets to participate. We don’t screen people out,” he said.

## Navigators

In the discovery stage, project staff — called career navigators — meet with clients, their families, educators, colleagues and other people important in their client’s lives to explore job-related interests, abilities and the person’s disability. The navigators observe their clients engaging in typical life activities.

They usually meet weekly for an extended period, resulting in a client profile.

This is used to provide the basis for an internship plan. Internships are developed for each participant, and participants can choose to accept positions offered or see if another can be developed. Consumer choice is an important concept in program design, project officials stressed.

SourceAmerica pays participants during their internship, which typically runs eight to twelve weeks.

Employers are not obligated to offer a job, and Pathways to Careers will develop additional internships for clients who wish to continue and aren’t offered employment.

For employers who hire, the program offers an “employer payroll tax adjustment,” which isn’t really a tax benefit but a subsidy payment to employers that simulates a tax credit. Depending on wages, hours offered and health benefits, this can be worth up to \$7,000 per year. SourceAmerica has committed to making these payments for five years, DeAtley explained.

Mathematica has been tracking 67 participants who received services from the pilot program’s first site in Utah, over its first four participant cohorts.

## Tracking

Applicants were drawn from a sheltered employment program run by the Pioneer Adult Rehabilitation Center, Davis County School District’s transition program and a waiting list of people seeking Medicaid-supported adult day care.

Sixty-seven people, with close to even numbers from all three sources, enrolled. Two years later, only nine had dropped out.

Participants’ ages varied significantly, but the average was 29. Some were coming straight out of high school. One man had spent four decades in sheltered employment and was in his 60s.

Most were living with parents or guardians and had a high school diploma or equivalency certificate, but no further education. Almost all received Social Security disability benefits. A third had jobs at enrollment, but most were with the rehabilitation center.

On average, clients participated in discovery activities for 14 weeks, meeting with program staff for one to two hours at a time.

It took 17 weeks from enrollment for participants to be placed in internships.

Program staff provided on-site support for just under a third of the internships.

“This was really significant in the first month of the internship, but then it really drops off to regular check-ins,” said Mathematica Senior Researcher Gina Livermore, presenting early findings.

Most participants completed one or two internships, but the maximum number completed among this group was five.

Employers offered jobs to 25 of the participants, with 15 accepting their offers.

“Here is informed choice coming in. Some of these people didn’t want these jobs,” Livermore said.

Average wages were \$9.78 per hour.

Most employers did not take the project up on its subsidy.

Pathways to careers only paid out \$45,000 over two years in the simulated employer payroll tax adjustment, on behalf of seven clients.

## 44 Percent Employed

Twenty-four months after intake, 44 percent of participants were employed. Average monthly earnings among the whole group (including those not working) were \$391, nearly double earnings at enrollment. (Average monthly earnings among those employed were \$1,161.)

And average Social Security benefit receipt dropped by \$161 per month.

Therese Fimian, a senior research manager at SourceAmerica, described some of the job placements.

Several were in offices or manufacturing settings. One young man, a University of Utah sports fan, had an internship and landed a job with its athletic department as an equipment handler.

One woman, who enjoys community theater, became an usher at a professional playhouse.

Matt, the program’s first client placed in a job, had held several unsuccessful entry-level jobs prior to enrollment. Through discovery, the staff learned that he had an interest in motorsports and was computer literate. The program placed him in an internship managing parts inventory with a motorcycle and powersports dealership, which turned into a permanent position.

“Thinking about ideal working conditions for individuals is make or break,” Fimian said.

—Ryan Hess

## Ex-Offenders

### DESPITE DIFFICULTIES, WORKFORCE BOARDS ARE ACTIVE IN REENTRY

One of every two local workforce agencies provides reentry services for court-involved adults and young people. They are doing so mainly with their bread-and-butter funding sources. But fewer than half of the directors of agencies running these programs see them as successful.

This is according to a survey of local workforce agency executive directors, conducted last fall by the National Association of Counties, with support from the National Association of Workforce Boards, aimed at better understanding the extent to which workforce agencies are providing reentry services for ex-offenders and other people involved in the criminal justice system.

Natalie Ortiz, a senior justice research analyst at NACo, authored the survey report *Second Chances, Safer Counties: Workforce Development and Reentry*.

Ortiz describes counties as “the front door of the U.S. criminal justice system.”

According to Bureau of Justice Statistics data for 2014, counties operate 91 percent of all local jails.

These house nearly 745,000 at a time, admitting more than 11.4 million throughout the year and releasing 135,000, on average, each day.

“The research provides an understanding of how county governments, including county jails, work with local workforce development boards on reentry programs and workforce development and how the county benefits from reentry programs. Further, this study examines the funding sources of local reentry programs, the importance of federal funding to local reentry programs and the challenges facing reentry programs,” the report says.

The United States has more than 3,000 county jurisdictions and 550 local workforce boards.

Throughout most of the nation, local workforce agencies serve multicounty areas, though some, particularly in the Western states where counties tend to be larger, serve single counties. Many local workforce agencies serving single-county areas are themselves branches of county governments, but that’s not universally the case.

County jails hold people with criminal convictions and those awaiting trial, and both can be released.

Prefacing her findings, Ortiz points out that the Workforce Innovation and Opportunity Act defines an ex-offender as an “adult or juvenile who is or has been subject to any stage of the criminal justice process and for whom services may be beneficial, or who requires assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction.”

This definition covers a wide range of those involved in the justice system, including people on probation and in other community corrections facilities, and people whose cases are still moving through the court system.

More than 60 percent of the nation’s county jail population is awaiting trial, and some of these people will be released before adjudication, for instance when they post bail. Whether incarcerated for a short stint or significant sentence, missing work for an arrest can cost people their job, according to Ortiz.

With support from NAWB, NACo sent a survey to 550 executive directors of local workforce agencies and received responses from 182.

Fifty-eight percent of respondents reported that county officials help determine local workforce agency priorities through their appointment of board members. Twenty-six percent reported that county officials serve on their boards. And twenty-eight percent reported that their agencies either are situated within or function as a county government department.

Forty-seven percent of local workforce agencies provide reentry programming. Among them, 44 percent focus specifically on adults and 30 percent concentrate on young people.

Reentry programming is more common among agencies with heavily populated service areas. Among agencies with service areas that are home to more than 1 million residents, about 6 in 10 provide reentry services.

More than 70 percent of agency directors reported that they work with county partners in reentry, most often with jails, sheriff’s offices and probation departments. More than three-quarters of agencies have joined with nonprofit organizations to support this work. About half of agencies offering reentry services partner with colleges or local school districts.

### WIOA Backbone

Local agencies support reentry programming with a mix of funds, but WIOA adult and youth allotments are their backbone. More than three-quarters of agencies running these programs use adult allotments for reentry, and 56 percent of directors said this was their largest source of funding for this work. Forty-four percent reported using dislocated worker funding for these services.

Eighty-five percent of directors reported using WIOA youth funding for youth reentry programming, and these dollars were the largest source of funding for 72 percent.

Most agencies deliver reentry services through one-stop career centers, and most report that their programs offer common basic services, such as assessment, resume writing and interview coaching. Employability skills development is also part of most programs.

“Soft skill development is an important service, as a lack of these skills is often cited by employers as a reason for not hiring job applicants with a criminal record,” Ortiz points out.

Twenty-three percent of workforce agencies with reentry programs reported hosting workshops for employers on employing ex-offenders.

Working with this population must be a struggle. The survey asked local directors if they felt this work was successful at meeting several objectives. Only 44 percent said they were successful in placing offenders in jobs, and only 29 percent claimed their work reduced recidivism.

Still, more than 8 in 10 local directors said reducing recidivism and engaging offenders in the labor market are goals, and close to two-thirds said that raising the wages offenders earn is a target.

Among workforce agencies that do not operate reentry programming, 57 percent of directors reported that other organizations providing these services inform offenders about their career centers.

Forty-one percent of local workforce agency directors who are not operating reentry programs said

establishing them is a high priority, but more than half said they lack adequate funding to do this work.

More than a third reported that employer background checks, limited transportation and scant well-paying job openings would be hurdles, if they had reentry programs.

“Counties, local workforce development boards and their partners face significant challenges to the success of reentry programs. Maintaining funding is essential, especially as the federal government and many states have recently enacted or are currently considering policies that reduce incarceration and enable prisoners to return to their communities, which will increase the demand for reentry services,” Ortiz writes in her conclusion.

✓ Find the report *Second Chances, Safer Counties: Workforce Development and Reentry* at [www.naco.org/resources/second-chances-safer-counties-workforce-development-and-reentry](http://www.naco.org/resources/second-chances-safer-counties-workforce-development-and-reentry).

—Ryan Hess

## Briefs

### Wage Rates

#### BIRMINGHAM \$10.10 IS A NO-GO

Alabama, one of five states with no minimum wage, saw leaders in its largest city, Birmingham, attempt to enact a \$10.10 per hour minimum wage, but a partisan move in the state capitol has shut it down.

On Feb. 25, Gov. Robert Bentley (R) signed into law the Alabama Uniform Minimum Wage and Right to Work Act, HB 174. It was introduced Feb. 9 and passed the House and Senate on partisan votes, with Republicans supporting the measure. In the last recorded vote in the Senate, 23 Republicans supported the measure while 2 other Republicans, 8 Democrats and 1 independent moved to reject it.

The law states that “A county, municipality, or any other political subdivision of this state shall not enact or administer any ordinance, policy, rule, or other mandate requiring an employer to provide any employee, class of employees, or independent contractor with any employment benefit, including, but not limited to, paid or unpaid leave, vacation, wage, or work schedule, that is not required by state or federal law, and shall not require an employer to compensate an employee, class of employees, or independent contractor for any vacation or other form of leave for which state or federal law does not require the employee, class of employees, or independent contractor to be compensated.”

The legislation also included a measure to void any such local law in place at the time of enactment.

As the bill passed into law, sponsor Sen. Bill Hightower (R-Montgomery) tweeted, “Create more jobs for the young and less fortunate. Raising the minimum wage hurts the poor...the very group we should be helping.”

This came in response to the Birmingham City Council’s move to enact a local \$10.10 minimum wage indexed to rise with inflation.

Birmingham is a city of more than 212,000. About three-quarters of the population is black. The median household income is about \$31,000 and the city has a 31 percent poverty rate, according to 2014 American Community Survey data.

The council passed such a measure last August increasing the wage in increments so that the \$10.10 level would take effect in July 2017. But with the state legislation to quash it on the move, the council voted Feb. 23 on a second measure to make the wage rate effective Feb. 24.

### Strange Policy

For the one day that the wage law seemed to be on the books, Attorney General Luther Strange (R) issued a statement assuring businesses they would not need to pay the rate immediately.

“Under Alabama law, the ordinance cannot take effect immediately. The City of Birmingham cannot impose an unreasonable restriction on the conduct of

business by mandating an immediate increase in the minimum wage without providing a reasonable period of time to comply,” Strange wrote.

Birmingham City Council President Johnathan Austin (D) called the move by state lawmakers “shameful.”

“Never before in the history of Alabama’s post-segregation era has a bill so detrimental to the very people who most of us depend on daily — the cooks, the waiters and busboys at our favorite restaurants, the barista at our neighborhood coffee shop, the caddy at the local country club and the maids at the hotels that help to boost our local economy — been fast-tracked in the state legislature. It took less than 10 days for this bill to be debated in both the House and Senate and signed by the governor,” Austin said in a statement.

Alabama is joined by Louisiana, Mississippi, South Carolina and Tennessee in having no state minimum wage. Georgia has a \$5.15 level on the books. In all of these states, the federal level of \$7.25 is applicable.

—R.H.

## Child Care

### SUBSIDIES VARY BY STATE, RACE

Access rates for federally funded child care are low across the nation, but Hispanic families are being served by child care subsidy and Head Start programs disproportionately less in some states, according to a new report from the Center for Law and Social Policy.

In *Disparate Access: Head Start and CCDBG Data by Race and Ethnicity*, analysts Stephanie Schmit and Christina Walker calculated access rates — participation rates among presumably eligible families — for the Head Start program and state child care subsidies funded by the Child Care and Development Block Grant.

While the programs’ eligibility standards are slightly different, both are targeted to low-income families.

Schmit and Walker used the program’s administrative data and Census Bureau American Community Survey data, covering 2011 through 2013, to make their calculations. They found that 43 percent of eligible children are being served in Head Start preschool programs. Thirteen percent of children under 13, from families with incomes lower than the 175 percent of the federal poverty level, are receiving care with federally funded subsidies.

The analysts found that access rates vary considerably among states and by race, more so for CCDBG programs than for Head Start.

The CCDBG access rate they calculated for Hispanic families was only 8 percent nationally, and ranged from 12 percent in New Jersey to only 1 per-

cent in Mississippi. The access rate for blacks ranged from 42 percent in Pennsylvania to 3 percent in Maine.

In addition to Mississippi, Alabama, Arkansas, Georgia, Maryland, Nevada, Oregon, South Carolina and Tennessee had CCDBG access rates of 3 percent or lower.

While limited federal funding drives access rates in general, some state eligibility practices might be driving some of the disproportion among states and by race, according to Schmit and Walker.

Employment patterns, such as variable hours, may prevent Hispanic families from qualifying. Awareness among immigrant communities or concerns about citizenship verification procedures could also be factors.

“Stagnant federal funding and antiquated funding formulas for both child care and Head Start prevent states with growing or diversifying child populations from targeting new resources to underserved communities. State-level decision making in CCDBG may result in state policies that contribute to inequities in access,” Schmit said in a statement.

✓ Find the report *Disparate Access: Head Start and CCDBG Data by Race and Ethnicity*, at [www.clasp.org](http://www.clasp.org).

—R.H.

## Job Search

### JOBSEEKERS VOLUNTEER LESS

Volunteering declined in 2015 across the country, but by a more significant margin among the unemployed than among people with jobs.

The Bureau of Labor Statistics released its annual report on volunteering on Feb. 25.

BLS collects data on volunteering through a September supplement to the Current Population Survey that is sponsored by the Corporation for National and Community Service.

Volunteering is defined as working without pay for an organization at least once during the previous year, though the median average hours of contributed work reported for the year by volunteers was 52.

About 62.6 million people, or 24.9 percent of the population, volunteered during the year ending in September 2015.

That was down from 25.3 percent a year earlier.

From 2003 through 2005, the volunteering rate was at a recent high of 28.8 percent among the total population. It has been on a gradual decline for most years since, with no uptick between 2011 and 2015.

Volunteering rates differ significantly among demographic groups. They are highest for women, whites, the highly educated, people in their mid-30s to mid-50s, parents and part-time workers.

In fact, part-time workers had the second highest volunteering rate (31.1 percent) of any demographic group presented, behind people with bachelor's or more advanced degrees (38.8 percent).

The lowest volunteering rate presented by BLS, 8.1 percent, is by high school dropouts.

A 2013 study commissioned by CNCS found that jobless people who do volunteer work were 27 percent more likely to find a job over the course of a year than those who didn't (ETR 7/1/13, p. 516).

Volunteering among the unemployed declined in 2015, to 23.3 percent, a 0.7 percentage point drop. The volunteering rate for jobseekers had held within plus or minus 0.2 point of 24 percent from 2010 through 2014. It had been between 25 and 27 percent from 2002 through 2005 and fell to a recent low of 22.3 percent in 2008.

—R.H.

### ***Employment & Unemployment***

#### **FIGURES BELOW HEADLINE IMPROVE**

The national employment situation numbers improved in February, especially those not normally headline figures.

The Bureau of Labor Statistics reported March 4 that jobs increased by 242,000 and the unemployment rate was unchanged at 4.9 percent. More notably, two numbers that had been worrying economists because they seemed stuck, moved up. The labor participation rate inched up from 62.7 percent in January to 62.9 percent, for a total half a point rise since September, while the employment-population ratio rose from 59.6 percent to 59.8 percent.

Notably also, the total number of people marginally attached to the labor force, which is not seasonally adjusted, stood at 1.8 million, down 356,000

from a year earlier. In other words, more people are working or looking for work.

The net job gain — principally in health care and social assistance, retail trade, food services and drinking places, and private educational services — was notably larger than in January and even higher than the three-month average of 228,000 per month. Indeed, BLS revised its employment net employment gain estimates for December from 262,000 to 271,000 and the change for January from 151,000 to 172,000, adding a combined 30,000 more jobs than previously reported.

The only lackluster number was the jobless rate, although it moved in a hope-inspiring direction, albeit insignificantly, from January's 4.9205 percent to February's 4.9184 percent. The number of unemployed people, at 7.8 million, was unchanged. Over the year, the unemployment rate and the number of unemployed people were down by 0.6 percentage point and 831,000, respectively.

Unemployment rates for adult men (4.5 percent), adult women (4.5 percent), teenagers (15.6 percent), whites (4.3 percent), blacks (8.8 percent), Asians (3.8 percent), and Hispanics (5.4 percent) showed little or no change in February. The same applies to the 2.2 million jobless for 27 weeks or more, a figure that has barely moved since June.

Health care and social assistance added 57,000 jobs, the retail trade 55,000 and private educational services 28,000, with construction still trending up by 19,000.

The consistent bad spot was mining, with a loss of 19,000 jobs, continuing the decline from a recent peak in September 2014 that now totals 171,000 jobs.

✓ See table on p. 344.

—C.M.

## BULLETIN BOARD, continued from p. 330

### FEDERAL GUIDANCE

#### Training and Employment Notices

TEN 27-15 — Release and Availability of the Significant Provisions of State Unemployment Insurance Laws Effective January 2016. Issued Feb. 25.

TEN 28-15 — 2016 National Unemployment Insurance Benefit Timeliness and Quality Review - Summer Session, announces 26 states subject to a UI benefits review session scheduled for the week beginning June 13, 2016. States will be reimbursed for travel expenses for sending two staff members to participate. Issued Feb. 29.

TEN 29-15 — Release and Availability of a Report: Evaluation of Programs Funded by the Technology-Based Learning Grants Final Report. Issued Feb. 29.

#### Unemployment Insurance Program Letter

UIPL 10-16 — Guidelines for Fiscal Year 2016 State Agency Unemployment Insurance Resource Allocations, Supplemental Budget Requests, and Above-Base Funding. Issued March 1.

### GRANT

APPRENTICESHIPS — The Employment and Training Administration Office of Apprenticeship issued a request for information seeking statements of qualifications from organizations that are interested in working under contract with the office to expand multiemployer apprenticeship models. Through Sectors of Excellence in Apprenticeship,

OA is looking to work with industry intermediaries such as industry associations, joint labor-management organizations and other groups to build an infrastructure for apprenticeships within 8 to 10 sectors. Contractors would be expected to provide technical and financial assistance to employers, consortia of employers, education institutions and other apprenticeship stakeholders in return for a commitment to training specific numbers of apprenticeships. Funding would come from the \$90 million Congress in the fiscal year 2016 appropriations for apprenticeship development. Responses are due March 11.

✓ Find this request for information, reference number RFI DOL-ETA-16-N-00027, at the Federal Business Opportunities website [www.fbo.gov](http://www.fbo.gov).

### ANNOUNCEMENT

JOB CORPS — The Employment and Training Administration, in the March 1 *Federal Register*, solicited public comments on an information collection request covering changes proposed for the Job Corps Post Enrollment Data Collection System. The system is an automated telephone survey. Changes would be made to gather Workforce Innovation and Opportunity Act common performance measures. Follow-up periods would accordingly shift to meet the WIOA measures. The information collection request also proposes brief questionnaires for employers and schools or training institutions. Comments are due May 2.

✓ Find this information collection request, reference number ETA-2016-0001, at [www.regulations.gov](http://www.regulations.gov). ☆

# Text

## EMPLOYMENT SITUATION: FEBRUARY 2016

(Editor's Note: The following data were released by the Bureau of Labor Statistics on March 4, 2016.)

### Household data, seasonally adjusted

[Numbers in thousands]

Category	Feb. 2015	Dec. 2015	Jan. 2016	Feb. 2016	Change from: Jan. 2016- Feb. 2016
<b>Employment status</b>					
Civilian noninstitutional population.....	249,899	251,936	252,397	252,577	180
Civilian labor force.....	156,878	157,833	158,335	158,890	555
Participation rate.....	62.8	62.6	62.7	62.9	0.2
Employed.....	148,231	149,929	150,544	151,074	530
Employment-population ratio.....	59.3	59.5	59.6	59.8	0.2
Unemployed.....	8,646	7,904	7,791	7,815	24
Unemployment rate.....	5.5	5.0	4.9	4.9	0.0
Not in labor force.....	93,022	94,103	94,062	93,688	-374
<b>Unemployment rates</b>					
Total, 16 years and over.....	5.5	5.0	4.9	4.9	0.0
Adult men (20 years and over).....	5.2	4.7	4.5	4.5	0.0
Adult women (20 years and over).....	4.9	4.4	4.5	4.5	0.0
Teenagers (16 to 19 years).....	17.0	16.1	16.0	15.6	-0.4
White.....	4.7	4.5	4.3	4.3	0.0
Black or African American.....	10.3	8.3	8.8	8.8	0.0
Asian.....	4.0	4.0	3.7	3.8	0.1
Hispanic or Latino ethnicity.....	6.7	6.3	5.9	5.4	-0.5
Total, 25 years and over.....	4.5	4.0	4.0	4.1	0.1
Less than a high school diploma.....	8.4	6.7	7.4	7.3	-0.1
High school graduates, no college.....	5.4	5.6	5.3	5.3	0.0
Some college or associate degree.....	5.0	4.1	4.2	4.2	0.0
Bachelor's degree and higher.....	2.7	2.5	2.5	2.5	0.0
<b>Reason for unemployment</b>					
Job losers and persons who completed temporary jobs.....	4,177	3,796	3,664	3,749	85
Job leavers.....	880	821	766	760	-6
Reentrants.....	2,632	2,476	2,468	2,467	-1
New entrants.....	949	858	827	833	6
<b>Duration of unemployment</b>					
Less than 5 weeks.....	2,432	2,405	2,249	2,297	48
5 to 14 weeks.....	2,251	2,192	2,282	2,236	-46
15 to 26 weeks.....	1,317	1,235	1,135	1,132	-3
27 weeks and over.....	2,677	2,085	2,089	2,165	76
<b>Employed persons at work part time</b>					
Part time for economic reasons.....	6,630	6,022	5,988	5,988	0
Slack work or business conditions.....	3,847	3,548	3,544	3,579	35
Could only find part-time work.....	2,395	2,172	2,134	2,104	-30
Part time for noneconomic reasons.....	19,850	20,243	20,311	20,615	304
<b>Persons not in the labor force (not seasonally adjusted)</b>					
Marginally attached to the labor force.....	2,159	1,833	2,089	1,803	-
Discouraged workers.....	732	663	623	599	-

- Over-the-month changes are not displayed for not seasonally adjusted data.