



# EMPLOYMENT & TRAINING REPORTER

*the journal of record in work readiness since 1969*

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# Bulletin Board

## GRANTS

**REGIONAL DEVELOPMENT** — The Employment and Training Administration is soliciting state applications for \$5 million annual grants to integrate workforce and economic development with education systems at the regional level. Available for up to three years, the grants are part of the Workforce Innovation in Regional Economic Development Initiative to provide ongoing technical assistance and expert support to implement strategies that will turn the workforce investment system into a key economic development component. WIRED aims to expand employment and advancement opportunities for workers and spur the creation of high-skill and high-wage job opportunities. ETA will help states and regions apply WIA flexibility provisions to tailor service delivery and program design. Governors may apply for regions within their states. Joint applications for cross-state regions are encouraged. Applications are due Jan. 5, 2006. A virtual conference for prospective applicants will be held Dec. 7, 2005.

✓ Contact Laura Patton at (202) 693-3961.

**TICKET TO WORK** — Health and Human Services Secretary Mike Leavitt awarded \$25.1 million in infrastructure grants to 39 states to help people with disabilities find and keep work without losing Medicaid benefits. The one-year grants, authorized by the Ticket to Work and Work Incentives Improvement Act of 1999, allow states to carry out health in-

surance buy-in programs, increase personal assistance services through the Medicaid state plan or waiver programs and ensure access to other health care supports.

## ANNOUNCEMENT

**TANF** — The Administration for Children and Families seeks comment from states on reinstating the collection of independent measures of child poverty. Comments are due 30 to 60 days after the publication of the notice in the Nov. 28 *Federal Register*.

✓ For information, e-mail [infocollection@acf.hhs.gov](mailto:infocollection@acf.hhs.gov). Send comments to [Katherine\\_T.\\_Astrich@omb.eop.gov](mailto:Katherine_T._Astrich@omb.eop.gov).

## CONGRESS

### Senate Bills Introduced

**IMMIGRATION** — S 2075, would allow undocumented immigrants under the age of 16 to earn permanent legal status by successfully completing high school and either graduating from college or trade school or joining the military. The legislation would allow states to grant in-state college tuition to the immigrants. Introduced Nov. 18 by Sen. Dick Durbin (D-Ill). ☆



## EMPLOYMENT & TRAINING REPORTER

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# Current National Developments

## Performance Assessment

### PROGRAMS IMPROVED JOB SEARCH, QUALITY; HIGHER COSTS SEEN

In the past year, workforce development programs administered by the Employment and Training Administration generally did a better job helping people find, hold down and financially benefit from jobs, though some programs cost more per person than federal officials had hoped they would.

This is according to *The Department of Labor Fiscal Year 2005 Performance and Accountability Report*, released in late November. The report includes national performance indicators of all DOL's program areas and shows how programs stacked up against their prior year performance as well as targets set by federal officials. It covers either program year 2004, which ended in June, or fiscal year 2005, which ended in September, depending on programs' individual performance cycles.

According to the report, 37 of the agency's 41 performance goals relating to workforce preparation were reached this past year and in most cases, past year performance was up over prior year performance.

"Increases across the board are partially attributable to overall economic growth and employment. Key DOL contributions were facilitating more integrated service delivery by state workforce agency partners and encouraging them to focus on high growth occupations and industries in placement and training services," the report says. "The only surprise in employment and retention was a pleasant one. Outcomes for job seekers using one-stop employment services exceeded expectations for the second consecutive year."

### "Efficiency"

New in the Department's annual report this year are average per participant cost estimates for various programs, measures that ETA officials have termed "program efficiency."

While a number of programs fell short of their targeted program efficiency, DOL officials say in the report that the cost targets they set were "overly ambitious" in the absence of cost trend data from previous years on which the goals could be based.

The WIA adult program achieved all its performance goals and exceeded prior year performance in program year 2004. Nationally, the adult program's entered employment rate was 77 percent, its placement retention rate was 86 percent and the average

three-quarter earnings change for participants was \$3,746, almost \$500 more than in program year 2003. Average cost per participant was \$2,153, slightly less than the target cost set by DOL officials.

The dislocated worker program also achieved its participant outcome goals, but exceeded its per participant cost target. Federal officials had aimed to keep dislocated worker costs below \$3,195 per participant. Instead, costs averaged \$3,318. Eighty-four percent of dislocated workers found employment and 91 percent retained jobs for three quarters. Dislocated workers' wages, on average, were about 93 percent of what were before job loss. All of these participant outcomes were up slightly above program year 2003 levels.

### 81 Percent Found Jobs

Of all individuals who registered with one-stop career services and presumably accessed job banks, labor market information and other core and intensive services — without regard to whether they were eventually enrolled in the adult or dislocated worker programs — 64 percent found jobs within two quarters of registration and 81 percent retained jobs two quarters later. Both indicators were up slightly over the year. The average cost per one-stop registrant was \$62.

Performance measures for the Trade Adjustment Assistance program were up over prior-year levels, but still fell short of national targets in some areas. TAA's employment placement rate was 65 percent in fiscal year 2005. Its retention rate was 91 percent and its wage replacement rate was 75 percent. TAA's average cost per participant was \$13,358. Federal officials had set higher job placement and wage replacement goals for the program than it achieved, even though TAA participants generally had better outcomes in fiscal year 2005 than they had in 2004.

"Improved results reflect the Department's efforts to integrate services to meet the needs of all trade-affected dislocated workers, ensure that they have access to the full range of reemployment services offered through the one-stop system, and manage funds to reach more customers," the report says.

Both the WIA Youth and Job Corps programs met most of their targets for success but had some failures as well.

Through the WIA Youth program, 63 percent of participants earned a high school diploma, or equivalency certificate, 72 percent found jobs and 82 percent retained employment, exceeding performance targets and prior year results. Per-participant youth program costs were \$2,822, more than \$150 above their target levels.

Through the campus-based, federally administered Job Corps program, 64 percent of young adults participating earned diplomas or GEDs; 47 percent made literacy or numeracy gains, as measured through assessment; and 84 percent entered employment. Job Corps' job placement rate for program year 2004 was just short of its goal. Per participant costs in Job Corps averaged \$24,809, about \$2,300 more than federal officials targeted for the year.

Since most Job Corps participants are housed and fed by their centers, the cost of this program is naturally significantly higher than others administered by ETA.

This was the first DOL annual performance report to publish outcomes of the National Registered Apprenticeship System, which accredits apprenticeships and offers those who complete them nationally recognized credentials. About 78 percent of individuals who were registered as apprentices retained employment after nine months and, on average, their wages rose by \$1.26 in that period. Per participant costs to the federal system, exclusive of training and employment costs of apprenticeships themselves, averaged \$109.

Looking at the Veterans Employment and Training Service programs, 60 percent of participants started jobs within at least two quarters following program enrollment and 81 percent of them retained employment two quarters later. Of only disabled participants in these programs, the employment and retention rates were 56 percent and 79 percent, respectively. The employment rate of participants in Homeless Veterans Reintegration Program projects was 65 percent and their job retention rate was 57 percent.

### Concern about VETS

Even though VETS employment programs met all their national performance goals, DOL officials write that some trends are causing concern and call for close monitoring of these programs.

"Registrations of veterans seeking services have declined in the past year. The percentage of veterans receiving staff-assisted services (an indicator of veterans with employment barriers) has also showed a recent trend downward," the report says. "VETS will collaborate with its state workforce agency partners in the analysis of this information in order to come to a clearer understanding of the factors responsible for these shifts in order to determine if new strategies need to be developed."

VETS performance is also presented in terms of how quickly agency staff could resolve complaints formally filed with the agency under the Uniformed Services Employment and Reemployment Rights Act. VETS staff resolved nearly all USERRA claims within a year, but were able to resolve only 80 percent of cases within 90 days, short of the target of 85 percent and also below prior-year performance.

Officials note that it became more difficult to work one on one with some reservists filing USERRA claims this past year, due to their "war-related duties, locations and movements."

The performance of the public labor exchange system, consisting of the America's Job Bank Web site and similar job banks run by state workforce agencies, was mixed for program year 2004, an outcome that may have been heavily influenced by an economic upturn, federal officials write.

While the 138.6 million job searches conducted by workers using these databases was down over the year and fell short of performance targets, the 9.3 million employer résumé searches and 14.7 million jobs postings exceeded previous year activity and federal targets.

✓ Order a copy of *The Department of Labor Fiscal Year 2005 Performance and Accountability Report* in the next MII Clearinghouse.

—Ryan Hess

### Dropouts

#### SCHOOLS, CBOS, COLLEGES TEAM UP WITH WORK SKILLS, CREDITS

A partnership of education providers in Portland, Ore., is giving high school dropouts a chance to gain on-the-job skills or earn college credit while they work toward their high school diploma.

Portland Public Schools is funneling state education funds to community-based organizations and a local community college system to run alternative education programs for out-of-school and at-risk youth. By contracting with outside providers, the school district has been able to provide a greater range of options for dropouts to receive employment training or further their education.

Two-thirds of young people served by alternative programs stayed in school during the 2003-04 academic year, the most recent year enrollment figures were available. The success in reconnecting dropouts has led one of the providers, Portland Community College, to attempt to replicate its career pathways program in several cities across the country.

### Raise Maximum Age

Officials from the college, the school district and a private nonprofit alternative school briefed Capitol Hill staff on Portland's efforts during an Oct. 21 luncheon hosted by the American Youth Policy Forum in Washington, D.C. They urged Congress to follow Oregon's lead and raise the maximum age of eligibility for a publicly funded education to 21.

Oregon law permits school districts to create alternative education programs within the school system or contract with outside providers to serve out-of-school and older youth. Alternative schools must, however, meet the state's common curriculum

goals, academic content and state testing requirements.

School districts can use outside providers because Oregon law requires that state education funds follow children as they move in and out of public schools or community-based organizations under contract.

### Gateway to College

Under the arrangement, Portland Public Schools receives 100 percent of the state funds doled out on the basis of attendance and gives outside providers 80 percent of the amount typically spent on each pupil enrolled in the district. The state dollars accounted for 30 percent of the funds available for seven of the alternative education providers under contract. Many of the providers also leveraged federal, local and private funds.

The alternative education programs served 1,900 dropouts in the 2003-04 school year, increasing the total student body served by Portland Public Schools by 14 percent, from 13,479 to 15,379. The increased enrollment generates money for the school district because the district retains a portion of the state attendance-related funding.

Portland Public Schools served 375 dropouts in its career pathway program, Gateway to College, which includes courses that fulfill requirements for both a high school diploma and an associate's degree or certificate. By June 2005, 135 program participants had earned one or more credentials.

The vast majority, 82 students, received their high school diploma, 19 completed an associate's degree and 50 completed a GED.

Typically, participants are between the ages of 16 and 20 and enter the programs short of high school credits and holding a cumulative grade point average at or below a C, said Linda Huddle, director of alternative programs at the college. Gateway to College participants are required to maintain a C average in all classes. Huddle said the students are earning C's or better in more than 70 percent of their classes.

### All Students Can

"We believe that all students have the capacity to achieve in the collegiate environment, including students who have not experienced success in the K-12 system," Huddle said.

New enlistees are placed in small learning environments during their first terms to take courses in reading and writing, math, college survival and success, career development and academic lab. Students who complete the classes and pass the ASSET or COMPASS standardized tests then go on to college-level coursework alongside the general college population. They can take a series of core and advanced courses in a career major that also fulfill high school credit requirements. The program typically takes no longer than three years, Huddle said.

In order to receive free tuition and books, participants are expected to have perfect attendance and keep up with the work, Huddle said. They are assigned a resource specialist who helps them with problem solving, time management and stress management to help students stay in school.

On average, Gateway participants had a 92 percent attendance rate and earned 73 college credits. Seventy percent of those who earned their high school diploma or GED continued their college education, Huddle said.

Community colleges in eight cities across the country are now in the process of running similar Gateway programs through funding from the Bill and Melinda Gates Foundation.

### Open Meadow

Open Meadow Alternative Schools serves roughly 560 out-of-school and at-risk youth between the ages of 10 and 21 in programs that emphasize personal responsibility, academics and service to the community. Executive Director Andrew Mason said the school focuses particular attention on at-risk students making the transition from middle school to high school to prevent them from dropping out.

"Open Meadow students develop relationships with adults and their peers through daily advisory sessions where they meet their teacher and a peer support group. "They take responsibility for their education by developing an academic plan and exploring transition options," Mason said.

The private, nonprofit organization has created a number of transition programs that provide students with career and workforce training along with internship opportunities, Mason said.

Corps for Restoring the Urban Environment gives 51 students between 16 and 21 an opportunity to engage in field-based learning and community services projects related either to technology, natural resources or social services, Mason said. Through the STEP UP program, Open Meadow provides year-round supplemental education services and leadership development opportunities for 180 at-risk students at a local high school. In addition, the Corporate Connections program provides 20 youth with employment readiness training and a 12-week internship at one of eight local corporations.

Nearly 160 students are enrolled at the Open Meadow High School, typically staying for two and a half years, Mason said. Students have exceeded expected annual gains for reading and math, in some cases by nearly 50 percent. And the dropout rate is 10 percent. In 2004, the high school graduated 31 students.

—David Altstadt

## Apprenticeships

### 'LAX' HIGHWAY LEADS TO HOUSING LENDER'S TRAINING ON THE JOB

As a loan maker, Century Housing Corporation is removed by about three degrees of separation from the hammer-meets-nails end of its ultimate goal, building housing for Los Angeles' low- and middle-income families. Still, some clients of the atypical nonprofit come to it specifically to prepare for and find construction jobs.

Century is neither a builder nor a housing developer. Its primary business is financing affordable housing by offering loans and other financial products to developers. It has helped create more than 11,000 homes for low- and moderate-income families in its 26-year history.

Aside from being a financier, however, the organization operates or funds a range of human services and a pre-apprenticeship training program is one of them.

#### Housing Plus Jobs

Century's broad social mission is tied together by a highway — Interstate 105, also known as the Century Freeway. It is a 17-mile stretch of highway and rail transit line that cuts across South Los Angeles, terminating on the west at Los Angeles International Airport, or LAX in its aviation call letters.

The project was proposed in the 1960s and battled in court throughout the 1970s by residents and business owners whose homes and property stood in the path of construction. In 1979, a federal district court judge approved a consent decree allowing the project to come to fruition but also creating the Century Freeway Housing Program, a public agency charged with creating at least 3,700 affordable homes to replace the ones to be lost to the highway.

The decree also created an employment program under the California Department of Transportation designed to help residents of neighborhoods surrounding the highway find jobs in its construction.

By 1995, cars were moving on a completed highway and the Century Freeway Housing Program had surpassed its goal for replacing housing stock. The program had matured in function from housing development to finance and was generating sustainable levels of revenue in the process.

Parties involved in the court case agreed to privatization of the state operation, turning it into the nonprofit that Century Housing Corporation is today. Four years later, the organization took over the related training program.

This year marks "A Decade of Providing More than Shelter," the organization's advertising boasts. Its web of social services now includes child care, after-school tutoring, senior wellness programming and housing services for homeless veterans.

The Century Community Training Program has graduated more than 1,500 workers over the years.

Philosophically, organization officials describe their involvement in job training as a way of helping workers enter careers that pay enough for them to participate in Los Angeles' high-cost housing market — which runs parallel to the core mission of increasing affordable housing stock.

According to the organization, it takes an annual income of more than \$118,000 to feasibly afford a medium priced home in the Los Angeles housing market. While roughly two-thirds of families nationally are homeowners, only about 39 percent of Angelinos hold title to their domiciles.

"The affordable housing issue is of critical importance to millions of working families in California," said Century Housing President Allan Kingston in a statement describing the housing plight. "With every affordable housing unit built, one less worker is forced to commute long hours, or one less family is forced to choose between healthcare and paying the rent."

The Century Community Training Program aims to prepare workers to endure and succeed in construction apprenticeships, which typically offer substantial, incremental wage growth over a few years, provided workers stick with them. The organization is committed to placing graduates in positions that pay starting wages of no less than \$10 per hour, according to Ann Marie Hickambottom, Century's senior vice president of community services.

Apprenticeship statistics the federal Employment and Training Administration began collecting last year show that workers entered apprenticeships earning just under \$12 per hour and experienced more than \$1.25 in hourly wage growth within the year, on average, nationwide.

The Century Community Training Program is open to almost anyone and comes at no cost to participants. It requires only that participants be at least 18 years old and legally eligible to work in the United States.

Its participants are mostly African American and Hispanic men in their 20s and 30s, though the organization offers additional outreach and support to encourage women to enroll.

#### Want a Better Wage

"Most people tend to come to our program looking for a better wage," Hickambottom told MII.

About 20 to 35 participants make up each class and classes run continuously throughout the year.

The program recruits with public service announcements and through local one-stop career centers and community-based services providers. For some participants, local workforce agencies provide for supportive services to enable their enrollment and purchase work gear that participants need when seeking jobs, she said.



Century Housing funds the program with its general lending revenue as well as grants and other donations. The program has been supported by grants originating from the federal Department of Labor Women's Bureau, the 15 percent state discretionary setaside of California's WIA allotment as well as state-generated Employment and Training Council funding, officials said.

Century Housing also developed the More Than Shelter Fund, a charity that gathers donations to support the nonprofit's social services.

The training program runs for eight weeks, eight hours a day, beginning at 6:30 a.m. and offering participants a half-hour lunch and breaks in the morning and afternoon.

"Our program does mimic the environment of construction work. When they go outside for hands-on work, they do it whether it is hot or cold, and our training facility is right in the flight path of LAX so there is a lot of noise," Hickambottom said.

The training program is offered on a 1.5-acre site on Lennox Boulevard that features three classrooms plus outdoor work areas. Each class of participants completes a construction project, such as a demonstration house. The projects feature components of a full-scale building — such as framing, plumbing and wiring — in order to give participants exposure to the various building trades.

Classroom training topics, for example, include math, job site safety and an overview of how unions and apprenticeship programs typically operate.

Job placement services are also provided. Over six years, the program has placed about 80 percent of its graduates directly into jobs, and the program's current year placement rate is at about 86 percent. The vast majority of job placements are with unions.

### Works with Developers

As Century Housing works with the developers it finances, staff members brief them on the organization's training program and encourage them to point their building contractors in the program's direction, Hickambottom said.

The Century Community Training Program is also readying itself to provide training for construction jobs that are expected to develop at LAX.

In Century Housing's early years operating the pre-apprenticeship program, it prepared workers for jobs on the Alameda Corridor Construction Project, a 10-mile rail and road connection between the ports of Long Beach and Los Angeles and rail yards on the east side of the city.

"This was a really unique experience for us in that it most closely approximated our founding with the Century Freeway," Hickambottom said. "It was a major expenditure of public dollars and the public in that area wanted to go to work on the jobs that were being created."

—Ryan Hess

### Performance Assessment

#### GAO: WHITE HOUSE 'PART' PUSHES EVALUATION, NOT IMPROVEMENT

A White House agency assessment tool that rates few workforce and work support programs as "effective" has spawned "an evaluation culture" at federal executive agencies, but has not yet improved program results nor worked in tandem with congressional budgeting processes.

The Office of Management and Budget's Program Assessment Rating Tool, program managers told the Government Accountability Office, helped them "move away from 'analysis by anecdote' and refocused their attention on the impact their programs have" and "create 'a new sense of urgency' about performance measures."

### 25 Questions

PART is a 25-question inquiry form sent on a recurring basis to executive branch managers, many of them presidential appointees, with the stated aim of determining programs' effectiveness in terms of purpose and design, strategic planning, management and results. In launching the probe four years ago, OMB targeted all federal programs and has produced evaluations for 20 percent of the target each year.

"This strategy is likely to lengthen the time it will take to observe measurable change compared with a more strategic approach," according to *PART Focuses Attention on Program Performance, but More Can Be Done to Engage Congress*.

OMB has "taken some steps" to clarify how the processes envisioned under the Government Performance and Results Act of 1993 connect with those leading to PART evaluations, GAO reports. As a result, "many agencies still struggle to balance the differing needs of the budget and planning processes and their various stakeholders." Officials at the congressional watchdog agency also worry that "strategic planning continues to shift from long-term goal setting to short-term executive budget and planning needs."

### "Powerful Aid"

A good PART score is "a powerful aid" in gaining budget increases, some officials told GAO. Department of Labor officials said that "absent the PART, they might not have received funding to evaluate the Youth Activities program." DOL officials have postponed the evaluation, however, until after the Workforce Investment Act is reauthorized because the revised law is expected to focus increasingly on out-of-school youths and change program activities.

On the other hand, DOL Trade Adjustment Assistance officials said that their program's less illustrious grade "forced them to look at the program in a

new light, and be objective about what they are doing.”

GAO found that PART was most successful in changing the way officials work with information. “One official at HHS said that the PART allowed him to ‘evangelize’ on the importance of good performance data and the perils of bad data,” GAO reports.

Part of the peril lies in the connection between the questionnaire and the Bush Administration management agenda.

Included in that package is an Executive Branch Management Scorecard that uses a red-yellow-green stoplight grading system, which tells officials how well their White House superiors think they are doing. GAO reports that the “Results not demonstrated” PART rating has broad implications since no agency may get a “green” light on its scorecard if more than 10 percent of its programs received that PART evaluation for more than two years in a row.

For other purposes, GAO found PART less effective.

“Most congressional committee staff we spoke with did not find either the PART information or the way it was communicated suited to their needs,” GAO reports. Many had problems with the goals and measures OMB used; some questioned the “units of analysis” used, as well as the design of the tool itself.

Still, many Capitol Hill aides would have used PART results, GAO reported, if OMB counterparts had asked them early on regarding which programs to assess and when, what material to gather and how, as well as how best to present it to Congress.

Differences of opinion have also arisen about PART’s efficiency measures and cost comparisons.

For example, DOL agency officials challenged PART’s use of a cost-per-participant measure for Job Corps. They explained to GAO that the Corps is self-paced and students are allowed to stay in the program for up to two years (or three, with special approval). DOL officials explained that this allows adequate time for students to complete their education or vocational training — which, as studies indicate, generally yields higher wages.

### Cost Per Student Day

However, since costs per participant increase the longer a student remains in the program, Job Corps appears less efficient, compared with other job training programs, yielding a lesser PART assessment.

DOL suggested “cost per student day” as a measure that would result in a “less inherent perverse incentive.” OMB did not accept the suggestion.

Similarly, DOL officials explained that Job Corps’ current GPRA measures track the percentage of job or education placements for program graduates, but OMB — which uses its own common measures for training programs — gauges performance based on an “entered employment/education” measure for all program exiters, whether the students graduated or not at exit.

To make things worse, officials said, the measures are treated as interchangeable in the PART review. The same benchmark for “graduate placement” under GPRA is also used for the “placement of all participants” common measure indicator. As a result, Job Corps either fails to meet the common measure goal or gets labeled “un-ambitious” by OMB. Either way, officials said, the program loses under PART.

Health and Human Services officials reported differences with OMB examiners over the acceptability of their evaluations, complaining that OMB officers sometimes disregarded their studies and focused exclusively on OMB’s own assessments. One official complained that OMB would not explain why the program’s survey of refugees’ economic adjustment did not qualify as an “independent, quality evaluation,” even though an experienced, independent contractor conducted the study.

More broadly, executive branch officials view PART as a “resource-intensive” procedure that diverts staff from mission work and, in some cases, to spending time teaching OMB staffers the history and context of the programs.

DOL officials pointed out to GAO that the assessment process is “one size fits all.” They complained that a small program at DOL is supposed to have the same resources as a large organization like the Social Security Administration.

✓ To purchase the report *Performance Budgeting: PART Focuses Attention on Performance, but More Can Be Done to Engage Congress* from the MII Clearinghouse call (800) 524-8960, ext. 101.

—Cecilio Morales

### Indians

## KATRINA REBUILDING BRINGS FEMA JOBS TO BLACKFEET NATION

The massive destruction from Hurricane Katrina may have wrecked Gulf Coast economies, but the reconstruction efforts have created much-needed jobs for one American Indian tribe that has suffered high rates of unemployment.

At the request of the Federal Emergency Management Agency, Blackfeet Nation in northwestern Montana sent around 230 tribal members this fall to Gulfport, Miss., to help survey hurricane damage to homes and restore sewer systems and electricity. FEMA officials have asked the tribe to prepare another 200 people for possible deployment.

Tribal members who departed for the Gulf Coast in late October have reported working 10- to 14-hour shifts, 7 days a week, said Elaine Grant, WIA coordinator for the Blackfeet Tribal Manpower Department. The staffing and employment services office is managing the reconstruction assignment from FEMA.

The Blackfeet workers initially expected to earn \$22.50 an hour, but Grant told MII that the pay rate



still had not been set as of early November. Still, she expects the jobs will provide a good source of income so that family members who stayed behind can pay off bills and meet other needs. Unemployment can reach 80 percent on the 16,000-person reservation, which borders Glacier National Park. The tribe had a particularly rough year because fewer than the usual number of members found work fighting forest fires, Grant said.

Those jobless woes have changed in the wake of Katrina. Some tribal members plan to continue working in the Gulf Coast area for the next six months. Each of the emergency workers has signed a contract to stay on the job for at least a month.

### Training

In addition, the reconstruction effort has created opportunities for job training and work-readiness preparation. Grant said FEMA trained tribal members for three days in Orlando, Fla., before deploying them to Gulfport. Some of the training is in emergency medical services, such as CPR and first aid. Those skills could be useful back on the reservation in the event that a natural disaster hits the area, she said.

Tribal members also had to meet certain employability requirements before FEMA would agree to bring them on board, Grant said. Manpower staff ensured that the workers had filled out a WIA application, prepared a resume and passed the FEMA tests in emergency management. If they had not already done so, workers also were required to obtain a valid driver's license, receive necessary immunizations and open a bank account in order for wages to be directly deposited.

### FEMA Stigma

Local institutions offered assistance to meet these obligations. The tribal government covered driver's license fees, community health nurses provided immunizations and the Native American Bank arranged financing to get workers to the Gulf Coast and on the federal payroll. Workers were each given a \$500 loan to cover expenses before they received their first paycheck.

Workers are staying either in full-service campsites or at hotels.

Grant said the workers report "liking the job," although the conditions are rough — one group of workers found a dead body recently. They also have decided not to wear their FEMA uniforms because some residents are still angry at how the federal government responded to Hurricane Katrina, Grant said.

—David Altstadt

### Postsecondary Education

#### COLORADO VOUCHER SYSTEM MEETS WESTERN SELF-RELIANCE

This fall, Colorado reformed the way it subsidizes higher education by implementing a groundbreaking voucher system. Surprising officials, about 1,800 community college students elected to be charged higher tuition rates rather than authorizing the state to fund their schools on their behalf, a choice students have never before been able to make.

It was a quirk among first-semester results of the state's College Opportunity Fund, a first-of-its-kind funding mechanism.

For the most part, postsecondary education continued as usual in the Rocky Mountain State, as officials expected.

The Colorado Opportunity Fund, enacted in 2004 to start this fall, departed from the perennial practice of allotting funds to public universities and community colleges, based on enrollment counts and budget requests. State lawmakers instead launched a voucher program that makes funding follow students to the institutions they attend (ETR 5/17/04, p. 552).

The program was designed to increase college access by making state higher education subsidy more visible to the general public and also to stabilize tuition rates by changing the politics of higher education financing.

Through the program, all students who qualify for in-state tuition are granted a lifetime account of 145 credit hours. Annually, the legislature will set a per-credit dollar amount for these accounts.

At the beginning of each semester, students authorize their schools to draw down from these accounts for each credit they are taking.

The state uses the term "stipend" to describe the accounts, though students themselves never hold checks for the college aid in hand. They merely sign a line on enrollment forms allowing their schools access to the funding.

For this year, the vouchers are worth \$80 per credit hour, or \$2,400 for the year for full-time students. Schools simply subtract the voucher funding from their in-state tuition bills.

With the program, the state also enacted fee-for-service contracting to pay colleges for activities such as workforce development or remedial education, which can fall outside the scope of the program.

By Veterans' Day, the state had processed 230,000 applications for College Opportunity Fund accounts and paid out \$127 million to schools, slightly less than half the state's postsecondary institutional appropriation for all of 2004-2005.

Funding across schools in the system is about par with where it stood under the old mechanism, considering that schools will draw down again within the fiscal year for spring and summer enrollments, according to Jason Hopher, director of governmental

relations for the Colorado Commission on Higher Education.

"We're kind of right on target for where we should be this time of year with enrollments and payments to institutions," he told MII.

Community college enrollments, and in turn their \$35.75 million combined shares of College Opportunity Fund spending, are down slightly from comparable levels last fall. State officials attribute this to cyclical effects of the economy. Colorado is in a upturn, making the labor market more attractive than the classroom for some prospective students.

"Stipendable" enrollments — meaning in-state, for-credit student counts — are down 6.9 percent over the year at the state's 13 community and technical colleges, according to Colorado Community College System President Nancy McCallin.

### Willing to Pay

Schools spent the summer and early fall ramping up their marketing of the College Opportunity Fund to current and prospective students, and also working out administrative processes for implementing the voucher system, she said. Despite the effort, about 1,800 of 65,000 community college students declined to allow their schools to draw down funding from their accounts.

This prevented schools from retrieving state funding that up until now would have flowed directly to them from state coffers. In turn, it more than doubled these students' tuition bills.

For some of these students, particularly those in the workforce, it was likely a simple economic decision, McCallin told MII. If employers were paying their tuition, it would be in the students' best interests to save up the credits in their accounts for semesters when they personally would be responsible for their college bills.

Other students may have been withholding the state funds from schools for ideological reasons, according to the community college system president.

"We were also hearing students say they didn't want to take 'handouts' from the government to go to school," McCallin said. "Out here in the West, there can be a certain perception about government programs, handing out your social security number and signing too many forms."

As the school year began, community college presidents and their staffs took to the phones to hound students who had withheld authority to tap into their accounts, trying to explain the situation and convince them to take advantage of the voucher, she said.

McCallin and Hopher predicted that any effects the new funding mechanism will have on students making the choice to pursue higher education — the accessibility factor — will need to be measured in the long term to control for the economically cyclical nature of enrollments.

Since the enactment of the College Opportunity Fund, however, Colorado's fiscal politics have shifted.

Colorado operates under a Taxpayer Bill of Rights, a part of the state constitution that forces the government to align its revenue with changes in state income levels. When earnings levels drop, lawmakers are effectively prevented from raising taxes to maintain, let alone increase, revenue.

State higher education appropriations have declined in dollar terms since 2002 and observers attribute this to lawmakers dipping into the postsecondary trough in tight years; institutional spending is largely invisible to the general public. Facing lower allotment levels, schools in turn raise tuition to the extent that state lawmakers permit them to, but this happens in the summer, typically months after state budget decisions are completed.

In-state tuition hikes from 2004-2005 to this year ranged from 28 percent at the University of Colorado to 7 percent at the Metropolitan State College of Denver. Community colleges in the state raised tuitions by 9 percent.

This, however, may be more of a tale of the past than the present.

Through a November referendum, voters opted to temporarily lift the TABOR's restrictions for the next fiscal year. A few days later, the Colorado Commission on Higher Education submitted a budget request to the legislature that proposes spending \$65 million more on higher education than the roughly \$500 million appropriated through various programs this year.

The request would increase the value of the College Opportunity Fund, from about \$2,400 to \$2,560 per year for students taking 15 credits per semester.

As part of the budget request, the higher education board recommends a 2.5 percent cap on tuition increases for the year. Community colleges are planning on holding their tuition flat for the year, provided the voucher value goes up, according to McCallin.

### Holding the Line

Both she and Hopher said that college officials are willing to hold back tuition as a show of good faith to voters who have allowed the state to spend more directly on higher education through the voucher program.

Neither she nor Hopher attributed the voters' TABOR decision specifically to the new college funding mechanism, but both said that the scheme is helping the general public understand the complexities of public postsecondary education financing.

"One of the things that the stipend program allows for is a more meaningful discussion of higher education funding," Hopher said. "For instance, I was playing poker the other night and some of the guys with kids in college asked me why we didn't recommend the stipend to go even higher. Maybe in sum-

mer when tuition rates have been set, people would complain about them, but this is something we would have never talked about before in terms of the appropriations process.”

—Ryan Hess

## Job Training

### CLIENTS STEER COURSE TO NEW CAREER IN 18-WHEELER TRUCKING

A training provider in Washington, D.C., is reaching out to welfare recipients, ex-offenders, the homeless and recovering addicts to help steer their lives on a straight course.

The vehicle the Community Empowerment Training Academy has selected to deliver employment services is, literally, an 18-wheeler.

CETA trains a crop of hard-to-employ clients to drive a full-size semi truck, with the expectation that they will receive their class A commercial driver's license and find a job transporting goods. Since the training was first offered in 2003, a majority of clients have received their license and many have found jobs in the industry, earning generally between \$12 and \$17 an hour, CETA director Toni Thomas told MII.

Most newly hired clients are delivering goods locally behind the wheel of a shorter rig than the full-size one they learned to handle in class. They need years of experience before large firms would consider paying them the higher wages to drive 18-wheelers long distances, Thomas said.

The in-town assignments they do receive, nonetheless, are a huge career advancement.

“The majority of our students have a history of social, economic and self-sufficiency challenges. As a result, they are systematically unemployed, underemployed and in need of training in in-demand occupations,” Thomas said.

Thomas puts clients through an intensive 15-week training program during which they practice maneuvering the big rig and study operational regulations in preparation for the practical and written portions of the CDL examination.

The curriculum, presented across five 6-hour days a week, also covers a heavy dose of work-readiness lessons in order to pinpoint barriers that might impede clients' chances for success in the trucking industry. CETA life-skills instructors teach clients how to write a resume and prepare for a job interview, as well as the importance of punctuality, good hygiene and a strong work ethic. Advice also transcends workplace needs to include personal challenges, from overcoming family crises to dealing with friends who remain bad influences, Thomas said.

In addition, CETA refers clients in need of food, clothing, transportation, housing or other work sup-

ports to community services providers and District of Columbia agencies.

“The CDL training program gives hard-to-serve individuals a chance to get off welfare and earn a good wage so they can be self-sufficient,” Thomas said.

The program has prepared some clients to reach an earning capacity beyond their expectations.

“When I completed the training, I received a job at \$14.80 per hour and after only six months I am earning \$17 per hour,” said program graduate Eddie Woodson.

For the 25 percent of participants who are women, the program also offers an opportunity for a nontraditional career.

“It gives people a second chance and the opportunity to earn a decent living. Here I am, a 115-pound woman, and a tractor trailer driver,” said Quiovalee Jones.

## Apply Brakes

Trainees generally spend four or five weeks in CETA's classroom preparing for the learning permit exam. In the remaining 10 weeks, they spend most of their time at an empty lot, behind the wheel of a rented semi truck. Thomas said the clients work hard until they have grown confident maneuvering the 18-wheeler and applying the air brakes properly.

“We teach them how to handle a full-size trailer because if they can master an 18-wheeler, they can drive anything,” Thomas said.

Nearly all the training is paid for by Workforce Investment Act dollars awarded through the D.C. Department of Employment Services. The District agency refers eligible one-stop participants to CETA, an eligible training provider, D.C. officials told MII.

A few clients pay the tuition out of their pocket, Thomas said.

Enrollment numbers have varied through the years, but they are generally small. Between 2003 and 2005, 40 people have signed up for training; 25 people have graduated and 15 dropped out, according to the most recent data collected by the Department of Employment Services. The department has spent \$216,275 in WIA funds to reimburse CETA's training expenses.

A class of 15 graduated in mid-August and around 12 have already found work, Thomas told MII in early September.

At least six graduates in earlier classes have stayed on the job for at least six months, the length of time WIA requires that Thomas track employment rates. They are earning up to \$18 or \$19 per hour working for local Coke and Pepsi distribution centers, in-town moving companies and other small businesses, Thomas said.

“Large firms that specialize in long-distance transportation are not easily convinced that they should hire applicants right out of training,” she said.

To help place clients in jobs after graduation, Thomas invites local employers to visit training sessions. She also encourages trainees to meet with employers out of class and “sell” their abilities. Thomas said some trainees, however, have had difficulty connecting with employers after graduation and others have found passing the CDL examination a struggle.

—David Altstadt

## Unemployment

### STATE RATES ‘GENERALLY STABLE,’ HURRICANE RECOVERY SEEN

Payroll and unemployment pictures of most states improved from September to October, and were also up over the year, according to the latest state-by-state jobs data from the Bureau of Labor Statistics.

State unemployment rates were “generally stable,” BLS analysts say in their monthly report, which shows signs of labor market improvement for Hurricane-affected states.

Seasonally adjusted jobless rates declined or held steady over the month for most states. In Louisiana and Mississippi, where unemployment rates spiked dramatically in September, joblessness began to trickle down by small margins to 11.3 percent and 9.6 percent, respectively, for October.

BLS analysts list four over-the-month declines in joblessness as being statistically significant. Unemployment fell by 0.5 percentage point in New Jersey, by 0.4 percentage point in New York and by 0.3 percentage point in Nebraska and Pennsylvania. All these states posted rates that were below the national average of 5 percent.

Florida and Montana each experienced marginal declines in joblessness over the month to 3.4 and 4.3 percent, respectively. While the changes in these states’ rates were small, they deepened what had been the record-low unemployment rates for both states, with data going back to 1976.

The Sunshine State also recorded the largest 12-month decline in unemployment among states, of 1.4 percentage points.

Unemployment rates rose over the month in Alabama, Alaska, California, Delaware, Kentucky, Missouri, South Carolina, Tennessee, Vermont and Puerto Rico. Spikes in joblessness in Alabama, of 0.4 percentage point to 4.5 percent, and Tennessee, of 0.5 percentage point to 5.6 percent, were statistically significant, according to BLS.

Louisiana and Mississippi continued to claim the nation’s highest unemployment rates. Alaska and South Carolina posted the next highest rates, each at 6.9 percent.

Hawaii held its position as the most employed state in the nation, with only 2.7 percent unemployment in October.

Hawaii’s title may soon be up for a challenge. The Aloha State’s unemployment rate held steady over the month and was up marginally from August. Florida and Virginia posted the next lowest jobless rates among states, 3.4 percent. Virginia’s jobless rate was down by 0.3 percentage point, over three months, and had fallen each month.

Looking at state-level payroll employment, Washington state experienced the largest job growth since September both numerically and as a share of total employment. Payrolls expanded by 24,000 positions, or by 0.9 percent, in the state. While growth occurred across most industrial sectors, about 16,000 of these jobs were in manufacturing.

Georgia, Virginia and Texas posted the next largest over-the-month payroll expansions, respectively, ranging from 17,800 positions to 14,700 positions. Job growth in the professional and business services sector was substantial in each of these states.

Michigan posted the largest payroll contraction since September, of about 14,100 jobs. Indiana posted the second largest loss among states: 13,800 jobs. In both Midwestern states, job shedding spread across a number of sectors but was most acute in government employment. Manufacturing jobs accounted for relatively small shares of these states’ losses.

Payrolls contracted over the month by between 5,000 and 9,000 positions in New York, Massachusetts, Ohio and Nebraska.

Nebraska and North Dakota posted the largest job losses as a share of total employment — 0.6 percent each. The next largest relative payroll contractions, of 0.5 percent, occurred in Alaska, Indiana and South Dakota.

## La. Down, Miss. Up

In Louisiana, where payrolls are down by 11.4 percent over the year, October brought considerable fluctuation in payroll employment patterns. Overall, payroll employment grew by 4,200 jobs over the month. The construction industry continued its growth, by 5,100 jobs, while transportation and utilities firms shed just about as many positions.

Mississippi’s payroll growth was more widespread across industrial sectors. The state gained 6,700 jobs over the month, however its construction job growth was modest.

For October, BLS moved up its publication of payroll employment counts and over-the-year comparisons for metropolitan areas that encompass counties that received disaster declarations in the wake of Hurricanes Katrina and Rita. The agency did not publish month-to-month comparisons for metropolitan areas, since local-level statistics are not adjusted for seasonality.

—Ryan Hess



# Text

## STATE AND REGIONAL EMPLOYMENT AND UNEMPLOYMENT: OCTOBER 2005

(Editor's Note: The following data were released by the Bureau of Labor Statistics on Nov. 22, 2005.)

### Civilian labor force and unemployment by census region and division, seasonally adjusted <sup>1</sup>

(Numbers in thousands)

Census region and division	Civilian labor force				Unemployed							
					Number				Percent of labor force			
	Oct. 2004	Aug. 2005	Sept. 2005	Oct. 2005	Oct. 2004	Aug. 2005	Sept. 2005	Oct. 2005	Oct. 2004	Aug. 2005	Sept. 2005	Oct. 2005
<b>Northeast</b> .....	27,589.8	27,660.4	27,890.6	27,895.4	1,384.1	1,290.4	1,374.8	1,306.9	5.0	4.7	4.9	4.7
New England .....	7,505.3	7,555.1	7,594.1	7,589.9	337.3	344.4	371.4	366.7	4.5	4.6	4.9	4.8
Middle Atlantic .....	20,084.6	20,105.3	20,296.5	20,305.5	1,046.8	946.1	1,003.4	940.3	5.2	4.7	4.9	4.6
<b>South</b> .....	51,959.1	52,865.1	52,920.1	53,029.6	2,720.6	2,526.2	2,749.3	2,731.2	5.2	4.8	5.2	5.2
South Atlantic .....	27,417.0	28,051.2	28,162.2	28,257.4	1,317.8	1,255.4	1,293.8	1,270.0	4.8	4.5	4.6	4.5
East South Central .....	8,368.3	8,375.2	8,389.1	8,422.4	468.2	434.3	482.2	505.5	5.6	5.2	5.7	6.0
West South Central .....	16,173.7	16,438.8	16,368.8	16,349.8	934.7	836.4	973.3	955.7	5.8	5.1	5.9	5.8
<b>Midwest</b> .....	34,509.9	34,532.2	34,695.3	34,644.2	1,977.0	1,834.7	1,861.5	1,802.3	5.7	5.3	5.4	5.2
East North Central .....	23,658.6	23,718.0	23,856.2	23,789.3	1,444.1	1,375.8	1,383.1	1,325.1	6.1	5.8	5.8	5.6
West North Central .....	10,851.3	10,814.2	10,839.1	10,854.9	533.0	458.8	478.5	477.1	4.9	4.2	4.4	4.4
<b>West</b> .....	33,778.1	34,336.1	34,382.7	34,475.8	1,912.4	1,750.7	1,777.2	1,751.2	5.7	5.1	5.2	5.1
Mountain .....	10,115.0	10,283.7	10,313.8	10,329.6	494.4	472.7	499.8	481.1	4.9	4.6	4.8	4.7
Pacific .....	23,663.1	24,052.4	24,068.9	24,146.2	1,418.0	1,278.0	1,277.4	1,270.1	6.0	5.3	5.3	5.3

<sup>1</sup> Census region estimates are derived by summing the Census division model-based estimates.

NOTE: Data refer to place of residence. The States (including the District of Columbia) that compose the various census divisions are: New England: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont; Middle Atlantic: New Jersey, New York, and Pennsylvania; South Atlantic: Delaware, District of Columbia, Florida, Georgia, Maryland, North Carolina, South Carolina, Virginia, and West

Virginia; East South Central: Alabama, Kentucky, Mississippi, and Tennessee; West South Central: Arkansas, Louisiana, Oklahoma, and Texas; East North Central: Illinois, Indiana, Michigan, Ohio, and Wisconsin; West North Central: Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, and South Dakota; Mountain: Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming; and Pacific: Alaska, California, Hawaii, Oregon, and Washington.

### Civilian labor force and unemployment by census region and division, not seasonally adjusted <sup>1</sup>

(Numbers in thousands)

Census region and division	Civilian labor force				Unemployed							
					Number				Percent of labor force			
	September		October		September		October		September		October	
	2004	2005	2004	2005	2004	2005	2004	2005	2004	2005	2004	2005
<b>Northeast</b> .....	27,419.2	27,782.4	27,543.2	27,846.6	1,321.3	1,309.9	1,286.2	1,204.1	4.8	4.7	4.7	4.3
New England .....	7,469.4	7,565.0	7,494.7	7,578.0	323.8	355.4	304.3	332.5	4.3	4.7	4.1	4.4
Middle Atlantic .....	19,949.7	20,217.3	20,048.5	20,268.6	997.5	954.5	981.9	871.6	5.0	4.7	4.9	4.3
<b>South</b> .....	51,726.5	52,901.9	52,018.2	53,087.3	2,585.4	2,689.7	2,616.0	2,627.4	5.0	5.1	5.0	4.9
South Atlantic .....	27,269.7	28,143.2	27,428.2	28,268.9	1,257.5	1,270.2	1,274.7	1,225.7	4.6	4.5	4.6	4.3
East South Central .....	8,342.3	8,384.4	8,385.7	8,442.7	435.5	463.0	450.2	489.9	5.2	5.5	5.4	5.8
West South Central .....	16,114.4	16,374.3	16,204.3	16,375.7	892.5	956.4	891.2	911.8	5.5	5.8	5.5	5.6
<b>Midwest</b> .....	34,357.5	34,633.9	34,540.7	34,666.8	1,823.5	1,736.6	1,800.0	1,617.7	5.3	5.0	5.2	4.7
East North Central .....	23,543.5	23,822.1	23,684.5	23,809.4	1,313.8	1,285.3	1,320.8	1,196.1	5.6	5.4	5.6	5.0
West North Central .....	10,814.0	10,811.8	10,856.2	10,857.4	509.7	451.3	479.2	421.6	4.7	4.2	4.4	3.9
<b>West</b> .....	33,680.5	34,386.9	33,876.4	34,574.5	1,813.6	1,678.4	1,827.8	1,668.1	5.4	4.9	5.4	4.8
Mountain .....	10,104.3	10,337.8	10,151.2	10,362.5	479.7	485.4	473.4	458.5	4.7	4.7	4.7	4.4
Pacific .....	23,576.2	24,049.1	23,725.2	24,212.0	1,333.9	1,193.0	1,354.4	1,209.6	5.7	5.0	5.7	5.0

<sup>1</sup> Census region estimates are derived by summing the Census division model-based estimates. The composition of the regions and

divisions is described above.

NOTE: Data refer to place of residence.

## Civilian labor force and unemployment by state and selected areas, seasonally adjusted

(Numbers in thousands)

State and area	Civilian labor force				Unemployed							
					Number				Percent of labor force			
	Oct. 2004	Aug. 2005	Sept. 2005	Oct. 2005P	Oct. 2004	Aug. 2005	Sept. 2005	Oct. 2005P	Oct. 2004	Aug. 2005	Sept. 2005	Oct. 2005P
Alabama .....	2,155.3	2,145.1	2,172.3	2,182.4	118.7	81.6	88.6	98.4	5.5	3.8	4.1	4.5
Alaska .....	333.6	341.2	344.4	344.9	25.1	22.3	23.5	23.8	7.5	6.5	6.8	6.9
Arizona .....	2,793.8	2,837.6	2,847.6	2,853.4	132.2	129.6	143.5	139.1	4.7	4.6	5.0	4.9
Arkansas .....	1,316.2	1,354.1	1,358.6	1,367.5	74.1	68.3	69.2	66.6	5.6	5.0	5.1	4.9
California .....	17,635.8	17,891.4	17,903.9	17,971.6	1,061.2	933.2	920.5	935.8	6.0	5.2	5.1	5.2
Los Angeles-Long Beach-Glendale <sup>1</sup> .....	4,829.5	4,873.7	4,860.6	4,894.5	310.7	231.1	218.0	220.0	6.4	4.7	4.5	4.5
Colorado .....	2,538.1	2,532.3	2,542.5	2,539.1	137.7	127.2	133.3	125.7	5.4	5.0	5.2	4.9
Connecticut .....	1,794.9	1,813.7	1,822.1	1,821.2	83.8	97.4	96.5	97.0	4.7	5.4	5.3	5.3
Delaware .....	423.6	435.4	439.0	440.9	17.5	17.4	18.1	18.5	4.1	4.0	4.1	4.2
District of Columbia .....	300.3	299.7	299.6	295.9	25.9	19.1	18.5	18.0	8.6	6.4	6.2	6.1
Florida .....	8,457.1	8,702.7	8,729.1	8,758.1	403.3	312.1	309.2	297.5	4.8	3.6	3.5	3.4
Miami-Miami Beach-Kendall <sup>1</sup> .....	1,111.6	1,141.2	1,147.0	1,143.2	59.6	49.9	48.7	45.4	5.4	4.4	4.2	4.0
Georgia .....	4,413.8	4,514.6	4,550.6	4,561.7	211.2	230.0	250.0	249.4	4.8	5.1	5.5	5.5
Hawaii .....	617.6	636.3	643.8	647.9	19.1	16.7	17.6	17.7	3.1	2.6	2.7	2.7
Idaho .....	706.1	735.9	734.7	737.4	32.0	27.7	26.4	26.7	4.5	3.8	3.6	3.6
Illinois .....	6,415.6	6,471.7	6,508.7	6,493.4	391.9	372.1	379.3	356.4	6.1	5.7	5.8	5.5
Chicago-Naperville-Joliet <sup>1</sup> .....	3,988.0	3,990.7	3,997.4	3,973.8	239.2	241.3	251.2	225.8	6.0	6.0	6.3	5.7
Indiana .....	3,173.8	3,196.4	3,224.9	3,216.5	166.0	171.2	172.8	174.8	5.2	5.4	5.4	5.4
Iowa .....	1,625.2	1,645.8	1,651.5	1,651.8	80.6	70.5	75.4	74.4	5.0	4.3	4.6	4.5
Kansas .....	1,467.4	1,460.9	1,466.3	1,468.6	79.0	74.1	74.8	73.8	5.4	5.1	5.1	5.0
Kentucky .....	1,968.4	1,991.5	2,012.5	2,022.8	95.4	106.7	115.2	121.6	4.8	5.4	5.7	6.0
Louisiana .....	2,068.7	2,121.6	2,006.0	1,953.1	119.0	122.5	228.4	220.0	5.8	5.8	11.4	11.3
New Orleans-Metairie-Kenner <sup>2</sup> .....	613.6	637.8	(3)	(3)	26.9	34.9	(3)	(3)	4.4	5.5	(3)	(3)
Maine .....	702.3	712.4	717.2	719.3	32.9	35.6	39.0	37.4	4.7	5.0	5.4	5.2
Maryland .....	2,884.8	2,950.9	2,949.3	2,967.3	121.4	129.8	122.0	120.9	4.2	4.4	4.1	4.1
Massachusetts .....	3,388.1	3,365.3	3,381.3	3,378.5	163.8	142.5	161.8	161.1	4.8	4.2	4.8	4.8
Michigan .....	5,094.6	5,106.1	5,126.9	5,101.1	364.4	344.5	332.9	309.3	7.2	6.7	6.5	6.1
Detroit-Warren-Livonia <sup>2</sup> .....	2,210.5	2,220.6	2,223.5	2,196.5	164.4	160.0	147.7	135.0	7.4	7.2	6.6	6.1
Minnesota .....	2,960.6	2,943.2	2,939.8	2,935.7	133.5	109.1	114.3	107.7	4.5	3.7	3.9	3.7
Mississippi .....	1,339.3	1,347.8	1,307.2	1,298.6	91.9	92.9	134.2	125.1	6.9	6.9	10.3	9.6
Missouri .....	3,036.5	3,007.3	3,019.5	3,030.0	177.2	138.0	147.4	152.6	5.8	4.6	4.9	5.0
Montana .....	485.5	492.3	493.7	493.7	21.3	22.0	22.3	21.5	4.4	4.5	4.5	4.3
Nebraska .....	987.7	978.7	985.4	982.9	37.3	38.4	39.1	35.9	3.8	3.9	4.0	3.7
Nevada .....	1,186.2	1,221.7	1,227.9	1,233.6	48.7	49.9	52.1	50.7	4.1	4.1	4.2	4.1
New Hampshire .....	724.2	740.6	741.8	741.1	25.0	26.1	28.9	29.1	3.5	3.5	3.9	3.9
New Jersey .....	4,392.3	4,441.8	4,484.5	4,500.3	197.5	186.7	197.2	176.4	4.5	4.2	4.4	3.9
New Mexico .....	916.9	938.1	940.2	941.3	51.3	49.7	52.2	50.4	5.6	5.3	5.6	5.4
New York .....	9,368.5	9,361.6	9,492.7	9,476.6	511.8	443.0	502.7	460.4	5.5	4.7	5.3	4.9
New York City .....	3,716.7	3,699.5	3,766.6	3,758.0	240.3	189.5	229.3	213.3	6.5	5.1	6.1	5.7
North Carolina .....	4,260.8	4,339.6	4,346.6	4,362.9	228.6	242.6	240.0	233.3	5.4	5.6	5.5	5.3
North Dakota .....	355.8	354.2	355.5	357.5	12.5	11.9	12.9	12.4	3.5	3.4	3.6	3.5
Ohio .....	5,892.9	5,913.8	5,940.7	5,925.0	364.8	351.3	353.4	346.7	6.2	5.9	5.9	5.9
Cleveland-Elyria-Mentor <sup>2</sup> .....	1,091.7	1,077.5	1,082.7	1,079.5	64.0	61.6	62.5	64.6	5.9	5.7	5.8	6.0
Oklahoma .....	1,713.0	1,736.8	1,738.1	1,735.9	80.5	76.0	76.8	74.4	4.7	4.4	4.4	4.3
Oregon .....	1,861.7	1,866.1	1,865.8	1,873.5	135.5	123.9	115.6	111.5	7.3	6.6	6.2	6.0
Pennsylvania .....	6,308.8	6,290.3	6,341.2	6,313.1	354.4	313.4	312.3	293.0	5.6	5.0	4.9	4.6
Rhode Island .....	561.8	573.6	579.3	576.7	27.6	29.5	33.2	31.3	4.9	5.1	5.7	5.4
South Carolina .....	2,057.2	2,071.6	2,087.7	2,100.7	142.7	129.2	137.8	145.1	6.9	6.2	6.6	6.9
South Dakota .....	429.3	429.5	429.8	430.2	15.2	16.4	17.1	17.1	3.5	3.8	4.0	4.0
Tennessee .....	2,899.8	2,891.0	2,898.3	2,920.5	154.9	153.4	147.1	162.2	5.3	5.3	5.1	5.6
Texas .....	11,073.0	11,222.2	11,276.7	11,294.3	660.4	569.4	592.4	590.8	6.0	5.1	5.3	5.2
Utah .....	1,207.7	1,242.8	1,242.4	1,244.1	62.0	55.0	58.4	55.8	5.1	4.4	4.7	4.5
Vermont .....	353.4	352.4	355.6	357.2	12.1	12.2	13.2	14.2	3.4	3.5	3.7	4.0
Virginia .....	3,831.4	3,832.1	3,952.8	3,960.8	138.1	144.6	142.1	135.9	3.6	3.7	3.6	3.4
Washington .....	3,250.8	3,309.8	3,314.0	3,333.3	195.8	190.5	189.3	187.9	6.0	5.8	5.7	5.6
Seattle-Bellevue-Everett <sup>1</sup> .....	1,336.1	1,368.0	1,368.2	1,380.4	67.4	65.1	65.2	67.1	5.0	4.8	4.8	4.9
West Virginia .....	787.4	796.7	801.9	803.3	41.0	43.7	45.4	41.5	5.2	5.5	5.7	5.2
Wisconsin .....	3,068.5	3,028.0	3,047.3	3,046.2	143.8	138.8	142.2	137.8	4.7	4.6	4.7	4.5
Wyoming .....	284.4	285.2	286.2	287.2	12.1	11.4	11.9	11.8	4.2	4.0	4.1	4.1
Puerto Rico .....	1,385.7	1,431.0	1,453.5	1,430.5	141.9	151.5	155.1	180.7	10.2	10.6	10.7	12.6

P = preliminary.

<sup>1</sup> Metropolitan division.<sup>2</sup> Metropolitan statistical area.<sup>3</sup> Estimates are not model-based as of September 2005.

NOTE: Data refer to place of residence. Data for Puerto Rico are derived from a monthly household survey similar to the Current Population Survey.

Area definitions are based on Office of Management and Budget Bulletin No. 04-03, dated February 18, 2004, and are available at <http://www.bls.gov/lau/laumsa.htm> and in the May issue of *Employment and Earnings*. Estimates for the latest month are revised the following month, and at least 3 years of estimates are subject to revision at the end of the year, to incorporate updated inputs and reestimation.



## Civilian labor force and unemployment by state and selected area, not seasonally adjusted

(Numbers in thousands)

State and area	Civilian labor force				Unemployed							
					Number				Percent of labor force			
	September		October		September		October		September		October	
	2004	2005	2004	2005 <sup>P</sup>	2004	2005	2004	2005 <sup>P</sup>	2004	2005	2004	2005 <sup>P</sup>
Alabama .....	2,148.4	2,169.4	2,165.1	2,192.6	117.5	87.4	119.3	98.6	5.5	4.0	5.5	4.5
Alaska .....	332.4	344.5	331.5	342.8	21.5	20.8	22.4	21.3	6.5	6.0	6.8	6.2
Arizona .....	2,788.2	2,854.3	2,800.1	2,860.2	138.6	150.4	133.4	140.6	5.0	5.3	4.8	4.9
Arkansas .....	1,314.3	1,361.0	1,312.6	1,364.9	66.2	63.3	64.0	57.6	5.0	4.7	4.9	4.2
California .....	17,553.4	17,894.8	17,661.2	18,006.9	998.0	877.4	1,012.9	900.2	5.7	4.9	5.7	5.0
Los Angeles-Long Beach-Glendale <sup>1</sup> .....	4,813.8	4,871.0	4,846.1	4,913.0	305.2	221.0	304.5	216.1	6.3	4.5	6.3	4.4
Colorado .....	2,544.3	2,557.4	2,551.7	2,552.7	130.2	127.6	130.0	117.9	5.1	5.0	5.1	4.6
Connecticut .....	1,778.6	1,810.7	1,787.6	1,817.3	77.8	90.6	73.6	87.2	4.4	5.0	4.1	4.8
Delaware .....	417.7	435.1	422.6	440.1	16.2	17.8	16.0	17.4	3.9	4.1	3.8	4.0
District of Columbia .....	297.0	297.5	299.8	294.4	24.0	17.2	25.5	17.1	8.1	5.8	8.5	5.8
Florida .....	8,432.7	8,757.1	8,474.1	8,776.4	406.3	329.8	400.7	302.0	4.8	3.8	4.7	3.4
Miami-Miami Beach-Kendall <sup>1</sup> .....	1,103.3	1,143.7	1,121.9	1,150.5	61.1	50.6	65.6	48.0	5.5	4.4	5.9	4.2
Georgia .....	4,382.7	4,543.1	4,413.4	4,560.4	200.8	251.8	202.9	243.8	4.6	5.5	4.6	5.3
Hawaii .....	610.9	639.6	612.9	644.1	20.4	19.3	18.7	17.6	3.3	3.0	3.0	2.7
Idaho .....	703.4	733.4	708.5	739.6	27.2	21.3	26.9	21.9	3.9	2.9	3.8	3.0
Illinois .....	6,379.9	6,494.9	6,415.4	6,488.8	363.7	358.4	364.2	322.9	5.7	5.5	5.7	5.0
Chicago-Naperville-Joliet <sup>1</sup> .....	3,966.0	3,979.9	3,976.8	3,960.5	230.6	240.8	225.1	209.0	5.8	6.1	5.7	5.3
Indiana .....	3,161.6	3,223.1	3,183.1	3,224.7	150.0	160.3	155.3	162.4	4.7	5.0	4.9	5.0
Iowa .....	1,621.9	1,649.4	1,631.0	1,658.6	74.7	69.9	71.6	66.1	4.6	4.2	4.4	4.0
Kansas .....	1,460.0	1,459.3	1,466.8	1,469.4	78.4	72.9	77.7	72.9	5.4	5.0	5.3	5.0
Kentucky .....	1,964.8	2,010.0	1,958.6	2,011.1	87.1	106.9	86.8	111.0	4.4	5.3	4.4	5.5
Louisiana .....	2,054.5	2,004.6	2,079.2	1,960.2	113.4	227.6	113.5	214.7	5.5	11.4	5.5	11.0
New Orleans-Metairie-Kenner <sup>2</sup> .....	606.7	(3)	612.5	(3)	25.8	(3)	27.6	(3)	4.2	(3)	4.5	(3)
Maine .....	699.5	717.3	703.3	721.9	27.5	33.9	29.1	33.8	3.9	4.7	4.1	4.7
Maryland .....	2,870.2	2,942.1	2,884.5	2,968.5	110.9	114.0	113.1	113.7	3.9	3.9	3.9	3.8
Massachusetts .....	3,360.5	3,362.9	3,370.0	3,366.6	160.0	160.2	146.2	145.2	4.8	4.8	4.3	4.3
Michigan .....	5,069.0	5,119.9	5,103.8	5,105.7	333.3	307.0	334.5	273.5	6.6	6.0	6.6	5.4
Detroit-Warren-Livonia <sup>2</sup> .....	2,208.2	2,222.1	2,228.4	2,206.7	159.4	143.3	164.9	131.6	7.2	6.4	7.4	6.0
Minnesota .....	2,953.4	2,938.8	2,962.9	2,937.5	128.3	108.4	115.8	90.9	4.3	3.7	3.9	3.1
Mississippi .....	1,328.1	1,299.3	1,343.6	1,300.7	82.1	127.5	93.8	125.0	6.2	9.8	7.0	9.6
Missouri .....	3,016.9	3,003.0	3,022.6	3,020.3	170.8	139.4	158.5	136.1	5.7	4.6	5.2	4.5
Montana .....	481.6	492.1	483.8	491.9	16.9	18.0	18.2	18.4	3.5	3.7	3.8	3.7
Nebraska .....	978.2	976.3	987.4	982.5	34.5	35.4	33.6	31.7	3.5	3.6	3.4	3.2
Nevada .....	1,182.6	1,229.5	1,187.2	1,234.9	48.0	51.4	46.2	48.1	4.1	4.2	3.9	3.9
New Hampshire .....	718.2	737.5	721.0	738.7	23.4	27.2	22.4	26.9	3.3	3.7	3.1	3.6
New Jersey .....	4,361.8	4,456.8	4,381.8	4,489.6	186.6	185.5	178.6	161.5	4.3	4.2	4.1	3.6
New Mexico .....	913.0	940.0	920.7	944.8	50.0	51.4	49.1	48.1	5.5	5.5	5.3	5.1
New York .....	9,308.1	9,440.2	9,348.7	9,457.6	492.2	484.9	479.2	439.1	5.3	5.1	5.1	4.6
New York City .....	3,699.8	3,747.4	3,714.6	3,757.4	241.2	225.3	237.0	216.0	6.5	6.0	6.4	5.7
North Carolina .....	4,248.9	4,342.0	4,268.5	4,372.4	200.8	221.9	215.3	223.8	4.7	5.1	5.0	5.1
North Dakota .....	356.1	356.3	355.8	358.1	9.7	10.1	9.1	9.0	2.7	2.8	2.6	2.5
Ohio .....	5,873.0	5,937.7	5,914.2	5,943.7	342.0	336.2	343.1	321.2	5.8	5.7	5.8	5.4
Cleveland-Elyria-Mentor <sup>2</sup> .....	1,094.7	1,080.8	1,090.4	1,073.4	62.8	60.9	58.9	58.4	5.7	5.6	5.4	5.4
Oklahoma .....	1,703.8	1,731.8	1,717.8	1,739.9	74.9	73.4	77.4	71.5	4.4	4.2	4.5	4.1
Oregon .....	1,854.6	1,867.0	1,862.1	1,875.4	122.1	104.4	124.1	100.7	6.6	5.6	6.7	5.4
Pennsylvania .....	6,279.8	6,320.3	6,318.1	6,321.4	318.7	284.0	324.2	271.0	5.1	4.5	5.1	4.3
Rhode Island .....	560.0	580.7	559.8	575.8	24.4	31.9	23.3	27.6	4.4	5.5	4.2	4.8
South Carolina .....	2,040.1	2,084.2	2,054.8	2,101.3	136.5	139.1	138.5	144.3	6.7	6.7	6.7	6.9
South Dakota .....	427.6	428.7	429.7	430.9	13.3	15.1	12.9	14.8	3.1	3.5	3.0	3.4
Tennessee .....	2,901.1	2,905.7	2,918.4	2,938.2	148.8	141.2	150.3	155.3	5.1	4.9	5.2	5.3
Texas .....	11,041.8	11,276.8	11,094.7	11,310.7	638.1	592.2	636.2	568.1	5.8	5.3	5.7	5.0
Utah .....	1,207.6	1,245.2	1,214.8	1,251.0	58.8	55.7	59.4	53.4	4.9	4.5	4.9	4.3
Vermont .....	352.6	356.0	353.0	357.7	10.7	11.7	9.6	11.9	3.0	3.3	2.7	3.3
Virginia .....	3,796.7	3,940.9	3,824.0	3,952.4	128.9	139.7	127.9	127.7	3.4	3.5	3.3	3.2
Washington .....	3,224.8	3,303.2	3,257.6	3,342.9	172.0	171.1	176.3	169.8	5.3	5.2	5.4	5.1
Seattle-Bellevue-Everett <sup>1</sup> .....	1,324.8	1,356.2	1,330.1	1,371.8	67.5	66.9	66.8	65.0	5.1	4.9	5.0	4.7
West Virginia .....	784.0	801.3	786.5	803.0	33.1	39.0	35.0	35.8	4.2	4.9	4.4	4.5
Wisconsin .....	3,060.0	3,046.4	3,068.0	3,046.5	124.8	123.4	123.7	116.1	4.1	4.1	4.0	3.8
Wyoming .....	283.6	286.1	284.5	287.4	10.0	9.7	10.3	10.1	3.5	3.4	3.6	3.5
Puerto Rico .....	1,381.8	1,442.8	1,374.5	1,421.6	134.7	153.7	139.3	177.9	9.8	10.6	10.1	12.5

<sup>P</sup> = preliminary.<sup>1</sup> Metropolitan division.<sup>2</sup> Metropolitan statistical area.<sup>3</sup> Estimates are not model-based as of September 2005 and are published with the other metropolitan areas.

NOTE: Data refer to place of residence. Data for Puerto Rico are derived from a monthly household survey similar to the Current Population Survey.

Area definitions are based on Office of Management and Budget Bulletin No. 04-03, dated February 18, 2004, and are available at <http://www.bls.gov/lau/lausmsa.htm> and in the May issue of *Employment and Earnings*. Estimates for the latest month are revised the following month, and at least 3 years of estimates are subject to revision at the end of the year, to incorporate updated inputs and reestimation.

# Unemployment rates by state, seasonally adjusted October 2005 (U.S. rate= 5.0 percent)

