

ADMINISTRATION AND MANAGEMENT OF MANPOWER

PROGRAMS:

An Annotated Bibliography

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The views expressed by the author do not necessarily reflect those of the Center for the Study of Human Resources or the University of Texas.

The purpose of this bibliography was to bring together the recent literature concerning the administration and planning of manpower programs. The studies and reports reviewed range from purely theoretical discussions of labor market policies which impact on administration and management to ground-level description of programs and methodologies.

Most of what has been written has been from the viewpoint of economists. References within the literature on manpower administration to theories from public administration and organization theory are notably absent. Further, a review of major journals in these fields unearthed almost no studies of manpower institutions or administration. The special needs of manpower programs per se are not addressed, with the exception of Richard Alan Goodman and Peter Lawrence's article, "Some Management Issues in Temporary Systems: A Study of Professional Development and Manpower," (Administrative Science Quarterly, 1976), and Michael B. Preston's "Minority Employment and Collective Bargaining in the Public Sector" (Public Administration Review, 1977).

The lack of overlap between the established disciplines in administrative theory and the discussions of the management of manpower programs has resulted in a reinvention of the wheel in the areas of linkages and networking. The intergovernmental relations (IGR) literature has long been a central topic in the administration and organization literature. Recent IGR studies have been broadened to include discussions of linkage and coordination between the private and public sectors. The current thrust of articles in the manpower field is toward the need for program managers with strong networking abilities and toward recognition of the fact that single organizations do not (and cannot) implement all pieces of programs. This lack of communication between, on the one

hand, the practitioners and policy makers in manpower planning and, on the other hand, theoreticians and practitioners in organization and program management appears to have held back the development of administration and planning in manpower.

Another area of concern which evolved from the search of the literature is the apparent lack of connections between management information systems in manpower and the needs of the administrative institutions implementing the programs. The conflict between centralization and decentralization which has dogged the manpower field has had a tremendous impact on the stability and development of information systems. As part of Washington's effort to retain control of decentralized programs, management information systems focus almost entirely on the needs of central policy makers. Local administrators are required to collect mounds of detailed data which is duly sent to Washington but is of little use for local management. Further, because there is neither a clear sense of policy development or a long-term management strategy, the information is of limited value once it arrives in Washington. Business administration, through its analyses of product or responsibility center management, has dealt extensively with similar situations, where quasi-independent divisions need to exercise considerable discretion at the local levels.

Just as manpower planners are calling for greater cooperation and coordination of agencies which implement pieces of common programs, manpower administration and management would be greatly benefited by expanding the theoretical borders to include not only economics, but also the administrative theory disciplines. No one organization controls all the pieces of a program, and no one discipline can explain

all the dynamics of program administration and management.

The first five sections of the bibliography address areas of concern to manpower administrators. Section I includes policy and economic issues in manpower administration. Many of these publications explore the history and evolution of manpower administration. Others address the issues of standardization of objectives and future policy needs. Standardization of measurement tools and clarification of goals which influence evaluation are the main focus of Section II. Section III contains works which describe the state of the art in administration as well as normative discussions and case studies, and Section IV covers the topic of manpower planning. Section V, "Intergovernmental/Interagency Linkage," gathers together literature relating to networking and cooperation between public and private sector organizations which implement manpower programs. Section VI is a list of helpful manuals and management resource tools for the manpower administrator and program manager. Included here also are examples of network newsletters, periodicals which feature dialogue between practitioners and planners, and publications which explore human resource development management. Monographs and compendiums which contain an overview of the field of manpower administration are also included.

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I. GENERAL ADMINISTRATION AND MANAGEMENT ISSUES

* Anderson, Douglas D. Administrative Revenue Sharing: The Federal Role under CETA, Cambridge: Harvard University Press, 1976 (unpublished paper).

The observations of a graduate student on the role of the federal establishment in CETA are presented in this report. The findings are based upon a series of interviews with the staff of regional offices of the Employment and Training Administration of the Department of Labor (DOL). The study focuses on the role of those staff members of the DOL regional offices who are assigned to assist and monitor CETA prime sponsors. These "federal representatives" find their jobs complicated by uncertainties, constraints, and implicit internal conflicts.

The general and often ambiguous language of the Comprehensive Employment and Training Act permits widely different interpretations of responsibility, authority, standards, etc. It is therefore difficult to administer and the author concludes that DOL has become engaged in handling administrative and procedural matters rather than in dealing creatively with substance and intent.

* Center for Public Management. Results of Survey of Region IX CETA Prime Sponsors' Management Information Systems, Potomac, MD: Center for Public Management, October 1975 (unpublished paper).

This report provides the results of a survey that was conducted in the fall of 1975 at the request of Region IX of the Department of Labor's Employment Training Administration. The study examines prime sponsor management information systems at 14 sites and makes some general recommendations for improvement.

With respect to the management information system, the study finds that sponsors for the most part underestimated the enormous paper flow of client records that would be generated and have not added the staff or equipment to handle it. The study found activity reporting and its use for management purposes to be the weakest part of sponsor administration, as compared to financial management and contract monitoring,

which are more highly developed.

The study's findings were not limited to information systems. It was noted that political pressures to retain existing deliverers and to add new ones have led many sponsors to fund unreasonable numbers of subcontractors--far too many to manage easily. (The report cites four sponsors in California, each with more than 100 subcontractors.) The study finds second-year planning was more knowledgeable and professional than that of the first year. The combination of available project performance data and labor market information was used by sponsors "as profitably as can be expected under the circumstances." However, many sponsors are still not assigning a high priority to management functions and lack a "strategically thought-through" plan for linking service providers.

* Dickinson, Charles. CETA: Its First Year in Lowell, Massachusetts, Cambridge: Massachusetts Institute of Technology, Sloan School of Management, 1975 (Unpublished paper prepared by Center for Public Management).

This paper summarizes observations of the author, a graduate student at MIT, during the initial year of CETA implementation in a small New England city. Changes in the program, target groups, and delivery agents from 1974 to 1976 have been modest and incremental; the author sees the process of establishing sponsor "credibility" and "legitimacy" as the principal accomplishment. The sponsor began its CETA operations by establishing its own administrative mechanisms, then worked on getting a functioning council into place and subsequently, in 1975, began developing evaluation procedures to assess existing programs. These evaluations not only contributed to some program decisions in planning for 1976 but also served as evidence of the sponsor's capacity to challenge and change ineffective program components. For example, a follow-up of a sample of participants in skill training programs indicated that placements were of relatively short duration. Consequently, some changes in the training program are being considered. The author considers the most important research question to be whether or not substantive changes are actually forthcoming to make services more responsive and effective.

*Abstracts marked with an asterick were selected from Lipsman's bibliography which is annotated on page 41, this bibliography.

Garn, Harvey A.; Richard F. Wertheimer, II. Planning, Allocation and Control in a Decentralized, Comprehensive Manpower Program, Washington, D.C.: The Urban Institute, 1971.

This paper was prepared as an issue statement and analysis of the expected development of manpower decentralization prior to enactment of such legislation. Consistent local program reporting and use of selected output measures and evaluation are thought to be essential in implementation of such decentralized programs with national policy ramifications. Changes in the decision-making structure in the Department of Labor and guidance and monitoring of prime sponsors are two of the predicted adjustments in implementing decentralization.

Hallman, Howard W. Jobs for All: Employment and Manpower Programs for the Seventies, Washington, D.C.: Center for Governmental Studies, 1972.

In addition to discussions of the different aspects of manpower policy, a review of the administrative organization of manpower programs at the local, state, and federal levels is given. The functional elements and responsibilities of each level of administration is discussed in a normative sense in much detail.

Hansen, Niles M. Improving Access to Economic Opportunity: Non-metropolitan Labor Markets in an Urban Society, Cambridge: Ballinger Publishing Co., 1976.

A critical study of the nature and consequences of economic and manpower policies on non-urban areas and the possibilities for better integration of these areas in regional planning. Hansen provides a thorough report on non metropolitan areas and their relationship to the urban system, the roles of regional planning and intergovernmental coordination. A detailed description of CETA in Tennessee and concomitant discussion of the special problems in administration and implementation of manpower programs in rural areas is offered.

*
Horowitz, Morris A.; Irwin L. Herrnstadt. Review of Boston's Transition from MDTA to CETA, Boston: Northeastern University, June, 1975 (unpublished working paper).

This working paper draws upon a study of the transition from categorical manpower programs to CETA in Boston, Massachusetts. The study, funded by the Department of Labor (DOL) is being conducted by researchers long familiar with the Boston manpower scene. Its principal focus is the evolution of decision making and institutional and structural roles. The paper finds that the advent of CETA has led to considerable contention among existing service deliverers. The decision-

making process may be disproportionately influenced by these agencies, who have a vested interest in resisting new agencies or activities. In fact, pre-CETA agencies and programs have been continued for the most part, with modest adjustments. Title I priority groups continue to be those of pre-CETA programs, but the infusion of Titles II and VI funds has shifted overall resources away from the disadvantaged.

The report notes some current management and planning problems: difficulties with the program information system, a very politicized decision-making process, relatively low priority given by the mayor to manpower, and inadequate labor market information. The DOL regional office is given high marks for its knowledgeable, hardworking, sensitive staff, but the report comments that they are spread too thin and hence handicapped in doing their jobs.

Levitan, Sar A.; Robert Taggart (eds.). Emergency Employment Act: The PEP Generation, Salt Lake City: Olympus Publishing Company, 1974.

A description of the administrative structure of the Public Employment Programs in selected localities, including Chicago, Indian Reservations, Los Angeles, Massachusetts, New York City, and Texas. Each paper reviews the history of PEP, funding patterns, planning and implementation pertinent to that locale. Little information of actual management or administrative practices are given although significant actors in planning councils and administrative networks are sometimes mentioned.

Mangum, Garth L.; R. Thayne Robson (eds.). Metropolitan Impact of Manpower Programs: A Four-City Comparison, Salt Lake City: Olympus Publishing Company, 1973.

Four city programs are reviewed here: Boston, Denver, San Francisco-Oakland. Each discussion includes a history of the local manpower training programs, the political context, a description of the administrative and delivery system structures, funding patterns, and effectiveness studies. There is a glaring lack of descriptive material on the administration of individual programs, i.e., how the programs were put together, how staffs were managed. Rather, emphasis

was put on measurements of outcomes of the program and programmatic impact on participants. Intergovernmental relationships and agency interactions are shown to be affected by funding constraints, interagency competition, and lack of effective coordination. Description of actual transactions between these bodies is lacking.

*Mirengoff, William. Manpower Programs under CETA: A Preliminary Assessment, Washington, D.C.: National Academy of Sciences, 1975 (unpublished paper, revised September 1975).

This paper draws upon the preliminary findings of an evaluation study of CETA, funded by the Ford Foundation and being conducted by a Committee of the National Research Council. The paper focuses on five aspects of CETA--planning, administration, program mix, delivery system, and client characteristics--and finds that there have been structural and programmatic changes in all of them. Although it is too early for a thorough assessment of the scope and effects of these changes, findings to date include the following:

1. Manpower programs are becoming institutionalized as a regular component of local government.
2. Manpower programs and decisions affecting target groups and service deliverers are being drawn into the political process.
3. The planning process is still not fully developed in terms of the technical competence and community input envisaged in the legislation.
4. Planning councils have tended thus far to play a relatively passive role in decision making.
5. The federal presence remains strong in some operational areas, but the federal role is not yet consistent or well defined.
6. The Title I program mix remains similar to that of the past, but it puts somewhat greater emphasis on work experience.
7. Title I service deliverers are largely the same groups as before; curtailment has affected principally the employment service and community-action agencies. Progress is noted in the local coordination of manpower delivery systems.

8. CETA clientele is no longer focused totally on the disadvantaged.
9. The nature of manpower programs is shifting from a structural to an anti-cyclical orientation.

* Mirengoff, William (ed.). Transition to Decentralized Manpower Programs: Eight Area Studies, Washington, D.C.: National Academy of Sciences, 1976.

The case studies in this book describe the early experiences of eight local and state governmental units in implementing CETA. The book is a companion volume to a national overview of the first year of CETA operations previously issued by the National Research Council. The case studies provide a closer and more intimate view of the transition to CETA than does the national overview report, highlighting the dynamics and unique aspects of individual sponsors.

The studies focus on Title I and examine the changes that occurred in the planning, administration, and operation of local manpower programs and the effects of decentralization on interorganizational relationships and program clientele. The areas studied are: Topeka, Kansas; Middlesex, New Jersey; Lorain County, Ohio; Lansing Tri-County Consortium, Michigan; Raleigh Consortium, Kansas; San Joaquin Consortium, California; North Carolina Balance of State.

Mirengoff, William; Lester Rindler. The Comprehensive Employment and Training Act: Impact on People, Places, Programs, Washington, D.C.: National Academy of Sciences, 1976.

This interim report assesses the social, economic and political effects of CETA. The findings of research conducted at 28 sponsor sites concentrate on the major aspects of Title I. The discussions on planning and administration of manpower delivery systems give background information, examine the roles of various governmental actors in various functional areas and explores intergovernmental/interagency relations. Long-term viability of the consortium arrangement is still to be proven to the authors.

Mirengoff, William, Lester Rindler, Harry Greenspan, Scott Seabloom. CETA: Assessment of Political Service Employment Programs, Washington, D.C.: National Academy of Sciences, 1980.

The latest evaluation report of CETA by the Committee on Evaluation of Employment and Training Programs. These reports assess the social, economic and political effects of the CETA Act of 1973. Past findings show that management has been more successful since decentralization and that there has been an increase in community participation in planning. This study analyses 1976 Emergency Jobs Programs Extension Act (EJPEA) in regards to completion of training objectives and effectiveness in service provision. The focus of this study is on the administration of EJPEA and the problems of managing the rapid expansion of the program. The effects on CETA administration and management are discussed.

Nathan, Richard P., Robert F. Cook, Janet M. Galchick, Richard W. Long, et al. Monitoring the Public Service Employment Program, Washington, D.C.: Brookings Institution, 1978.

This report begins with a history of public service employment (PSE) programs, a discussion of displacement and fiscal implications, activities and characteristics of PSE participants, organization and administration of the PSE program, and ends with policy implications. In the discussion of PSE programs, CETA is reviewed in such areas as the distribution and administration of funds, intergovernmental and interagency relations, federal monitoring, administrative case studies, and the role of planning councils. The case studies of specific programs illuminate both the formal and informal administrative linkages necessary for the provision of services, as well as the delegation of responsibility in each locale.

Niland, John R. (ed.). The Production of Manpower Specialists, Ithaca, New York: Cornell University, 1971.

This collection of papers was printed to fill the gap in manpower literature in the area of administrative staff development, training and preparation. "Perhaps, because the federal agencies were accustomed to putting money into the hands of state agencies and trusting them to do good with it, there was limited concern for retraining the state staffs." There was some orientation to target populations in inservice training, but little was provided in the "substantive matters of program administration." The main topics of this col-

lection are: aspects of manpower specialist production in relation to the public and private sectors, the role of the educational sector, and research experience and needs. Among the findings in Gerald Somers' "Manpower Specialists: The Governmental Influence on Supply and Demand" was that manpower seems to attract professionals from peripheral fields and that most manpower specialists at the Masters and doctorate levels appear to avoid government service. This collection touches on aspects of training and includes a summary discussion of the contributions of each writer.

*North Carolina Manpower Development Corporation. Public Service Employment in the Carolinas: Current Utilization and the Potential for Expansion in Selected Communities. Final Report, Chapel Hill: North Carolina Manpower Development Corporation, (June) 1976 (unpublished paper).

This study, funded by the Department of Labor's Employment and Training Administration, examines the present and potential uses of public service employment (PSE) and compares the present uses with unmet service needs. Seventeen local governments in North and South Carolina were visited in the spring of 1976.

The study finds PSE to be very popular with local government officials but notes some concern about whether it has resulted in excessive dependency on federal funds. Local officials have been directly involved in decisions concerning PSE jobs and local program emphasis; for the most part these officials see PSE as an immediate source of funding for government services and are relatively unconcerned with problems that may arise in transferring participants into non-subsidized jobs and in eventual termination of the program.

*Ohio State University CETA Implementation Project. Progress Report: The Implementation of CETA in Ohio. December 1975 (unpublished paper by Randall B. Ripley, principal investigator).

This case study of CETA implementation in Ohio, funded by the Department of Labor (DOL), began in the fall of 1974 and will conclude in the fall of 1976. A progress report issued in September 1975 summarizes the research of the first year. Changes indicated by early data include movement toward serving a less economically disadvantaged client

group and shifts of Title I funds away from long-term skill training toward short-term work experience and public service employment. There were some changes in service delivery agents, resulting in community-action agencies and the Concentrated Employment Program (CEP) agencies losing out, principally as a result of changing client emphasis. The employment service appeared to have recovered much of the ground it lost at the beginning of the year. The biggest change was the increased assumption of service delivery by the sponsors themselves. Perhaps in part as a result of this increased involvement, more than half the sponsors in the state appeared to be operating or working toward a more comprehensive delivery system.

Local planning councils vary widely in degree of activity: the more active councils are characterized by frequent meetings, a relatively small size, and a relatively low proportion of deliverers and officials as members. Because a new governor was recently elected, the state councils have not yet begun to function. The author notes that the chief elected officials appear to have one overriding concern with respect to CETA: to avoid political embarrassment.

In general, the DOL regional office performance has been mixed: there is much activity and clear policy direction in some areas and confusion or inadequate attention in others.

A much briefer progress report, dated December 1975, provides some more recent program information, but basically does not change the findings reported earlier. It notes that planning tended to be smoother and more data-oriented in 1976 than in 1975 and that changes in the program mix or design tended to be modest and incremental in nature. The trend toward work experience and public service employment and away from classroom training and on-the-job training persisted into 1976, as did the trend toward less disadvantaged participants.

*Rawlins, V. Lane. The Role of the State in the CETA Process: A Case Study of Washington State, Washington State University: Pullman, May 1975 (Final report. Unpublished paper).

This study, funded by the Department of Labor, centers on the state of Washington as prime sponsor for the balance of state, emphasizing key issues that may be encountered by other state sponsors. A major theme is the role of the

states in dealing with the ever-present problem of achieving a satisfactory balance between national objectives and local autonomy.

The study attempts to conceptualize the role of the state as balance-of-state prime sponsor and proposes a classification according to whether planning (the determination of goals, target groups, and service mix) and operations (the choice of contractors, monitoring, and evaluation) are centralized or decentralized. The author theorizes that a combination of centralized planning and decentralized operation is preferable to other combinations and may produce better program results, but that the dynamics of CETA currently do not encourage this type of arrangement in a balance-of-state area.

United States, Department of Labor. Employment and Training Administration. CETA in Eastern Massachusetts and The Implementation of CETA in Eastern Massachusetts and Boston, Washington, D.C.: U.S. Government Printing Office, 1978.

Both reports, developed over five years, study how CETA has been implemented in Massachusetts. The administration of CETA, functions, and prime sponsor responsibilities and functions are examined. Intergovernmental linkages were found to vary widely from program to program as were the roles of the elected officials. Funding constraints are seen to truncate the ability of prime sponsors to plan and implement locally relevant programs. Performance indicators were seen as inadequate, especially in that no distinction between client groups served was made in the performance evaluation. Recommendations are made to remedy local problems and federal policy issues.

United States, Department of Labor, Employment and Training Administration. CETA Prime Sponsor Management and Program Goal Achievement, Washington, D.C.: U.S. Government Printing Office (R & D Monograph 56), 1978.

Principally a study to determine the relationship of prime sponsor management decisions to program goal achievement, this study examines how those decisions are made. Fifteen prime sponsorships and all ten regional offices of the Department of Labor were surveyed. This study found that management decisions were related to

the already existing and evolving program state and that program performance directly reflected the outcome of decisions in areas under prime sponsor control. Section I is an overview of the study and issues in such an evaluation. Section II, "Program Design and Management," looks at the mix of Title I programs, the local delivery system, conflict management and interagency coordination. Section III, "Program Participants," examines the demographics and characteristics of CETA participants as well as those employed subsequent to CETA training as well as participation patterns for various sub-groups. Section IV, "Program Performance," examines the relationship of management goals and program performance. Factors examined in previous sections are brought into this discussion of goal achievement. Issues in administration are brought forth. This study is highly readable. The numerous summary tables are clear and understandable, and the subject is thoughtfully and thoroughly explored.

United States, Department of Labor, Employment and Training Administration. New Approaches to CETA Training, Washington, D.C.: U.S. Government Printing Office (R & D Monograph 69), 1979.

This report, an overview of the National Program for Selected Population Segments (NPSPS), looks at a group of 82 projects funded by CETA in 1977. Decision making was performed at the regional level as was funding allocation. The three administrative models used in NPSPS were examined as were participant demographics and program issues.

* United States, National Commission for Manpower Policy. First Annual Report to the President and the Congress of the National Commission for Manpower Policy: Toward a National Manpower Policy, Washington, D.C.: National Commission for Manpower Policy (Report No.3), October 1975.

The first annual report of the National Commission on Manpower Policy provides an overview of the major activities of the Commission in its initial year and summarizes its recommendations to date. The principal points made with respect to CETA is that it is too early to tell, particularly in view of the recession, whether the decentralization of authority to prime sponsors will produce an effective use of federal dollars. The Commission therefore recommends that CETA "be given a fair chance to prove itself before it is subjected to a major overhaul, particularly any re-

structuring which would retreat from the principles of decategorization and decentralization" (p. 24). An appendix to the report recapitulates the full range of the Commission's recommendations during the year. Recommendations on topics related to CETA include numerous specific suggestions on public service employment and program coordination.

*United States, National Governors' Conference, Center for Policy Research and Analysis. State Manpower Services Councils: Promises--Problems--Progress, Washington, D.C.: National Governors' Conference, September, 1975.

This report was intended to provide state governors with the results of a survey of the role of the State Manpower Services Councils, the coordinating arm of the governor in CETA. The report, which reflects rather early and formative state activity, finds that what had been expected of State Manpower Services Councils has not yet materialized. In part at least, this is due to a feeling on the part of some state agencies and prime sponsors that their institutional interests would not be served best by a strong and active state council.

The report cites a number of current weaknesses in council functions: inadequate staffing, non-participating council membership, ineffective monitoring and review of sponsor programs, disregard of council recommendations by state agencies and prime sponsors, and lack of overall coordination. Specific recommendations to correct these problems call for direct involvement of the governor and the governor's immediate office, a separate professional staff for the council, a relatively small council meeting at least every two months, a working structure of small committees (the study noted a strong correlation between the use of committees and perceived progress in coordination), and the development of specific procedures for monitoring, the review of plans, and exchange of information.

Urban Institute. Coordination of Manpower Service Delivery: Understanding and Improving the CETA-ES Linkages, Washington, D.C.: The Urban Institute, 1978.

Prepared as a working paper, this study focuses on the relationship between local employment service providers and prime sponsors. The different types of relationships that have developed and the wide variance in program success are examined. Organizational determinants in program success

were identified and comparative analysis between different programs yielded information as to the relationship between organizational structure and program outcome. Programs with high performance differed substantively in organizational structure from low-performance programs. Innovation, clear goals, intraorganizational information flow, minimum organizational hierarchy and maximum delegation of responsibility, and strong interagency/intergovernmental linkages seemed to be the distinguishing features of the successful programs.

II. ISSUES IN MANPOWER PROGRAM EVALUATION

Ashenfelter, Orgley; James Blum (eds.). Evaluating the Labor-Market Effects of Social Programs, Princeton, N.J.: Industrial Relations Section, 1976 (Research Report Series No. 120).

This report is comprised of papers presented at a Conference on the Evaluation of the Labor-Market Effects of Social Programs in Princeton in 1974. The importance of formal theoretical and empirical analysis of the actual effects of social programs on wages, employment, and conditions of work was the focus of the papers whose topics ranged from a job matching model to the evaluation of the macro-economic effects of public employment programs.

Barsky, Steve L. Cost-Benefit Analysis and Manpower Programs, Lexington, Ma.: Lexington Books, 1972.

Problems in estimating costs and benefits of manpower programs are the focus of this study. Application of cost benefit analysis to specific vocational education schools, institutional retraining, and various manpower programs in several locations. Impact of administrative and management styles on success rates are not discussed.

Borus, Michael E. (ed.). Evaluating the Impact of Manpower Programs, Lexington, Ma.: Lexington Books, 1972.

This work is a collection of papers presented to the Conference on the Evaluation of the Impact of Manpower Programs which was sponsored by the Department of Labor. Discussions centering around seven manpower evaluation issues attempt to solve theoretical and technical problems in evaluation. These issues include the design of an evaluation system, choice of control groups, survey design, noneconomic impact measurements, securing informants, sources of economic data, and secondary labor market effects.

Jakubauskas, Edward B.; Neil A. Palomba. Manpower Economics, Reading, Ma.: Addison-Wesley Publishing Company, 1973.

This textbook for graduate students presents the basic tools of analysis and the framework for the study of manpower, and highlights some of the major policy trends. The relationships between micro- and macro-economics and policy changes in the manpower field are presented in the context of labor economics.

O'Neill, Dave M. The Federal Government and Manpower, Washington, D.C.: American Institute for Public Policy Research, 1973.

Subtitled, : "A Critical Look at the MDTA Institutional and Job Corps Programs," this report begins with the statements that federal manpower programs have not been effective in reaching their goals, and that funding cuts, although based on program performance, do not reflect specific program differences. This study examines the objectives, effectiveness, and financing mechanisms of various manpower programs to be used in funding decisions and for use in the study of alternative approaches. An overview of effectiveness studies and cost benefit analysis is offered.

* United States. Department of Labor, Employment and Training Administration. Evaluation of CETA Implementation: Round One, First CETA Year, U.S. Department of Labor, July 1975 (unpublished papers).

The first phase of the overall evaluation of CETA being conducted by the Employment and Training Administration of the Department of Labor (DOL) was completed in the summer of 1975. This study focuses on the experiences of a national sample of 66 state and local sponsors in the initial year of CETA planning and implementation.

In general, the study found that local jurisdictions readily accepted authority for manpower. However, the degree of change in program concepts or strategies was initially relatively slight.

Although the programs in general were similar to those of the previous year, there were some indications of incipient change. The characteristics of target groups served under CETA continued to resemble those of the previous categorical programs, but there was evidence of intent to shift from services to the disadvantaged and youth toward greater emphasis on serving those who were unemployed but not necessarily disadvantaged. There was evidence of some reshuffling among service deliverers, and sponsors began to assume some operating functions. Overall, there appeared to be a net cut-back of community-action agencies, some expansion for other community-based organizations, such as Opportunities Industrialization Center (OIC), and a mixed picture for the employment service.

United States. National Commission for Manpower Policy. Monitoring the Public Service Employment Program: The Second Round, Washington, D.C.: The Commission, 1979 (Special Report no. 32).

A report to the President and Congress on the net employment impact of public service employment (PSE) on the Emergency Jobs Programs Extension Act of 1976. Findings include ratios of PSE jobs to general employment figures in surveyed cities, lower than expected job displacement rates, reliance on PSE in fiscally distressed cities, use of nonprofit organizations in development and operation of projects, and the difficulty for low skill level PSE workers to make the transition to regular employment.

Urban Institute. Evaluation System to Support Planning, Allocation, and Control in a Decentralized, Comprehensive Manpower Program, Washington, D.C.: The Urban Institute, 1971.

This report presents the results of a study to design the appropriate evaluation system needed at the Department of Labor for decentralized operation of a comprehensive manpower program. It covers not only priority evaluations needed and the methods of performing them, but also changes required in planning, reporting, and administration to make the evaluation system effective. Good discussion of the administration of manpower programs from the Department of Labor to the prime sponsor level.

III. MANPOWER POLICY AND ECONOMIC ISSUES

Berg, Ivar. Education and Jobs: The Great Training Robbery, New York: Praeger Publishers, 1970.

The results of Berg's study of the relations between education and employment directly oppose assumptions of public and academic economists that the "key to economic development is liberal expenditures for education." Berg found societal bias toward the individual's failure to secure work and questions the assumption that education is solely responsible for higher earnings. Berg investigates educational requirements for employment, personality characteristics and productivity, and increasing the demand for labor.

Clague, Evan; Leo Kramer. Manpower Policies and Programs: A Review, 1935-1976, Kalamazoo, Mi.: W.E. Upjohn, 1976.

This work is an update and elaboration of The Mission of Manpower Policy by E. Wight Bakke. The authors set present manpower policy against an historical analysis of policies developed during the 1930's and 1940's. "The result is a deftly portrayed overview of four decades of manpower policy in terms of the issues to which the policy has been addressed." Clague asks whether a choice must be made between inflation and full employment.

Gartner, Alan; Russell A. Nixon; Frank Riessman (eds.). Public Service Employment: An Analysis of its History-Problems, and Prospects, New York: Praeger Publishers, 1973.

Different facets of public service employment and the possibilities of such employment to lower unemployment rates are discussed in this study. Articles include Bertram Gross's "How Many Jobs for Whom?," Frank Riessman's, "Can Services be Humane in this Society?," Arthur Pearl's "The Human Service Society," and Wilma Scott Heide's "A Feminist Humanist's Conception of Employment."

Ginzberg, Eli (ed.), Jobs for Americans, Englewood Cliffs, N.J.: Prentice-Hall, 1976.

A collection of papers presented to participants as background reading for a meeting of the American Assembly on Manpower Goals for American Democracy. Papers by Moses Abramovitz, Robert M. Solow, Lloyd Ulman, Barbara Bergman, and others discuss policy issues in the areas of responsibility of the federal government in the arena of job creation, the efficacy of full employment policies, and institutional and individual changes needed to achieve full employment.

Ginzberg, Eli. The Manpower Connection: Education and Work, Cambridge, Ma.: Harvard University Press, 1975.

This study exposes the fact that the human capital theory does not completely explain differences in earning capacities of different groups in the labor market, explores the basic weaknesses in educational planning reform and counseling. "For two hundred years economists have manufactured theories about society as if it were organized by independent men in the isolated pursuit of their individual interests, who calculate where their main chance lies and actively pursue it. A theory that predicates an underlying rationalism for much, if not all, social behavior cannot escape the constraints of its basic assumption..." Section Two, "Work," deals with the quality of work, three major groups of workers, and manpower challenges such as the rapid increases of women in paid employment. Section three, "Manpower," is basically a discussion of manpower policy including public employment programs.

Gordon, David M. Theories of Poverty and Underemployment, Lexington, Ma.: Lexington Books, 1972.

A review of three principal economic perspectives on ghetto unemployment: orthodox economic theory, dual labor market theory, and radical economic theory. The emergence of the competition of these theories to explain unemployment trends, a summary of each position, and a comparative analysis of the theories and actual practice are offered.

Gordon, Robert Aaron. The Need to Disaggregate the Full Employment Goal, Washington, D.C.: National Commission for Manpower Policy, 1978 (Special report no. 17).

This author examines the effect that changes in the demographics of the labor force have had on national unemployment rates. Major shifts in the labor market population profile have shown women and youth taking a larger share of that rate in recent years. Acceptance of a higher unemployment rate has been influenced by these changes in the labor force and the accompanying increases in inflation. Gordon feels that a single figure for unemployment should be the last step in formulating a full employment goal. Reduction of high unemployment rates for special groups should be the first goal in reducing overall unemployment rates. Gordon calls for more training facilities, involvement of local employers in work transition from school and a substantial program of public service employment.

Lecht, Leonard A. Occupational Choices and Training Needs: Prospects for the 1980's, New York: Praeger Publishers, 1977.

This study seeks to expand the range of available occupational information by relating data on job openings to information about the earning of employed persons in different occupations, their educational attainment, and opportunities for women and minority groups in various occupational fields. Historical data and projections to 1980 and 1985 are also presented. Three key issues are discussed in depth: growth rate of selected occupations (excluding those requiring a college degree), economic returns and characteristics of those employed in those occupations, and a comparison of occupational growth and characteristics to actual and projected enrollments in vocational education.

Levitan, Sar A.; Garth Mangum; Ray Marshall. Human Resources and Labor Markets: Labor and Manpower in the American Economy, New York: Harper and Row, 1976.

A textbook presentation of labor market dynamics, preparation for employment, remedial manpower programs, minority employment, and labor market and economic policy.

In part Three, "Remedial Manpower Programs," the evolution and history of manpower programs and the techniques and models of manpower planning at the federal level are reviewed.

Levitan, Sar A.; Robert Taggart, III. Employment and Earnings Inadequacy: A New Social Indicator, Baltimore: John Hopkins University Press, 1974.

A need for a measurement that would consider the adequacy as well as availability of jobs which provide the income required for a minimally decent standard of living is the main theme of this monograph. An "Employment and Earnings Inadequacy" (EEI) index is proposed and discussed. Discussion of the meaningfulness of labor market statistics and employment and unemployment concepts precedes the building of this new measurement model.

Malabre, Jr., Alfred L. America's Dilemma: Jobs vs. Prices, New York: Dodd, Mead, and Co., 1978.

Discussion of present economic crisis of high unemployment and the failure of traditional economics to explain or correct current trends. Malabre favors reduction of federal governmental presence and the institution of structural measures, attention to effectiveness of the various unemployment programs, and the return of the "invisible hand." Malabre questions the efficacy of unemployment compensation which he feels encourages workers to remain unemployed as evidenced by international comparison of duration of benefits to unemployed workers.

Mangum, Garth L.; John Walsh. A Decade of Manpower Development and Training, Salt Lake City, Utah: Olympus Publishing Company, 1973.

An historical description of the administration and funding patterns of the Manpower Development and Training Act through the Department of Labor, public schools and the public employment services. A review of the evaluation studies showed emphasis on training functions and income variations after training. Mangum and Walsh describe skills centers environment, course quality, counseling services, and administration. The writers find that erratic funding and budgeting procedures, failure in any of the program components, and local discretion in management practices produce a wide variation in the administrative structure of skillcenters. An analysis of the information systems now in operation under the direction of the Department of Labor and a discussion of the problems of retrieval of information for various users is explored. The employment Service's role as a broker and project proposal writer are criticized as being fragmented and uncoordinated. A call for more viable planning and adequate policies is made.

Marshall, Ray. Rural Workers in Rural Labor Markets, Salt Lake City, Utah: Olympus Publishing, 1974.

This study is an expansion of an earlier report by Marshall et al, entitled Human Resource Development in Rural Texas. A review of national rural manpower programs, with some administrative information, is given as are the obligatory overview chapters on demography, rural employment, and policy implications.

Marshall, Ray; James L. Walker; R. Lynn Rittenoure. Human Resource Development in Rural Texas, Austin, Texas: Center for the Study of Human Resources and Bureau of Business Research, 1974 (Studies in Human Resource Development No. 1).

This study covers the topics of unemployment and poverty in rural Texas, examines human resource development programs, and makes recommendations for these programs. New data in these areas was compiled for this study describing population and locality characteristics, impact of rural development, and a review of rural manpower programs. Administration discussions are minimal.

Pierson, Frank C. Community Manpower Services for the Disadvantaged, Kalamazoo, Mi: W.E. Upjohn, 1972.

This report discusses the importance of developing a strong and balanced structure of services for the disadvantaged at the state and local levels. Pierson calls for improvement in community manpower capability. Written before passage of the Comprehensive Employment and Training Act in 1973, his discussion analyses the basics in the design of community based comprehensive program, how to select targets and strategies, how to use existing programs and new programs as they arise, and how to fit manpower goals into the local political and social conditions.

Seidman, Laurence S. The Design of Federal Employment Programs, Lexington, Ma.: Lexington Books, 1975.

The economic aspects in the design of federal employment programs is the primary focus of this study. A critical analysis of present policy instruments shows that these instruments fail to prevent recessions from occurring. A holding action is proposed to sustain employment during the recession until standard fiscal and monetary policies level. An "Anti-Recession Program" is offered which would build on

the Public Employment Program (PEP) while correcting problems within PEP. Parts II ("The Design of a Federal Employment Program in a Strategy to Raise Low Earnings") and III ("The Design of a Guaranteed Job Opportunity as a Part of Welfare Reform") explore strategies to raise low earnings by raising salaries of those already employed. A short piece on administration of such a program and a discussion of the problems of supervising and monitoring a nation-wide program from the federal level, though important issues, leave much to be desired for those seeking hands-on information on direct administration of manpower programs.

Sorkin, Alan L. Education, Unemployment, and Economic Growth, Lexington, Ma.: Lexington Books, 1974.

This general discussion of employment/unemployment trends examines the demography and participation rates of the labor force, explanations for excessive unemployment, and projections for the labor force in 1980. Sorkin reviews several manpower training programs (Job Corps, Neighborhood Youth Corps, etc.) in an historical context of legislation and program evaluation. However, no direct descriptions of the administrative and management practices are given. Program evaluations have generally shown poor results based on low benefit-cost ratios, high drop-out rates, and little improvement in employment status. Sorkin argues for integration and consolidation of services to eliminate duplication of effort and competition for the same target groups.

Taggart, Robert (ed.). Job Creation: What Works, Salt Lake City, Utah: Olumpus Publishing Co, 1977.

Proceedings of a conference sponsored by the School of Labor and Industrial Relations, Michigan State University, and the National Council on Employment Policy. The effectiveness of job creation and stimulus tools are discussed. This conference analysed the major job creation alternatives in three areas: historical analysis, comparative analysis, and impact on federal employment policy. The five papers discuss policy and impact issues ranging from tax cutting, wage subsidies, work sharing, public service employment and public works.

Ulman, Lloyd (ed.). Manpower Programs in the Policy Mix,
Baltimore: Johns Hopkins University Press, 1973.

These discussion papers address macroeconomic aspects of manpower policy, redistributional aspects of training programs, and the impact of an active labor market policy. These writers favor an active labor market policy and offer cogent criticism of both present policy performance and limitations of present policy. Included here are articles by Charles C. Holt, C. Duncan Mac Rae, Stuart O. Schweitzer and Ralph E. Smith's "Manpower Policies to Reduce Inflation and Unemployment," R.A. Gordon's "Macroeconomic Aspects of Manpower Policy," and Rudolf Meidner and Rolf Andersson's "Overall Impact of an Active Labor Market Policy in Sweden."

United States, National Commission for Manpower Policy. An Assessment of CETA, Washington, D.C.: The Commission, 1978 (Third Annual Report to the President and the Congress. Report No. 7).

To provide employment services to the structurally unemployed, several recommendations were advanced by the Commission in this annual report. These include a new definition of structural unemployment, uniform eligibility requirements across programs, eligibility for all public assistance recipients, increased local flexibility in determining programs and target populations, funding formulas based on distribution of eligible population, evaluation and program impact studies, and an improved information system. These recommendations have important ramifications for the administration and management of CETA programs, an area not addressed in this report.

United States, National Commission for Manpower Policy. An Enlarged Role for the Private Sector in Federal Employment and Training Programs: Fourth Annual Report to the President and the Congress, Washington, D.C.: The Commission, 1978 (Report No. 8).

This report builds on two earlier reports, Job Creation Through Public Service Employment and An Assessment of CETA (Reports Nos. 6 and 7, 1978 of the Commission), stressing the importance of keeping the "recently enacted policy and program initiatives" in place and strengthened over a sufficient period to ensure a fair test of the contribution and cooperation of the private sector. The Commission has found that costs per job created are the same in both the private and public sectors.

Excessive federal monitoring and mixed eligibility requirements are counter-productive in garnering private sector interest and cooperation. The report outlines the possibilities of the private sector, institutional linkages, and private and public job creation. Background papers include "Improving Private Sector Job Opportunities for Selected Target Groups," and "The Role of Private Sector Employers in National Employment Policies."

United States, National Commission for Manpower Policy. From School to Work: Improving the Transition, Washington, D.C.: U.S. Government Printing Office, 1976.

This collection of policy papers deals with youth unemployment and transition to work. The first papers describe the youth population, policy towards youth employment, corporate hiring practices, labor market experience and competencies of youth sub-groups. Robert Taggart in "Employment and Training Programs for Youth" gives a general overview of the types of programs targeted toward youth and emphasizes the need for pre-employment assistance for the disadvantaged. Descriptions of various employment services offered by Youth Opportunity Centers (YOCs), Work Incentive Program (WIN), and others show the types of services rendered but no discussion of how the actual programs were administered. Dennis Gallagher in "Community Efforts to Link Education and Work" finds that extensive education does not always guarantee jobs and that the work place cannot absorb the increasing numbers of "educated" people. Gallagher reviews several cooperative programs as to cooperative efforts between employers and educators but does not describe how these agencies became co-producers in career counseling nor how efforts are coordinated. Similar accounts of activities in placement, information systems, and work exposure programs are presented. Gallagher calls for more descriptive material of community linkages between education and work. Ernest Green in "Apprenticeship: A Potential Weapon against Minority Youth Unemployment" examines the apprenticeship system in four major industries. Administration of the apprenticeship training system is outlined as is the legislative base for the Bureau of Apprenticeship and Training. Ray Marshall describes the problems of rural youth unemployment and Beatrice G. Reubens discusses "Foreign and American Experience with the Youth Transition."

United States, National Commission for Manpower Policy. The Quest for a National Manpower Policy Framework, Washington, D.C.: The Commission, 1976 (Special Report No. 8).

A rationale for a national manpower policy framework is discussed here. The basis for this argument assumes that full employment is a primary national goal, that selected measures will stimulate employment, that expanded employment measures will improve social equity, and that implementation should be tailored to policy. Manpower policy measures, key policy areas, and various other issues such as the "Trade-off between Inflation and Unemployment," "Income Maintenance," and "Facilitating Recurrent Education and Flexibility of Working Life" are discussed.

Wirtz, Willard. The Boundless Resource, Washington, D.C.: New Republic Book Company, Inc., 1975.

Subtitled, "A Prospectus for an Education/Work Policy," this monograph explores the possibilities of bridging the gap between education and work and of increasing flexibility in the education system to accommodate work-oriented interests and conflicts for students. A "Strategy for Change" is outlined which encourages interaction between the two fields.

IV. MANPOWER PLANNING

Anderson, Bernard E. The Opportunities Industrialization Centers, Philadelphia: University of Pennsylvania, 1976.

This report is the sixth in a series called "Manpower and Human Resources Studies" published by the Industrial Research Unit at the Wharton School of the University of Pennsylvania. Anderson assesses the work of the Opportunities Centers (OIC), an organization within the black community. The author presents an exhaustive review of OIC services, administration, and the relationship of OIC to private industry, federal and state governments and CETA.

Davies, J. Kenneth; Colin Wright. Micromanpower Planning in the Public Sector, Washington, D.C.: U.S. Environment Protection Agency, 1977.

Written for manpower planners, this monograph outlines a systematic approach for manpower planning in public sector organizations. Technical and institutional aspects are highlighted with consideration for organizational and management constraints. A brief summary of their very practical and thorough manual can only hint at the wealth of information offered that is useful to a planner within a government agency. Chapters on the historical analysis of manpower planning and general background of labor market economics and human resource institutions set the stage for more specific discussions of planning functions, personnel management, forecasting, development of manpower programs, issues in evaluations and monitoring, and implementation.

Lester, Richard A. Manpower Planning in a Free Society, Princeton, N.J.: Princeton University Press, 1966.

The author calls for less federal control of manpower programs and for a strengthening of federal facilitative and protective abilities in the area of manpower program delivery. As a "think piece," Lester discusses organization and staffing for effective manpower administration, demand side planning, supply side planning, and the economics of manpower planning. A thoughtful examination of administrative and policy issues in the early years of manpower.

Levitan, Sar A.; Joyce K. Zickler, The Quest for a Federal Manpower Partnership, Cambridge: Harvard University Press, 1974.

This study reviews the development of manpower program administration between the passage of the Manpower Development and Training Act and the Comprehensive Employment and Training Act. "It traces the growth of federal, state, local levels of government and private groups in shaping and implementing the system." Several models of comprehensive manpower services are examined. Topics included in this study are manpower administration, planning, and development of comprehensive programs. The report includes an organizational chart of the federal manpower administration, discusses funding patterns, employee patterns, and the functional responsibilities of program administrators at all levels.

Mangum, Garth; David Snedeker. Manpower Planning for Local Labor Markets, Salt Lake City, Utah: Olympus Publishing Company, 1974.

Mangum and Snedeker argue that manpower planning "can and should be a major activity of local labor markets balanced with strong federal guidance at the local level." Crucial variables in the success of any particular program appear to be access to the elected executive and key staff and political feasibility of manpower programs. Agency administrators should be instrumentally involved in planning efforts. The quality of staff competence also appears to be an uncontrolled variable in predicting outcomes of a program. In "Evaluation of Local Programs," different qualifications for evaluation of programs at the federal and local levels and a typology for evaluation is offered.

Mangum, Garth; James Morlock; David Snedeker; Marion W. Pines. Job Market Futurity, Salt Lake City: Olympus Publishing, 1979.

Written as a replacement for Manpower Planning for Local Labor Markets, this work expands labor market planning to include economic and social planning. Planning is now seen as a continuous process and proposed self-evaluative tools are included in this work. The book begins with an "environment for planning and management" and "Conceptualizing the Planning Process" and follows with "Designing and Managing the Local Delivery System" and the "Stance of the Planner-Manager." "As a normative treatment of the topic, little descriptive material of actual program administration is given."

Manpower Planning: The State of the Art (compiled by the District of Columbia Manpower Planning Staff) Washington, D.C.: U.S. Government Personnel Office, 1973.

As the subtitle shows, the focus of this handbook is to bring up to date the state of knowledge of manpower planning practices and methodologies. Among the findings are that 90% of federal agencies, 43% of private corporation and state governments, and 22% of local governments are using some form of "modern manpower planning techniques." Resistance of manpower planning systems has been widespread due to lack of understanding of applicability and protection of turf. Among the system components are (1) computerized manpower information system (2) manpower projections and (3) affirmative action programs. Tables outlining the composition of manpower planning systems by type of respondent agency, type and length of time, and personnel requirements for implementing planning units are helpful in conveying the overall state of manpower planning.

*North Carolina Manpower Development Corporation. An Analytic Study of CETA Planning and Program Implementation in North Carolina and South Carolina, Fiscal 1975. Part I: Conclusions and Recommendations, Chapel Hill, North Carolina: North Carolina Manpower Development Corporation, August 1975 (unpublished paper).

This study reports on CETA programs in North and South Carolina during fiscal 1975. Major conclusions of the study include the following:

1. The consortium arrangement is useful and effective only in situations in which a demonstrated compatibility among the consortium members already exists.
2. There was some improvement in the involvement of planning councils in planning for 1976, but gains in the specific participation of employers and clients were spotty. Technical aspects of planning also improved in 1976, but "whether any of this means that planning is responsive to local needs is problematical" (p. 19). The result has been largely to continued past programs.
3. White males predominated in Title VI programs in almost all areas; black females predominated in Title I pro-

grams. The report questions whether it is sound policy to discriminate against women and minorities in the relatively "good" public sector jobs.

4. The design of delivery systems and the process of selecting deliverers do not appear to show any distinctive patterns. The effectiveness of deliverers still seems to be a matter of judgment, and coordination, or lack of it, the result of a variety of factors.
5. The overriding problem with sponsor management information systems is "the failure to grasp the relevance of information either already available or readily attainable" (p. 26)

Patten, Jr. Thomas H. Manpower Planning and the Development of Human Resources, New York, N.Y.: Wiley Interscience, 1971.

This basic text for the practitioner and student surveys the various aspects of manpower planning from policy to personnel administration. Discussions are grouped around such manpower topics as objectives and practices, models of planning and organizational development.

Stanley H. Ruttenberg Associates. Technical Aids to Manpower Training, Washington, D.C.: Bureau of National Affairs, 1970.

Subtitled, "Reports on Planning, Practices, and Experiments in Manpower Training in the public and private sector" this report summarizes various local programs' activities, innovations and techniques. Administrative practices are sprinkled throughout the 35 reports. This study provides practical knowledge and experience for the practitioner in the manpower field.

United States. Department of Labor. Employment and Training Administration. Assessing Large Scale Public Job Creation, Washington, D.C.: U.S. Government Printing Office, 1979 (R & D Monograph 67).

"The purpose of this study was to assess the feasibility of large-scale, countercyclical public job creation....The central issue examined was "How many activities could be undertaken?" Of central interest for administrators is the section on administrative and operational issues which may contribute barriers to implementation of job creation programs. These barriers include ambiguous goals, red tape, inadequate time for planning, inadequate resources for training, supervision, and materials, competition in private sector, and transition to the workplace.

United States. National Commission for Manpower Policy. Directions for a National Manpower Policy: A Collection of Policy Papers Prepared for Three Regional Conference, Washington, D.C.: The Commission, 1976 (Special Report No. 14).

Papers included in this collection with relevance to administration and planning are "Manpower Programs and Services" by Eunice Elton, "Income Security at the Local Level," Crosslinkage between Employment, training, and Transfer Programs" by Philip J. Rutledge.

Elton describes the state of coordination and decentralization at the local level. She finds that prime sponsors cannot set their own priorities and must grapple with "two sets of categorical manpower programs, determined outside the local prime sponsor's jurisdiction, set in a local "decategorized scene." Elton, director of the Mayor's Office of Employment and Training in San Francisco, describes her local manpower network and finds that everyone in her area is in favor of coordination "when it is done to the other person." This report is a ground level view of prime sponsors' attitudes and relationships with the Employment and Training Administration, stressing the importance of an active role for prime sponsors in policy and planning decisions.

Rutledge, whose experience has been with both manpower and income support program management, states that manpower, social insurance and income support programs "must be viewed as complementary parts of an integrated income security system." However, the movement toward decategorization and decentralization of federal programs and reform and centralizing and welfare are essentially in conflict and will impede integration of these services. Rutledge finds that full employment planning at the local level is mandatory for integration of these components of income security.

United States. National Commission for Manpower Policy. Directions for a National Manpower Policy: A Report on the Proceedings of Three Regional Conferences, Washington, D.C.: The Commission, 1976 (Special Report No. 13).

This report summarizes the meetings of the Regional Conferences on Directions for a National Manpower Policy held in September and October 1976. Of interest to administrators and managers are the sections on manpower programs and services.

The Eastern Conference supported continued decentralization

of planning and program authority and was divided on the issue of federal categorical program planning. This Regional Conference was critical of federal technical assistance programs that served doubly as a monitoring agent, "cost per placement" as the sole measurement of effectiveness for very different types of programs, labor market information, and prime sponsor jurisdictional designations."

The Central Regional Conference favored decentralization with a "clear national policy mandate and more effective, coordination of programs. Local determinism with federal monitoring was favored. State Manpower Services Councils were found to be ineffective in coordinating economic and social programs. The Conference called for better federal intergovernmental/interprogram coordination.

The Western Conference considered "creeping recentralization," and the conflict between federal policy and decentralization. The participants saw federal intervention in what was to be prime sponsor responsibility areas, less flexibility at the local level, and the establishment of national performance standards as major concerns in the autonomy of prime sponsors.

United States. President. Manpower Report of the President, 1975.
Washington, D.C.: U.S. Government Printing Office, 1975.

Included in this report are the "Report on Manpower Requirements, Resources, Utilization, and Training," which reports on current demographics of the labor force, public service employment, economic role of women, progress on CETA implementation, and manpower impact of government policy. The "Report on Facilities Utilization and Manpower Program Coordination under CETA" by Casper Weinberger discusses the administrative response to CETA, CETA responsibilities, and fiscal activities. Program coordination between the various programs targeted to vocational rehabilitation, the Work Incentive Program, child care and other concerns are addressed. Weinberger asserts that CETA funds have not been used to the fullest extent in promoting interagency planning and state manpower policy direction. Current methods are explored, as are the roles of the prime sponsors, State Manpower Services Councils, and CETA representatives.

United States. Senate. Committee on Labor and Public Welfare.
Implementing Comprehensive Manpower Legislation, 1974,
(Case Studies of selected manpower programs prepared for the Subcommittee on Employment, Poverty and Migratory

Labor) Washington, D.C.: U. S. Government Printing Office, 1974.

An often cited work, this collection of case studies was designed to offer comparative research on selected studies, information for administrators and to help facilitate intergovernmental relations. The first article by Levitan and Zickler became the basis for The Quest for a Federal Manpower Partnership, which is included in this bibliography. Peter Kobrak and Richard Perlman cite the need for efficient linkages in the network of manpower services in Milwaukee's decentralized system as does Robert Taggart in his study of the District of Columbia. Morris Horowitz and Irwin Hermstadt stress the importance of active participation in planning by community-based manpower agencies. Other papers address manpower planning and forecasting, problems in administering program consolidation, and the growing pains of a program in its infancy.

V. INTERGOVERNMENTAL/INTERAGENCY LINKAGES

Ball, Joseph Hurst. The Implementation of Federal Manpower Policy, 1961-71: A Study in Bureaucratic Competition and Intergovernmental Relations, Springfield, Va.: U.S. Department of Commerce, 1972.

Submitted as a doctoral dissertation, this study examines interagency competition for administrative control of federal manpower programs. The emergence of the Manpower Administration (MA) and an analysis of the tactics and strategies for gaining administrative power over Economic Opportunity Act programs are discussed. Ball found that an expanding budget, support from the Budget Bureau and congressional subcommittees as well as manpower economists assisted MA in gaining program control.

Community Based Organizations in Manpower Programs and Policy: A Conference Report, Washington, D.C.: The National Commission for Manpower Policy, 1977 (Special Report No. 16).

The conference background paper by Dr. Maurice A. Dawkins, "The Role of Community Based Organizations in Manpower Policy and Programs," discusses the history of CBO legislation and funding and the necessity of good inter-governmental relations for implementation and policy formulation at the state and local levels.

Hallman, Howard W. Community Based Employment Programs, Baltimore: Johns Hopkins University Press, 1980.

This study assesses the strengths and weaknesses of community based (CBO) and neighborhood based employment and training organizations (NBO) and their co-production in providing employment services under the aegis of CETA. Relations between prime sponsors and CBO's have been competitive and the roles that CBO's have been able to play have been restricted by the activities and administrative style of local CETA providers. Hallman thoroughly discusses the functions and capabilities of CBO's, the conflict between public and private sector in authority and funding, local CETA decision making, CETA administrative patterns, CBO's and training, public service and youth employment, and local political accountability. This study is a highly readable, thoughtful account of the delivery of manpower programs at the local level.

Hallman, Howard W. Emergency Employment: A Study in Federation, University, Alabama: University of Alabama Press, 1977.

A case study of the Public Employment Program (PEP) and intergovernmental relations in the administration and implementation of public service employment programs. The study covers the legislative and administrative phases of PEP, reviews program results and the continuation of public service employment by CETA. The administrative review outlines the crisis of the Office of Public Service Employment, the evolution of the administrative structure within PEP and the delegation of responsibility and authority to local sponsors. A review of several city programs with specific details on funding and leadership responsibilities is given as are detailed accounts of county, substate, district and Indian programs, civil service and demonstration projects.

Illinois. Commission on Intergovernmental Cooperation. The Comprehensive Employment and Training Act: A Critical Issue in Intergovernmental Relations, Springfield, Ill.: The Commission, 1979.

This report examines problems in the use of CETA as a model for all decentralized, comprehensive manpower programming. Although initially much managerial discretion was given to prime sponsors, recent trends toward increasing federal authority have become evident. The authors cite the lack of state administrative authority in planning and evaluation, inconsistencies in legislation, and changes in target populations as major problems in using the CETA model. This study examines CETA experience in Illinois, Public Service Employment issues, prime sponsor/Department of Labor relations, and Illinois manpower policy. Funding and allocation are explored in depth are the impacts of CETA on local labor market trends.

Lyndon B. Johnson School of Public Affairs. Manpower and Vocational Education Planning Processes: Four Regional Case Studies, Austin, Tx.: University of Texas, 1975 (A Policy Research Project Report, No. 9).

The results of a study by the Vocational Education Project of the Lyndon B. Johnson School of Public Affairs (LBJ School) for the Texas Department of Community Affairs

(TDCA) addresses the state of manpower and vocational education planning and intergovernmental/interagency linkages in implementation and administration of Texas Balance of State (BOS) planning regions. Lack of planning coordination has resulted in unnecessarily poor use of teaching and training facilities and funds. The formal and informal planning processes of four BOS regions are minutely examined. The locality context and political frame of each BOS region is described and administrative and management issues are discussed. This report builds on an earlier report by the same project, "Resources for Local Manpower Vocational Education Planners," LBJ School, 1975, and a series of workshops created to review existing linkages between education and manpower planners. These workshops drew both public and private administrators of manpower related agencies and are summarized in this report.

Mirengoff, William (ed.). Employment and Training Progress: The Local View, Washington, D.C.: National Academy of Sciences, 1978.

The second volume of case studies of manpower programs by the Committee on Evaluation of Employment and Training Progress Programs of the National Research Council covers the first two years of the implementation of CETA. These studies describe how local governments developed administratively in providing employability development and public service programs. The articles, written by local resident researchers give a feel for locality differences and similarities in implementing manpower programs. Overall, the establishment of manpower programs as a function of local governments and important strides in intergovernmental interagency linkages have been made. Included in this volume are studies by Robert W. Glover on the Capital Area Consortium, Texas, E. Earl Wright on Calhoun County, Michigan, and Paul Bullock of the Orange County Consortium, California.

*Olympus Research Corporation. Coordinated Linkages Among Manpower Programs: The Role of HEW-Funded Programs under CETA, Part II. Boston: Olympus Research Corporation, August 1975.

The purpose of this report, funded by the Department of Health, Education, and Welfare (DHEW) was to examine the early efforts at coordination of DHEW-funded programs related to manpower, especially vocational education, and CETA. Information was gathered from on-site interviews with 10 state and 15 local sponsors, conducted during the last

half of 1974 and the first half of 1975.

This report finds that CETA has generally resulted in improvements in the quality of manpower planning and services delivery, citing improved planning techniques, a greater degree of integration in delivering services, and greater attention to operational management. However, the study finds very little evidence of coordination. This lack is attributed not only to structural or institutional barriers but also to a lack of interest and to the relatively low priority given to coordination. The report recommends that federal and state agencies, particularly the latter, take the necessary steps to effect programmatic coordination.

United States. Department of Labor. Employment and Training Administration. The Employment Service: An Institutional Analysis, Washington, D.C.: U.S. Government Printing Office, 1977 (R & D Monograph 51).

Institutional factors such as organizational characteristics and intergovernmental/interagency linkages which affect the Employment Service (ES) performance. A sample of nine state employment security agencies (SESA's), six regional offices and the National Office of the Employment and Training Administration (ETA) were studied. The organizational structure of state agencies and the linkages between the various governmental authorities and local agencies are examined in the light of optimum performance.

United States. National Commission for Manpower Policy. An Employment Strategy for the United States: Next Steps, Washington, D.C.: National Commission for Manpower Policy, 1976 (Report No. 5).

Written in response to Congressional request for assistance in shaping a national manpower policy, commitment to full employment is the basis of the Commission recommendations. Strong intergovernmental relations and information system are the keystone of an effective training program with emphasis on the federal government as coordinator between the macro-economic decisionmakers and those responsible for manpower policies and programs.

United States. National Commission for Manpower Policy. Labor Market Intermediaries, Washington, D.C.: U.S. Government Printing Office, 1978 (Special Report No. 22).

The improvement of the operation of labor markets through the use of intermediaries was the subject of a Conference

on Labor Market Intermediaries held in Washington on November 17, 1977. Papers from both the public and private sector explore the role of manpower intermediaries. Labor market intermediaries perform such functions as job placement, skill training, information, and financial assistance. These intermediaries both formal and informal, public and private, link job seekers and employment. Performance of intermediary institutions and programs depends on external economic and labor market factors as well as internal decision making and organizational patterns.

United States. National Commission for Manpower Policy. Manpower Program Coordination, Washington, D.C.: The Commission, 1975 (Special Report No. 2).

An initial review of operational coordination of manpower programs under CETA. Coordination is seen as a partial solution to scarce resources, fragmentation of delivery systems and policy. Manpower coordination is concerned with policy (development of complementary goals and objectives), planning (design of relationships and linkages between related programs and functions), administration (establishment of complementary operational procedures and practices), and program (accessibility of services to participants). The discussion of overall planning issues stresses the importance of local discretion and decision-making in a context of an overarching planning cycle. Coordination of issues at the local level such as the role of elected officials and prime sponsors as well as citizen participation are discussed. State level coordination through State Manpower Services Council and funding resources at the state level are explored. Federal coordination issues including the relationships of WIN, Vocational Education, and other programs with CETA are highlighted. The "Summary of Findings: Survey of Local Comprehensive Employment and Training Act Prime Sponsors, Summer, 1975" show the need and desire of prime sponsors to coordinate efforts along all levels of government and outlines city, county, and consortia relationships with technical and linking agencies. Other papers discuss specific programs and their efforts at coordination.

United States. National Commission for Manpower Policy. Sixth Annual Report, Washington, D.C.: The Commission, 1980.

The work of the commission in 1980 revolved around two major areas: improvement of coordination between federal economic

development and employment and training programs; and, better provision of services and training for disadvantaged women of all races.

Recommendations regarding intergovernmental agencies targeted to the structurally unemployed include increasing labor force participation by structurally unemployed; the use of economic development funds in areas of concentration of the structurally unemployed; local discretion in setting quotas for employment of the structurally unemployed; involvement of private sector and public agencies in master planning and reporting; an assessment and revision of agency regulations to remove barriers to interagency coordination; multi year budgeting; and, to develop rural manpower options.

The Commission finds that there is little local coordination between the five federally funded economic development programs and the employment and training programs due to individual program funding, planning, and regulatory constraints. The Commission has found that the most successful programs have elected officials with strong leadership and authority in drawing these disparate programs together.

United States. Office of Economic Research. Economic Development Administration. Human Resource and Regional Economic Development, Washington, D.C.: U.S. Government Printing Office, 1977.

Coordination of the providers for human resource development at the local level is the basic focus of this collection of papers. This collection identifies, and analyses the deficiencies in present practice and makes recommendations for improvements. The involvement of key individuals in negotiative cooperation depends on perceived mutual benefit for the actors and their organizations, which some have perceived as an emphasis on program management. The authors recognize many private and public sector actors in human resource development and attempt to "separate and examine the elements in the development process that can be acted upon by the public and private sectors at the local, state, and national levels." This collection examines the human resource development setting, organization and implementation of human resource development programs, information systems, and relation to policy generation.

VI. RESOURCES AND MANUALS FOR ADMINISTRATORS, MANAGERS, AND PLANNERS.

Adherent. Seattle, WA.: Seattle Opportunities Industrialization Centers, Inc., 19 .

This journal published three times yearly, is of interest to professionals and others in comprehensive employment training and human resource development. The Adherent publishes articles relating to policy, economics, and program issues as well as provides a forum for the exchange of ideas and creative thought in the areas of manpower concern.

Colbert, John; Marcia Hohn. Guide to Manpower Planning, N.Y., N.Y.: Behavioral Publications, 1971.

This report involved from a procedural manual for the staff of the South Boston Orientation Center and attempts to bridge theory and practice in offering suggestions for the development of workable and appropriate training program. The first section seeks to help recognize and deal with the problems of clients. The second section is an interview with three administrators of major training programs outlining their concerns and constraints in administration. The third section is an outline of a training program for administration and delivery staff. The responsibilities and duties of the various types of staff are laid out in detail.

Davis, Donald L.; Jorge Zambra. Manpower Planning and Forecasting: An Annotated Bibliography, Houston, TX.: Center for Human Resources, University of Houston, 1976.

A review of recent manpower planning and forecasting literature for those involved in manpower planning and forecasting. Four areas of planning are reviewed: the state of the art in manpower planning and forecasting, technical literature on models and techniques, special problems in manpower planning and forecasting, and research methodologies. A practical guide to planning policy and implementation for administrators, planners and managers in the manpower planning field.

Education for Work Linkage News: Bimonthly Newsletter of the
Education for Work Linkage Project, College Station, TX.:
Texas A & M University and Texas Engineering Experiment
Station.

This bi-monthly newsletter is supported through the Texas Department of Community Affairs and CETA. The purpose of this publication is to provide an information exchange on potential and existing linkages between the public and private sector providers. Currently, the News is publishing the names of individuals and agencies of each delivery system in the area of job preparation. Legislative Updates, News of Workshops and meetings, and current resources are highlighted in each issue.

Employment and Training Reporter. Washington, D.C.: The Bureau
of National Affairs,

This weekly periodical summarizes the current manpower developments including congressional actions, demographic and labor market trends as well as developments in federal administration of CETA, the Employment and Training Administration, and the Department of Labor. Changes in administrative practices and discussions of these recent changes are geared to inform administrators and managers in labor market programs.

Human Resources Abstracts: An International Information Service.
Beverly Hills, CA.: Sage Publications,

This quarterly journal abstracts the current literature in human resources. Monographs and periodical literature covering human, social, and manpower problems are critiqued. Labor market demography and participation rates and trends comprise the bulk of the works cited. General policy-related and economic discussions are also reviewed.

The Journal of Human Resources: Education, Manpower and Welfare
Policies. Industrial Relations Research Institute and
Institute for Research on Poverty, Madison, WI.: University of
Wisconsin.

This quarterly journal is devoted to the analysis of education and training effects on production skills, employment opportunities

and income. Federal policies in the areas of manpower, health and welfare are discussed in their relationship to the labor market and the developments in the economic and social spheres. Empirical studies are favored in this journal.

Lipsman, Claire K. The Comprehensive and Employment and Training Act: Abstracts of Selected Studies, Washington, D.C.: National Academy of Sciences, 1976.

This collection of abstracts of selected reports and papers related to CETA includes studies on policy research and evaluation. Several of these studies are included in this bibliography but do not represent an exhaustive review of all the studies presented in Lipsman's collection.

Manpower Briefs. Institute of Labor and Industrial Relations, Houston, TX.: University of Houston.

This monthly publication summarizes the news from the federal state and regional levels in the area of manpower regulations, funding issues, and legislation impacting manpower policies and activities.

Manpower Resource Handbook. Washington National League of Cities and U.S. Conference of Mayors (1972) and Update (1974), Washington, D.C.,.

Twenty-eight agencies and their manpower related programs are critiqued, as are their funding patterns and responsibility areas. This handbook is a useful planning and administrative reference tool. Descriptions of the federal agencies include analysis of their organizational structures and operational mandates.

United States. Bureau of Labor Statistics. Manual for Developing Local Area Unemployment Statistics. Washington, D.C.: U.S. Government Printing Office, 1979.

An in-house manual for developing unemployment statistics at the local level outlines the methods to be used by public sector agencies. This manual is an example of the Bureau's efforts toward consistency in reporting and estimating unemployment figures.

United States. U.S. Department of Labor. Employment and Training Administration. ETA Resource Clearinghouse, Annotated Subject Bibliography of New Acquisitions of the ETA Resource Clearinghouse Collection, Washington, D.C.: U.S. Government Printing Office.

Works germane to the spectrum of functions within the manpower sphere are listed in this monthly publication. Articles, manuals, and books included in this bibliography are briefly described and are available through the ETA Resource Clearinghouse.

United States. Department of Labor. Employment and Training Administration. CETA Title VI Project Description Reports, Washington, D.C.: U.S. Government Printing Office, 1978.

Descriptions of the 40 of more than 50,000 new projects developed under the expansion effort give the general purpose of the project, a brief administrative overview, and summary implementation hints. Project reports for this survey were selected on the basis of special needs of the project or unique unique approaches. This report gives a bird's eye view of Title VI projects and the range of offerings.

United States. Department of Labor. Employment and Training Administration Office of Policy, Evaluation and Research. Guidelines for the Development of Labor Market Information Needed for CETA Planning Purposes, Washington, D.C.: U.S. Government Printing Office, 1979.

This manual for CETA planners outlines the approved methods for compiling labor market information. This manual designed for in-house use is an effort to provide consistent instruction for agencies involved in labor market information and in the documentation for the development of estimates.

United States. Department of Labor. Employment and Training Administration. Intake and Assessment: CETA Program Models, Washington, D.C.: U.S. Government Printing Office, 1978.

As an example of the series, CETA Program Models, prepared the ETA's Office of Community Employment Programs this manual for administrators explores the issues in intake and assessment in providing manpower services under CETA. The series reviews the "purposes and means of carrying out CETA functions and comments on methods successfully used in implementing various programs. This series was also intended for community groups and other manpower professionals to inform providers and contribute to program improvement.

United States. Department of Labor. Employment and Training Administration, R & D Spotlight, Office of Research and Development, Washington, D.C.: U.S. Government Printing Office,

A new publication from the Office of Research and Development reviews research and program activities of ORD for the purpose of improving communication and information flow throughout ORD. Findings of projects, recent publications of interest to manpower professionals, and policy discussions are the mainstay of this monthly.

United States. Department of Labor. Employment and Training Administration. Research and Development: A 16 Year Compendium, Washington, D.C.: U.S. Government Printing Office, 1979.

This compendium brings together reports of the research and development projects of the Employment and Training Administration during fiscal years 1963-78. These reports are grouped by subject area. These areas are the Economic, Social, and Policy Background; the Labor Market; Development and Utilization of Human Resources; the Administration of Employment and Training Programs; and, Building R & D Capability. Other reports on specific programs not included are also listed and sources identified. Within the chapter on administration, the projects included "constitute a respectable core of knowledge about the elements that underlie efficient and effective employment and training programs." Extensive discussions on planning and management, information systems and sources, operating and service techniques, evaluation methods, and research and development explore the larger issues and finer details of administering manpower programs.

United States. Department of Labor. Research and Development Projects, Washington, D.C.: U.S. Government Printing Office, 1978.

This eighth annual edition summarizes the projects funded by the Office of Research and Development (ORD) of the Employment and Training Administration. Summaries of on-going projects (as of Sept. 1978) as well as reports and other ORD publications are listed under the following categories of interest: program planning and administration, programs and techniques, the labor market, economic and social policies, institutional dissertations and small grant research projects. This is an information and resource tool appropriate for administrators.

United States. Department of Labor. Employment and Training Administration. Division of Communications, Office of Managerial Assistance, Management Assistance and Training Update, Washington, D.C.: U.S. Government Printing Office.

This newsletter for professionals in staff training and management assistance provides technical information pertaining to the Federal, state and local levels. Notices of conferences and meetings as well as reviews of past seminars are included. The experiences of established groups and the latest information on networking and information systems are highlighted.

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