

THE CITY OF PROVIDENCE  
STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

# RESOLUTION OF THE CITY COUNCIL

No. 495

Approved June 16, 1975

WHEREAS, by Resolution No. 172, Approved March 22, 1974 by the City Council of the City of Providence, County of Providence, State of Rhode Island, His Honor the Mayor was authorized to execute and apply to the United States Department of Labor, on behalf of the City of Providence, an application designating the City of Providence as Prime Sponsor for all manpower funds allocated within the City of Providence as set forth and delineated in the Comprehensive Employment and Training Act of 1973, and to provide additional information and furnish such documents as may be required by said Department, and to act as the authorized correspondent of the Applicant City of Providence, Rhode Island; and

WHEREAS, a subsequent Grant Agreement, identified as Grant 44-5-056-10, for a twelve month period commencing July 1, 1974 through June 30, 1975, was executed by and between the United States Department of Labor and the City of Providence for the purpose of funding and conducting the Providence Fiscal Year 1975, Comprehensive Employment and Training Act Program; and

WHEREAS, by Resolution No. 123, Approved February 27, 1975 by the City Council of the City of Providence, County of Providence, State of Rhode Island authorized the City of Providence, through its' official representative His Honor the Mayor, to file a Pre-Application for Federal Assistance to the United States Department of Labor for the purpose of notifying the Department of Labor of its intent to seek Federal Financial Assistance to sponsor a Fiscal Year 1976 Comprehensive Employment and Training Act Program, as authorized by Titles I and II of the Act; and

WHEREAS, said Pre Application was filed and received by the United States Department of Labor, and said Department directed subsequently the City of Providence to file an application by June 6, 1975 for the purpose of securing Fiscal Year 1976 Federal Financial Assistance for the implementation of the Providence Fiscal Year 1976 Comprehensive Employment and Training Act Program; and

WHEREAS, the City of Providence, through its official representative, His Honor the Mayor, requests authorization to file with the United States Department of Labor the Providence Fiscal Year 1976 Comprehensive Employment and Training Act Program Grant Application, attached herewith and made a part hereof, including all in understandings and assurances contained therein; and

WHEREAS, the City of Providence requests that His Honor the Mayor be directed and authorized to act in connection with the aforementioned Grant Application, provide additional information as may be required and to execute grant agreements contained therein;

NOW THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL, CITY OF PROVIDENCE, COUNTY OF PROVIDENCE, STATE OF RHODE ISLAND THAT:

SECTION 1. The City Council herewith authorizes the City of Providence through its official representative, His Honor the Mayor to file the Providence Fiscal Year 1976 Comprehensive Employment and Training Act Grant Application for Federal Financial Assistance with the United States Department of Labor; and

SECTION 2. His Honor the Mayor is hereinafter authorized and directed in behalf of the City of Providence to execute and to file said Grant Application, to provide additional information in connection therewith as may be required, to furnish such documents as may be required and to act as the authorized correspondent of the Applicant City of Providence and to execute in behalf of the City all Grant Agreements therewith.

IN CITY COUNCIL  
JUN 5 1975

READ AND PASSED

*Robert J. Ashton*  
PRES.  
*Vincent Vespi*  
CLERK

*Vincent Vespi*  
*June 6 1975*  
APPROVED  
MAYOR

JUN 14 1975

IN CITY COUNCIL  
MAY 15 1975  
FIRST READING  
REFERRED TO COMMITTEE ON

FINANCE

Ernest Casper  
CLERK

*Commissioner Gorodetsky,*  
*by Request*

THE COMMITTEE ON

FINANCE

Approves Passage of  
The Within Resolution

Ernest Casper  
CLERK

*6/2/75*



Executive Office, City of Providence, Rhode Island

VINCENT A. CIANCI, JR.  
Mayor

ANTHONY J. AGOSTINELLI  
Administrative Assistant  
for Urban Affairs

April 29, 1975

Mr. Luis Sepulveda  
Acting Assistant Regional Director  
Manpower Administration  
Department of Labor  
J. F. K. Building  
Government Center  
Boston, Massachusetts 02203

Dear Mr. Sepulveda:

Transmitted herewith are seven copies of the Preliminary CETA  
Title I Application for Fiscal Year 1976.

Your expeditious review and comment would be appreciated.

Sincerely,

  
Anthony J. Agostinelli  
Administrative Assistant  
for Urban Affairs

AJA:lar.

COMPREHENSIVE EMPLOYMENT AND TRAINING ACT PROGRAM  
TITLES I AND II

PROVIDENCE, RHODE ISLAND  
FISCAL YEAR 1976  
GRANT APPLICATION

VINCENT A. CIANCI, JR.  
MAYOR

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3. Facsimile of Form

|   |  |  |                  |      |
|---|--|--|------------------|------|
| <p><b>APPLICATION FOR FEDERAL ASSISTANCE<br/>(NONCONSTRUCTION PROGRAMS)</b></p> <p><b>PART I</b></p>  |  | 1. State Clearinghouse Identifier  |                  |      |
|   |  | 2. Applicant's Grant No.<br>44-5-056-10  |                  |      |
| 3. Federal Grantor Agency<br><br>U.S. Department of Labor<br>Organizational Unit      Region 1<br>Manpower Administration<br>Administrative Office<br><br>John F. Kennedy Federal Bldg.<br>Street Address - P.O. Box<br><br>Boston, Massachusetts    02203<br>City                                  State                                  Zip Code |  | 4. Applicant Name<br><br>City of Providence Office of Mayor<br>Department Division<br><br>City Hall<br>Street Address - P.O. Box<br><br>Providence                                  Providence<br>City    County<br><br>Rhode Island                                  02903<br>State    Zip Code |                  |      |
| 5. Descriptive Name of the Project<br><br>Title I & II Comprehensive Employment and Training Act Program  |  |  |                  |      |
| 6. Federal Catalog No.<br>17.232  |  | 7. Federal Funding Requested<br>Title I \$3,038,958<br>\$ Title II (To be Determined)  |                  |      |
| 8. Grantee Type<br><br>_____ State, _____ County, <u>XXX</u> City, _____ Other (Specify)  |  |  |                  |      |
| 9. Type of Application or Request<br><br>_____ New Grant, <u>XXX</u> Continuation, _____ Supplement, _____ Other Changes (Specify)  |  |  |                  |      |
| 10. Type of Assistance<br><br><u>XXX</u> Grant, _____ Loan, _____ Other (Specify)   |  |  |                  |      |
| 11. Population Directly Benefiting from the Project<br>2,068  |  | 13. Length of Project<br>12 Months   |                  |      |
| 12. Congressional District<br><br>a. First, Second<br><br>b. Citywide   |  | 14. Beginning Date<br>July 1, 1975   |                  |      |
|   |  | 15. Date of Application<br>June 2, 1975  |                  |      |
| 16. The applicant certifies that to the best of his knowledge and belief the data in this application are true and correct, and that he will comply with the attached assurances if he receives the grant.  |  |  |                  |      |
| Typed name<br><br>Vincent A. Cianci, Jr.  |  | Title<br><br>Mayor   | Telephone Number |      |
| Signature of Authorized Representative  |  | AREA CODE  | NUMBER           | EXT. |
|   |  | 401  | 421-7740         | 234  |
| For Federal Use Only  |  |  |                  |      |



U.S. DEPARTMENT OF LABOR • Manpower Administration  
**GRANT SIGNATURE SHEET**  
 COMPREHENSIVE EMPLOYMENT AND TRAINING PROGRAM

|                             |
|-----------------------------|
| GRANT NUMBER<br>44-5-056-10 |
| MODIFICATION NUMBER         |

|   |  |
|---|--|
| <b>GRANTOR</b><br>U.S. Department of Labor, Regional<br>Manpower Administration<br>John F. Kennedy Federal Bldg.<br>Boston, Massachusetts 02203 | <b>GRANTEE</b><br>City of Providence<br>Office of the Mayor<br>City Hall<br>Providence, Rhode Island 02903 |
|---|--|

This grant is entered into by the United States of America, Department of Labor, Manpower Administration, hereinafter referred to as Grantor and *(Name of Prime Sponsor)* City of Providence hereinafter referred to as Grantee. The Grantee agrees to operate a Comprehensive Employment and Training Program in accordance with the provisions of this agreement, including the Comprehensive Manpower Plan and such general and special assurances as are included herein. Subgrants and contracts extending no more than one year beyond the termination date of this grant may be entered into by the grantee.

**A. GRANT PERIOD**

This Grant agreement covers the period *(Date)* from July 1, 1975 to June 30, 1976

**B. OBLIGATION**

This action  increases  decreases  does not change

the federal obligation for this grant by *(this action)* \$..... to *(new level)* \$.....

**C. TITLE AND FISCAL YEAR**

| TITLE                | FISCAL YEAR |    |           | TOTAL     |
|----------------------|-------------|----|-----------|-----------|
|                      | 74          | 75 | 76        |           |
| TITLE I<br>Base      |             |    | 3,038,958 | 3,038,958 |
| Incentive            |             |    |           |           |
| Discretionary        |             |    |           |           |
| TITLE II<br>Base     |             |    |           |           |
| Discretionary        |             |    |           |           |
| TITLE III<br>Indians |             |    |           |           |
| Migrant              |             |    |           |           |
| Other                |             |    |           |           |
| <b>TOTAL</b>         |             |    | 3,038,958 | 3,038,958 |

|                                 |      |   |                |
|---------------------------------|------|---|----------------|
| <b>APPROVED FOR THE GRANTOR</b> |      | <b>APPROVED FOR THE GRANTEE</b>             |                |
| BY                              |      | BY<br>Vincent A. Cianci, Jr.                |                |
| NAME AND TITLE                  |      | NAME AND TITLE<br>Mayor, City of Providence |                |
| SIGNATURE                       | DATE | SIGNATURE                                   | DATE<br>6.2.75 |

Part B

Assurances and Certifications

The Assurances and Certifications, as signed by the Mayor of Providence are submitted hereafter.

A. General Assurances

1. The applicant assures and certifies that:

a. It will comply with the requirements of the Comprehensive Employment and Training Act of 1973, as amended (CETA) (P.L. 93-203, 87 Stat. 839 and P.L. 93-567, 88 Stat. 1843), hereinafter referred to as the Act, and with the regulations and policies promulgated thereunder; and

b. It will comply with OMB Circular number A-95 and Federal Management Circular (FMC) 74-4 and 74-7, as those circulars relate to the utilization of funds, the operation of programs, and maintenance of records, books, accounts, and other documents under the Act.

2. The applicant further assures and certifies that if the regulations promulgated pursuant to the Act are amended or revised, it shall comply with them or will notify the Assistant Regional Director for Manpower (ARDM) within 30 days after promulgation of the amendments or revision that it cannot so conform, so that the ARDM may take appropriate actions including termination, if necessary.

3. In addition to the requirements of 1 and 2 above and consistent with the regulations issued pursuant to the Act, the applicant makes the following further assurances and certifications:

a. It possesses legal authority to apply for the grant; a resolution, motion or similar action has been duly adopted or passed as an official act of the applicant's governing body, authorizing the filling of the application, including all understandings and assurances contained therein, and directing and authorizing the person identified as the official representative of the applicant to act in connection with the application and to provide such additional information as may be required;<sup>1</sup>

b. It will comply with Title VI of the Civil Rights Acts of 1964, (P.L. 88-354), and in accordance with Title VI of the Act no person in the U.S. shall on the ground of race, color, sex, or national origin, be excluded from participation in, be denied the benefits, or be otherwise subjected to discrimination under any program or activity for which the

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1. A resolution will be submitted to the local governing body, The City Council, in their first May meeting addressing the requirements of A3a.

applicant receives Federal financial assistance, and the grantee will immediately take any measures necessary to effectuate this assurance.

c. It will comply with Title VI of the Civil Rights Act of 1964, (42 USC 2000d) prohibiting employment discrimination where (1) the primary purpose of a grant is to provide employment or (2) discriminatory employment practices will result in unequal treatment of persons who are or should be benefiting from the grant-aided activity.

d. No person with responsibilities in the operation of any program under the Act will discriminate with respect to any program participant or any applicant for participation in such program because of race, creed, color, national origin, sex, age, political affiliation or beliefs (sections 703(1) and 712).

e. It will comply with the requirements of the provisions of the Uniform Relocation Assistance and Real Property Acquisition Act of 1970 (P.L. 91-646 and FMC 74-7 issued thereunder) which provides for fair and equitable treatment of persons displaced as a result of Federal and federally assisted programs.

f. It will comply with the provisions of the Hatch Act which limit the political activity of employees.

g. It will comply with the requirements that no program under the Act shall involve political activities (section 710)

h. It will establish safeguards to prohibit employees from using their positions for a purpose that is or gives the appearance of being motivated by desire for private gain for themselves or others, particularly those with whom they have family, business, or other ties (section 702(a)).

i. It will give the Department of Labor and the Comptroller General, through any authorized representative, the access to and the right to examine all records, books, papers, or documents related to the grant (section 713(2)).

j. Participants in the program will not be employed on the construction, operation, or maintenance of that part of any facility which is used for religious instruction or worship (section 703(3)).

k. Appropriate standards for health and safety in work and training situations will be maintained (section 703(5)).

l. Conditions of employment or training will be appropriate and reasonable with regard to the type of work, the geographical region and the proficiency of the applicant (section 703(4)).

m. Provision of appropriate workman's compensation to all participants in on-the-job training, work experience or public service employment activities and appropriate insurance for all participants in classroom training, services to clients, or other activities (section 703(6)).

n. The program will not result in the displacement of employed workers or impair existing contracts for services or result in the substitution of Federal funds for other funds in connection with work that would otherwise be performed (section 703(7)).

o. Training will not be for any occupations which require less than two weeks of pre-employment training, unless immediate employment opportunities are available in that occupation (section 703(8)).

p. Training and related services will, to the maximum extent practicable, be consistent with every individual's fullest capabilities and lead to employment opportunities which will enable participants to become economically self-sufficient (sections 703(9), 105(a)(6)).

q. Institutional skill training and training on the job shall only be for occupations in which the Secretary or the prime sponsor has determined there is reasonable expectation for employment (section 703(10)).

r. CETA funds will, to the extent practicable, be used to supplement, rather than supplant, the level of funds that would otherwise be available for the planning and administration of programs under the eligible applicant's grant (sec. 703(11)).

s. It will submit reports as required by the Secretary and will maintain records and provide access to them as necessary for the Secretary's review to assure that funds are being expended in accordance with the purposes and provisions of the Act, including the maintenance of records to assist

the Secretary in determining the extent to which the program meets the special needs of disadvantaged, chronically unemployed, and low income persons for meaningful employment opportunities (sections 703(12) and 311(c)).

t. The program will, to the maximum extent feasible, contribute to the occupational development or upward mobility of individual participants (section 703(13)).

u. The program has adequate administrative and accounting controls, personnel standards, evaluation procedures, availability of in-service training and technical assistance programs, and other policies as may be necessary to promote the effective use of funds (section 703(14)).

v. The program makes appropriate provision for the manpower needs of youth in the area served (section 703(15), and will assure that:

(1) Individuals receiving training on the job shall be compensated by the employer of such rates, including periodic increases, as may be deemed reasonable under regulations prescribed by the Secretary, but in no event at a rate less than that specified in Section 6(a)(1) of the Fair Labor Standards Act of 1938 or, if higher, under the applicable State or local minimum wage law (section 111(b)).

(2) Persons employed in public service jobs under this act shall be paid wages which shall not be lower than whichever is the highest of (a) the minimum wage which would be applicable to the employee under the Fair Labor Standards Act of 1938, if Section 6(a)(1) of such title applies to the participant and if he were not exempt under Section 13 thereof, (b) the State or local minimum wage for the most nearly comparable covered employment or (c) the prevailing rates of pay for persons employed in similar public occupations by the same employer (section 208(a)(2)).

w. It will comply with the labor standards requirements set out in Section 706 of the Act.

x. Services and activities provided under this Act will be administered by or under the supervision of the applicant (sections 105(a)(1)(B) and 205 (c)(1)).

B. Additional Assurances for Title I Programs

In carrying out programs under Title I of the Act, the applicant assures and certifies that:

1. Manpower services, including job development, will be provided to those most in need of them including low income persons and persons of limited English-speaking ability, and that the need for continued funding of programs of demonstrated effectiveness is considered in serving such persons (section 105(a)(1)(D)).
2. Programs of institutional skill training will be designed for occupations in which skill shortages exist (section 105(a)(b)).
3. The plan meets all the requirements of Section 105(a) and the applicant will comply with all provisions of the Act (section 105(b)).
4. It will make such arrangements as are prescribed by regulation to assist the Secretary in carrying out his responsibilities under Sections 105 and 108 of the Act (section 105(a)(7)).
5. Special consideration will be given to the needs of eligible disabled veterans, special veterans, and individuals who served in the Armed Forces and who received other than a dishonorable discharge within 4 years before the date of their application. Each prime sponsor in selecting participants for programs funded under Title II of the Act, shall take into consideration the extent that such veterans are available in the area. Specific effort should be made to develop appropriate full or part-time opportunities for such veterans. The prime sponsor should utilize the assistance of the State and local veterans employment service representative in formulating its program objectives.

C. Additional Assurances Relating to Public Service Employment Programs

For public service employment activity, the applicant further assures and certifies that:

1. Special consideration will be given to the filling of jobs which provide sufficient prospects for advancement or suitable continued employment by providing complementary training and manpower services designated to (1) promote the advancement of participants to employment or training opportunities suitable to the individuals involved, whether in public or private sector or the economy (2) provide participants with skills for which there is an anticipated high demand, or (3) provide participants with self-development skills; except where exempt under the provisions Section 604 of the Act, provided, however, that nothing contained in this paragraph shall be construed to preclude persons or programs for whom the foregoing goals are not feasible or appropriate (sections 205(c)(4) and 604).

2. To the extent feasible, public service jobs shall be provided in occupational fields which are most likely to expand within the public or private sector as the unemployment rate recedes, except where exempt under Section 604 of the Act (sections 205(c)(6) and 604).

3. Special consideration in filling transitional public service jobs will be given to unemployed persons who are the most severely disadvantaged in terms of the length of time they have been unemployed without assistance, but such special consideration shall not authorize the hiring of any person who is on lay-off from the same or any substantially equivalent job (section 205(c)(7)).

4. No funds will be used to hire any person to fill a job opening created by the action of an employer in laying off or terminating the employment of any other regular employee not supported under the Act in anticipation of filling the vacancy so created by hiring an employee to be supported under the Act (section 205(c)(8)).

5. Due consideration will be given to persons who have participated in manpower training programs for whom employment opportunities would not be otherwise immediately available (section 205(c)(9)).

6. Periodic review procedures established pursuant to Section 207(a) of the Act will be complied with (section 205(c)(17)).



7. Agencies and institutions to whom financial assistance is made available under this title have undertaken or will undertake, analyses of job descriptions and reevaluations and, where shown necessary, revisions of qualification requirements at all levels of employment including civil service requirements and practices relating thereto, in accordance with regulations prescribed to the Secretary, with a view toward removing artificial barriers to public employment those whom it is the purpose of the Act to assist (section 205(c)(18)).
8. Where appropriate, it will maintain or provide linkages with upgrading and other manpower programs for the purpose of (1) providing those persons employed in public service jobs who want to pursue work with the employer, in the same or similar work, with opportunities to do so and to find permanent, upwardly mobile careers in that field, and (2) providing those persons so employed who do not wish to pursue permanent careers in such field, with opportunities to seek, prepare for, and obtain work in other fields (sections 205(c)(19) and 604).
9. The program will to the maximum extent feasible, contribute to the elimination of artificial barriers to employment and occupational advancement, including opportunities for the disadvantaged (section 205(c)(21)).
10. Not more than one-third of the participants in the program will be employed in a bona fide professional capacity (as such term is used in section 13(a)(1) of the Fair Labor Standards Act of 1938), except that this paragraph shall not be applicable in the case of participants employed as classroom teachers, and the Secretary may waive this limitation in exceptional circumstances (section 205(c)(22)).
11. Jobs will be allocated equitably to local government and agencies taking into account the number of unemployed persons within their jurisdictions and the needs of the agencies (section 205(c)(23)).
12. The jobs in each job category in no way infringe upon the promotional opportunities which would otherwise be available to persons currently employed in public service jobs not subsidized under the Act, and assure that no job will be filled in other than an entry level position in each job category until applicable personnel procedures and collective bargaining agreements have been compiled with (section 205(c)(24)).

13. Jobs are in addition to those that would be funded by the sponsor in the absence of assistance under the Act (section 205(c)(25)).

D. Additional Assurance for Title II Programs

All assurances in C above apply to activities funded under Title II. In addition, the applicant will assure that: (1) only persons residing within the areas of substantial unemployment qualifying for assistance will be hired to fill jobs created under Title II of the Act and the public services provided by such jobs shall, to the extent feasible, be designed to benefit the residents of such areas (section 205(c)(3)).

(2) All persons employed under any program, other than necessary technical, supervisory, and administrative personnel, will be selected among unemployed persons (section 205(c)(20)).

(3) Special consideration shall be given to eligible disabled veterans, special veterans, and individuals who served in the Armed Forces and who received other than a dishonorable discharge within four years before the date of their application. Each eligible applicant selecting participants for programs funded under Title II of the Act, shall take into consideration the extent that such veterans are available in the area. Specific effort should be made to develop appropriate full or part-time opportunities for such veterans, all public service employment vacancies under Title II, except those to which former employees are being recalled, must be listed with the State employment service at least 48 hours before such vacancies are filled. During this period, the employment service will refer those veterans specified above. If sufficient numbers of veterans are not available, the employment service, upon request, may also refer members of other significant segments. All other applicants are to be referred after the 48-hour period (section 205(c)(5)).

Each eligible applicant shall, on a continuing and timely basis, provide information on job vacancies and training opportunities funded under Title II of the Act to State and local veterans employment representatives and to other veterans organizations for the purpose of disseminating information to eligible veterans (section 104(b) of Emergency Jobs and Unemployment Assistance Act of 1974.).

E. Additional Assurances for Title VI Programs.

All assurances in C above apply to activities funded under Title VI. In addition the applicant will assure that:

1. Only persons residing in the area served by the eligible applicant under Title VI of the Act will be hired to fill jobs created under the Act and that the public services provided by such jobs shall, to the extent feasible, be designed to benefit the residents of such areas except that funds allocated under Title VI of the Act (section 603(a)(2)(B), to an area of substantial unemployment shall only be used to provide project and program opportunities to persons residing in those areas of substantial unemployment (section 603(a)(2)).
2. All persons employed under any program, other than necessary technical, supervisory, and administrative personnel, will be selected from among unemployed and underemployed persons and that under Title VI preferred consideration shall be given, to the maximum extent feasible, consistent with provisions of the Act, to unemployed persons who have exhausted unemployment insurance benefits, to unemployed persons who are not eligible for unemployment insurance benefits (except for persons lacking work experience) and to unemployed persons who have been unemployed for 15 or more weeks.

The applicant also certifies that the information in this application is correct to the best of its knowledge and belief and the filing of this application has been fully authorized.

City of Providence  
(Legal Name of Applicant)

City Hall  
(Address)

(Signature of Authorized Officer)

Providence, R.I.

Vincent A. Cianci, Jr., Mayor  
(Typed Name & Title of  
Authorized Officer)

(Date of Application)

Part C

IA1 Policy Statement

It has been and will continue to be the long term policy of the Providence CETA Program as mirrored by the purpose of the Comprehensive Employment and Training Act to provide job training and employment opportunities for City of Providence residents who are either economically disadvantaged and/or unemployed and/or underemployed and to assure that the supportive training and services provided through the CETA Program lead to maximum employment opportunities and the enhancement of economic self-sufficiency for program clients.

In light of the current and forecasted labor market conditions, it shall be the FY76 Program Policy to maintain a flexibility within its program design in order to readily respond to strengths and changes in the labor market during FY76, and perhaps modify its program purpose.

Providence's commitment to the in-school youth as displayed in its FY75 Program Policy remains relatively unaffected by the depressed labor market. In FY76, therefore, a major commitment will be retained towards attempting to prevent the in-school youth from becoming the unemployed and underemployed of the future by providing training and work experience leading towards an eventual and permanent vocational career.

Various alternatives exist for the remainder of Providence's population in need of manpower services. For FY76, however, a determination has been made to focus CETA Title

I activities towards the economically disadvantaged<sup>2</sup> and Title II activities towards the unemployed<sup>3</sup>.

For FY76 the underemployed have been purposely passed over as the assumption is that if they are employed, they are better off than the unemployed labor force person or the economically disadvantaged non-labor force individual. Because of the pressures on the scarce CETA financial resources in FY76, the underemployed would not be a service priority.

The City's manpower policy for FY76 shall be that of utilizing all available program activities in order that the client may experience a high degree of interchange between activities. A capability to place enrollees in unsubsidized jobs will be maintained through the program activities of classroom training and on-the-job training in those occupational areas where potential exists for placement. Title I work experience and Title II public service employment will be utilized as progression experiences towards eventual unsubsidized employment for those enrollees not able to be placed immediately after the completion of classroom training.

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2. For the purpose of this application and the resultant program, economically disadvantaged persons are defined according to the OEO Poverty Income Criteria and are assumed not to be in the labor force and not possessing relevant labor market skills and attitudes necessary to enter or reenter the labor force and compete for the available occupational opportunities.
  3. For the purpose of this application and the resultant program, the unemployed worker is defined in accordance with the CETA Regulations and is classified as normally a labor market participant who is receiving unemployment insurance benefits, exhausted U.I. benefits, or is in the labor force but ineligible for U.I. benefits. Usually the unemployed worker has some job skills transferable to labor market needs.

C A flexibility will be maintained in order that special projects may be developed and classroom training activities designed for the sole purpose of response to the special projects.

The application that follows will attempt to transform this policy into a workable plan and to justify certain decisions made through the development of the plan.

Part C

IA2a General Economic Conditions

Overview and Summary

A population analysis of the City of Providence by the variables of race, sex, age, education, poverty, employment, and unemployment reveals certain trends as identifiable within certain client groups. Such trends have become increasingly persistent and consequently representative of needs.

Supportive analysis will be presented to support the following generalities:

By Groups

- . In school students who exhibit potential drop out characteristics, represent future labor market conflicts.
- . Vietnam Era Veterans form a significant portion of the unemployed labor force.
- . Economically disadvantaged families and or individuals form a significant grouping of persons in need of economic rehabilitation.

By Race

- . Blacks do not participate in the labor force at a rate as high as or equal to their representation in the population strata.
- . For blacks within the labor force, their unemployment rate exceeds their participation rate.

- . Whites who make up the majority of the population, also form the majority of the labor force and majority of the unemployed.
- . Other minority groups including spanish-americans by their limited size in numbers do not significantly affect any measurement variable.

By Sex & Age

- . Females become unemployed at a rate exceeding their labor force participation.
- . Males become unemployed at a rate less than their labor force participation.
- . Females over 45 years of age have a higher rate of unemployment and a longer term of unemployment than females under 45 years of age.
- . Males under 45 years of age have a higher rate of unemployment and a longer term of unemployment than males over 45 years of age.

The remainder of the characteristic analysis will illustrate in detail statistical evidence utilized as a supportive basis for the above mentioned generalities.

Population, Employment, Unemployment and Income Characteristics

Table 1 City of Providence Population, Employment, and Unemployment analysis, illustrates the basic statistics utilized in the discussion of the Providence population categorized by racial/ethnic groups and male and female as documented in the 1970 U.S. Census. Table 1 also illustrates labor force



information based upon a twelve month average of information as supplied by the Rhode Island Department of Employment Security through its publication 1975 Manpower Information for Affirmative Action Programs, City of Providence Supplementary Release. Finally the Table illustrates the characteristics of the insured unemployed, again based upon a twelve month average in 1974 as provided by the Department of Employment Security for Providence residents.

TABLE I CITY OF PROVIDENCE  
POPULATION, EMPLOYMENT AND UNEMPLOYMENT ANALYSIS

|                       |         |        |        |        |        |        |        |        |       |        |      |        |        |        |        |       |        |       |        |      |      |
|-----------------------|---------|--------|--------|--------|--------|--------|--------|--------|-------|--------|------|--------|--------|--------|--------|-------|--------|-------|--------|------|------|
| TOTAL                 | 179,218 | 100.0% | 84,345 | 84,688 | 86,953 | 100.0% | 79,200 | 100.0% | 6,850 | 100.0% | 8.8% | 37,475 | 100.0% | 48,575 | 100.0% | 5,180 | 100.0% | 5,670 | 100.0% | 19.5 | 22.7 |
| WHITE                 | 161,338 | 90.3%  | 83,112 | 84,429 | 86,720 | 92.1%  | 77,620 | 92.2%  | 6,740 | 91.1%  | 7.9  | 34,335 | 91.6%  | 44,925 | 92.5%  | 3,885 | 90.8%  | 3,355 | 91.4%  | 19.6 | 22.4 |
| MINORITY GROUP        | 17,880  | 10.0%  | 10,233 | 10,259 | 7,233  | 8.5%   | 7,580  | 9.0%   | 670   | 8.5%   | 9.1% | 3,280  | 9.0%   | 4,025  | 8.5%   | 350   | 10.3%  | 340   | 9.3%   | 19.5 | 22.7 |
| BLACK                 | 13,862  | 7.7%   | 7,126  | 7,118  | 6,035  | 7.0%   | 5,455  | 6.9%   | 560   | 6.2%   | 7.3% | 2,890  | 7.7%   | 3,135  | 6.5%   | 285   | 6.9%   | 275   | 7.5%   | 19.5 | 22.7 |
| AMERICAN INDIAN       | 1,387   | 0.8%   | 622    | 695    | 615    | 0.7%   | 555    | 0.7%   | 60    | 0.7%   | 0.7% | 240    | 0.6%   | 375    | 0.7%   | 35    | 1.1%   | 25    | 0.7%   | 19.5 | 22.7 |
| SPANISH AMERICAN      | 1,387   | 0.8%   | 622    | 695    | 615    | 0.7%   | 555    | 0.7%   | 60    | 0.7%   | 0.7% | 240    | 0.6%   | 375    | 0.7%   | 35    | 1.1%   | 25    | 0.7%   | 19.5 | 22.7 |
| OTHER                 | 591     | 0.3%   | 318    | 273    | 755    | 0.9%   | 715    | 0.9%   | 50    | 0.6%   | 0.7% | 250    | 0.7%   | 515    | 1.1%   | 10    | 0.3%   | 40    | 1.1%   | 19.5 | 22.7 |
| PERCENT OF BOTH SEXES |         |        | 52.7%  | 47.3%  |        |        |        |        |       |        |      |        |        |        |        |       |        |       |        |      |      |
| TOTAL Under 45 (7)    |         |        |        |        |        |        |        |        |       |        |      |        |        |        |        |       |        |       |        |      |      |
| Under 25              |         |        |        |        |        |        |        |        |       |        |      |        |        |        |        |       |        |       |        |      |      |
| 25-34                 |         |        |        |        |        |        |        |        |       |        |      |        |        |        |        |       |        |       |        |      |      |
| 35-44                 |         |        |        |        |        |        |        |        |       |        |      |        |        |        |        |       |        |       |        |      |      |
| TOTAL 45 & Over (7)   |         |        |        |        |        |        |        |        |       |        |      |        |        |        |        |       |        |       |        |      |      |

(5) MANPOWER Information for Affirmative Action Programs, 1975, Supplementary Release, City of Providence, R.I. DRS R & S 2/75 Rev.

(6) TOTALS do not equal sum of individual items due to individuals counted in more than one category.

(7) DES, Characteristics of Insured Unemployed 12 month 1974 average, Table I  
(8) DES, Characteristics of Insured Unemployed 12 month 1974 average, Table 4

The City of Providence, in 1970, accounted for 179,213 residents. The residents were classified as 90.3% white (161,338); and 10.8% minority groups (19,262)<sup>4</sup>. Minority groups in this case were comprised of black (15,875 or 8.9%); american indian (450 or 0.3%); oriental (959 or 0.5%); spanish-american (1,387 or 0.8%) and other (591 or 0.3%). In 1970 males made up 47.3% of the population and females 52.7%.

In 1974, based upon a twelve month calendar average, the Providence Labor Force was comprised of 86,050 residents of which 79,260 or 92.1% were classified as white; and 7,405 or 8.6% were classified as being minority group members. Blacks were identified as the significant faction of the minority group membership with 6,025 members, representing 7.0% of the total labor force.

Of the 1974 average labor force, 79,200 were employed and 6,850 were unemployed resulting in a yearly unemployment average of 8.0%. Whites represented 92.2% of the employed labor force and 91.1% of the unemployed labor force for a net white unemployment rate of 7.9%. Minority groups represented 8.6% of the labor force; 8.5% of the employed, and 9.8% of the unemployed for a net minority group unemployment rate of 9.1%.

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4. The figures do not add, due to the fact that some minority group individuals counted themselves as being a member of more than one minority subgroup. Therefore, the 19,262 figure contains some duplicate counts and consequently when added to the white count the resultant figure exceeds the total population. This contamination is reflected throughout the statistics presented in Table 1.

Isolation of statistics as related to blacks reveal that the group represented 7.0% of the labor force; 6.9% of employed and 8.2% of the unemployed for a net unemployment rate of 9.3%. Further on in the discussion, it will be argued that blacks, when including both those in and out of the labor force actually have an adjusted unemployment rate of 24%. The other significant faction within the minority grouping were spanish-americans, who represent 0.7% of the labor force; 0.7% of the employed and 0.9% of the unemployed for a net unemployment rate of 9.8%. However, the 9.8% average represented in 1974 is only an average of 60 persons.

Due to the considerable discussion and comment related to the purported fact that minority groups, specifically blacks, have unemployment rates far exceeding those rates as identified in census or employment security statistics, an attempt was made to verify the fact. In order to investigate the premise, the only available data was the 1970 Census, 1974 Labor Force Profiles, and 1974 Public School Enrollment figures. Therefore, the material is contaminated; however, the result indicated an adjusted unemployment rate of 24%. As a conclusion, whether the figure is 24% or 20% it is indicative of the problem.

The method used was as follows:

|               |   |
|---------------|---|
| 9,751         | Blacks in 1970, 16 years of age or over                         |
| <u>-6,025</u> | Blacks in 1974 in the labor force                               |
| 3,726         | Blacks in 1974 not in the labor force                           |
| <u>- 908</u>  | Blacks 65 years of age or older                                 |
| 2,808         |   |
| <u>- 915</u>  | Blacks enrolled in some type of education, over 16 years of age |
| 1,893         |   |
| <u>x61.8%</u> | Labor force participation rate (6025 ÷ 9751)                    |
| 1,170         | Blacks not in labor force but assumed as willing to work        |
| <u>+ 560</u>  | Blacks unemployed in 1974                                       |
| 1,730         | Blacks representing unemployment rate of 24%                    |
|               | (6025 in labor force + 1170 not in labor force = )              |
|               | (7,195 adjusted labor force in relationship to )                |
|               | (560 unemployed + 1,170 not in labor force = 1,730)             |

The 24% represents three times the citywide 1974, 8% average.

A closer look at the 1974 averages of labor force statistics indicate the following facts.

- . Of the average 1974 labor force (86,050); 37,475 or 43.6% were female and 48,575 or 56.4% were male.
- . Of the average 1974 labor force who were unemployed (6,850); 2,885 or 46.4% were female and 3,355 or 53.6% were male.
- . Of the total unemployed persons; 54.1% were under 45 years of age, comprised of 18.9% under 25 years of age; 20.7% between 25-34 years of age and 14.5% between 35-44 years of age.

- . By sex determination, of those unemployed under 45 years of age, females were represented by 48.6% and males by 57.8%.
- . Of the total persons unemployed for 15 weeks and over; 49.8% were under 45 years of age and 50.2% were over 45 years of age.
- . By sex identification, of the total females unemployed 15 weeks or longer; 44.9% were under 45 years of age as opposed to 53.3% of the men and 55.1% were over 45 years of age as opposed to 46.7% of the men.

In summary, in the City of Providence whites represent 90.3% of the total population and 92.1% of the labor force while blacks represent 8.9% of the population and 7.0% of the labor force. In equalization terms since each labor force percentage point equals 860 persons the whites are, in relationship to their size, over represented in the labor force by 1,548 people and blacks under-represented by 1,634 persons. While the equalization figure for whites is insignificant in light of their overall group size, the figure for blacks is significant in light of their overall group size.

Unemployment figures indicate that while whites represent 92.2% of the labor force they represent 91.1% of the unemployed workers. Blacks on the other hand while representing 7.0% of the labor force represent 8.2% of the unemployed.

By sex, females while representing 52.7% of the population, represent 43.6% of the labor force and 40.4% of the unemployed. Thus, females tend to become unemployed at a greater rate than

their participation. Males which represent 47.3% of the population, represent 56.4% of the labor force but only 53.6% of the unemployed. Thus, males become unemployed at a rate lesser than their representation.

By age, a greater proportion of the unemployed males are under 45 years of age, while a greater proportion of females unemployed are over 45 years of age.

By sex and age the figures are similar relative to the long term unemployed. That is, of all females unemployed 15 weeks or longer 44.9% are under 45 years of age and 55.1% are over 45 years of age. Of all males unemployed 15 weeks or more, 53.3% are under 45 years of age and 46.7% over 45 years of age.

#### Education

Within the City of Providence, 59.4% or 61,922 residents over 25 years of age achieved something less than a high school education<sup>9</sup> and 19.3% of the City's veterans have been classified as educationally disadvantaged.<sup>10</sup> Citywide, of the total population over 25 years of age, the median grade level for whites was 10.9 years of school; 10.6 years for blacks; 12.2 years for other races and 11.8 years for spanish-americans.<sup>11</sup>

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9. Manpower Indicator Handbook for Providence, U.S. Dept. of Labor, June, 1972.

10. FY. 74 Camps Report, Providence, Rhode Island

11. Manpower Indicator Handbook for Providence, U.S. Dept. of Labor, June, 1972

Table 2 below illustrates various statistics relevant to high school and middle school dropouts in the Providence Public School System over a two-year period. The significant trend for manpower purposes occurs at the senior-high level. While the total dropout rate has increased only by 3%; dropouts are beginning to occur in a lower grade, at a lower age, and the dropouts are in terms of rated ability less prepared to compete with labor market pressures. Yet the percentage of dropouts who preferred work over school significantly increased.



Table 2 Two-Year Dropout Profile: Providence Public Schools

|   | Senior High School    |                       | Middle School         |                       |
|---|-----------------------|-----------------------|-----------------------|-----------------------|
|   | 1972-73 <sup>12</sup> | 1973-74 <sup>13</sup> | 1972-73 <sup>12</sup> | 1973-74 <sup>13</sup> |
| Total # of Dropouts                                   | 835                   | 865                   | 78                    | 75                    |
| % of Mean Enrollment                                  | 13.6%                 | 14.6%                 | 1.3%                  | 1.3%                  |
| # of D.O. in Eighth Grade                             | --                    | --                    | 54                    | 47                    |
| % of D.O. in Eighth Grade                             | --                    | --                    | 69%                   | 62.6%                 |
| # of D.O. in Ninth Grade                              | 236                   | 256                   | --                    | --                    |
| % of D.O. in Ninth Grade                              | 28.3%                 | 29.6%                 | --                    | --                    |
| # of D.O. in Tenth Grade                              | 249                   | 233                   | --                    | --                    |
| % of D.O. in Tenth Grade                              | 29.8%                 | 26.9%                 | --                    | --                    |
| % of D.O. 16 yrs. of age                              | 58.6%                 | 52.7%                 | 96.2%                 | 94.6%                 |
| % of 16 yr. old D.O., Male                            | 50.0%                 | 52.2%                 | 71.7%                 | 54.7%                 |
| % 16 yr. old D.O., Female                             | 50.0%                 | 47.8%                 | 28.2%                 | 45.3%                 |
| % of D.O. Below Average Ability                       | 75.8%                 | 85.9%                 | 83.4%                 | 89.4%                 |
| % who D.O. to go to work                              | 40.2%                 | 65.0%                 | 65.4%                 | 45.3%                 |
| % who D.O., Not interested in school                  | 27.1%                 | 11.3%                 | 21.8%                 | 44.1%                 |
| Total # Non-white D.O.<br>(also Incl. in total above) | 225                   | 227                   | 7                     | 12                    |
| % of Non-White Enrollment                             | 18.3%                 | 17.5%                 | 0.5%                  | 0.8%                  |
| Total # White D.O.                                    | 610                   | 638                   | 71                    | 63                    |
| % of White Enrollment                                 | 12.4%                 | 14.0%                 | 1.6%                  | 1.4%                  |

12. Providence Public School: "Dropout, Transfers, Entrants, Secondary Schools," June 21, 1972 - June 28, 1973; published Nov. 9, 1973.
13. Providence Public School: "Dropout, Transfers, Entrants, Secondary Schools," June 21, 1973 - June 28, 1974; published Nov. 4, 1974.

The dropout segment presents a real problem to manpower systems because State Law prohibits a dropout from earning a high school diploma until six months after the dropouts's class has graduated or until the dropout reaches 19 years of age. In the absence of a high school diploma, job placement in a depressed labor market in occupations manpower programs normally train for, is extremely limited.

Welfare/Poverty

Utilizing the poverty index as adopted by the Federal Inter-agency Committee in 1969, the 1970 U.S. Census estimated that 13.3% of the families within the City of Providence were existing with annual incomes below the Census poverty level. There was no other City or Town within the State of Rhode Island with a higher percentage. By racial/ethnic classification within the total number of black families, 31.5% had earnings less than the Census poverty index.

Table 3 1970 U.S. Census Citywide Poverty Index<sup>14</sup>

|  | Total | White | Black | Other | Spanish |
|--|-------|-------|-------|-------|---------|
| % of all families below poverty          | 13.3% | 11.6% | 31.5% | 22.5% | 18.7%   |
| % of all persons below poverty           | 18.7% | 16.5% | 38.7% | 33.4% | 19.3%   |
| % of unrelated individuals below poverty | 44.2% | 43.4% | 52.5% | 53.3% | 32.6%   |

Thirteen point three percent equaled 6,000 families who reported earnings less than the U.S. Census Poverty level. Such

14. Summary Manpower Indicators for Providence, R.I.; U.S. Dept. of Labor, June, 1972.

families were comprised of 4,770 white families, 1,130 black families, 59 spanish families, and 41 other families.

Forty-four point two percent of unrelated individuals with incomes reported below the Census poverty level equaled 12,866 individuals comprised of 11,650 whites, 1,014 blacks, 36 spanish, and 166 other individuals.

According to the same index 18.7% of all persons in the City were living within poverty conditions. According to the January 1975 Providence public assistance count, approximately 17% of the population received some type of public assistance. Public assistance does not include all poverty families, so it is a safe assumption that poverty has increased since 1970 in the City. The following table illustrates a two-year trend of the City of Providence Public Assistance Profile.

Table 4 Trends of Public Assistance: City of Providence<sup>15</sup>.

|                          | Dec. 1973 | Jan. 1975 | % Increase |
|--------------------------|-----------|-----------|------------|
| Total Recipients         | 28,573    | 29,808    | + 4.3%     |
| % of adjusted population | ±16%      | ±17%      | ± 1.0%     |
| ADC Recipients           | 18,720    | 18,730    | ± .01%     |
| OAA, AB, AD              | 3,348     | 5,022     | +50.0%     |
| GPA                      | 6,505     | 6,056     | - 6.9%     |

15. Rhode Island Department of Social and Rehabilitative Services, Research Division; March 12, 1975 estimate.

Surprisingly, during a period of escalating unemployment the public assistance rates for all intents and purposes remained constant and would have decreased if changes in the OAA, AB, and AD guidelines had not occurred. As a result of such changes more persons qualified for assistance.

Food stamp distribution has, however, increased significantly. In December, 1973 there were a total of 32,587<sup>16</sup> households and unrelated individuals receiving food stamps in the City of Providence. As of February, 1975, the total distribution increased by 37% to 44,791<sup>17</sup> households and unrelated individuals. In approximately one year the number of households receiving food stamps increased by 45%, and the number of unrelated individuals increased by 35%.

Utilizing the 1970 U.S. Census family count, it would appear that approximately 27% of the total families in Providence in February, 1975 were food stamp recipients; an increase from 19% in December, 1973. While these figures are more than likely contaminated due to the fact that some food stamp recipients are so called "transient" residents of Providence, it is significant to note that while the unemployment rate in the City rose from 7.3% in December, 1973 to 15.1% through January 31, 1975, during the same period public assistance recipients as related to the labor force remained relatively unchanged but food stamp qualifiers increased by 37%.

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16. R.I. Department of Social and Rehabilitative Services; Food Stamp Division; March 14, 1975 estimates.

17. Ibid.

It appears that the current recessionary trend is not directly affecting the public assistance recipient or causing an increase in public assistance roles; but rather affects the next higher income group by expanding such group through more persons becoming eligible for food stamps due to decreasing incomes.

On the other hand, the economically disadvantaged as defined by the OEO poverty criteria have during the first six months of the Providence CETA program formed 92% of the client load. Of this group 43% received some form of public assistance. Thus, it appears that even during a recessionary climate public assistance recipients are taking advantage of manpower training at a somewhat higher rate than their peer group representation in the total population strata.

#### Veterans

According to information received March 14, 1975 from the Department of Labor Veterans Employment Representative (V.E.R.) located in Providence, it was the VER's estimate that as of January 31, 1975 there were 29,750 Vietnam Era Veterans residing in Providence, and of that group approximately 15,000 persons were Special Veterans. Based upon a statewide labor market participation rate for veterans, of 92% it is, therefore, estimated that 27,370 Vietnam Era Veterans are in the Providence Labor Force, of which 15% or 4,105 are unemployed. Based upon the January, 1975 City of Providence Labor Market Profile, the 27,370 Vietnam Era Veterans would comprise 30.5% of the total labor force and 30.2% of the total unemployed. There is no statistical information available as to the number of disabled veterans in Providence.

Part C

IA2b & c Labor Market and Skill Analysis

Supportive Analysis

The population analysis for Providence, as set forth in the previous section, Part C IA2a; presents in detail relevant labor force and population statistics. As indicated in "The City of Providence Labor Profile" table below, the City's labor force has been experiencing a steady trend of increased unemployment.

Table 5 reflects the growing trend of unemployment in the City. In a one-year period, January, 1974 through January 1975, the City's unemployment rate has increased from 8.4% to 15.1% and increased to 17.4% through February, 1975.

The number of unemployed has increased from 6,971 individuals in January of 1974 to 13,599 individuals in January, 1975; an increase of 95.0%. The size of the labor force, during the same period, increased by 8.6% from 82,751 individuals to 89,866.

In 1970, according to the U.S. Census, City of Providence residents represented 18.7% of the total statewide civilian labor force and 21.9% of the total statewide unemployment pool. By January 1975, Providence residents represented 20.5% of the statewide civilian labor force and 22.5% of the unemployed.

Table 5 City of Providence Labor Market Profile<sup>18</sup>

| Month Ending   | Total Civilian<br>Labor Force | Total Unemployed |       |
|----------------|-------------------------------|------------------|-------|
|                |                               | Number           | Rate  |
| April 30, 1970 | 77,838                        | 3,434            | 4.4%  |
| June 30, 1973  | 85,502                        | 5,742            | 6.7%  |
| July 31, 1973  | 84,896                        | 6,337            | 7.5%  |
| Aug. 31, 1973  | 85,395                        | 6,009            | 7.0%  |
| Sept. 30, 1973 | 83,992                        | 5,662            | 6.7%  |
| Oct. 31, 1973  | 84,150                        | 5,223            | 6.2%  |
| Nov. 30, 1973  | 84,412                        | 5,557            | 6.6%  |
| Dec. 31, 1973  | 84,268                        | 6,138            | 7.3%  |
| Jan. 31, 1974  | 82,751                        | 6,971            | 8.4%  |
| Feb. 28, 1974  | 83,101                        | 6,835            | 8.2%  |
| March 31, 1974 | 83,145                        | 6,459            | 7.8%  |
| April 30, 1974 | 83,349                        | 6,090            | 7.3%  |
| May 31, 1974   | 83,738                        | 5,883            | 7.0%  |
| June 30, 1974  | 85,111                        | 6,683            | 7.9%  |
| July 31, 1974  | 84,205                        | 6,782            | 8.4%  |
| Aug. 31, 1974  | 85,365                        | 6,790            | 8.2%  |
| Sept. 30, 1974 | 83,908                        | 6,009            | 7.3%  |
| Oct. 31, 1975  | 83,908                        | 6,154            | 7.4%  |
| Nov. 30, 1974  | 85,433                        | 7,254            | 8.5%  |
| Dec. 31, 1974  | 85,652                        | 8,616            | 10.1% |
| Jan. 31, 1975  | 89,866                        | 13,599           | 15.1% |
| Feb. 28, 1975  | 91,699                        | 15,917           | 17.4% |
| Mar. 31, 1975  |                               |                  |       |

18. R.I. Dept. of Employment Security; Research Division;  
 Monthly Reports

The significant increase between December 1974 and January 1975 is attributed to primarily four reasons:

- . Temporary lay-offs for inventory adjustments
- . Layoff of help hired in the trades industry for the Christmas period.
- . Increased eligibility of claimants fostered by Title II of the Emergency Jobs and Unemployment Act of 1974.
- . Increased public awareness of unemployment insurance benefits.

The table reflects the fact that while unemployment has been escalating, the seasonal trends have been maintained. The negative factor, however, is that during the seasonal peaks there is less employment than usual and during the seasonal valleys there is more unemployment than usual. The natural next step if the economy continues to weaken is that the normal trends will disappear and the trend will flatten out in a descending curve.

According to the Providence Evening Bulletin, dated March 19, 1975; Providence suffered the largest unemployment rate or in other words the largest rate of job loss of any New England City during the month of January, 1975.

Unemployment in April 1970 was utilized as a basis of comparison in the City's FY75 CETA Plan. In April of 1970 unemployment was 4.4% or 3,434 individuals. As stated in the FY75 Plan by February 28, 1974 the number of unemployed persons had increased by 99% from the April 1970 level. In the eleven month period since February 1974 the number of unemployed persons



has risen so rapidly that as of January 31, 1975 the increase was 296% over April 1970. During the same period, the size of the labor force has increased by 15%.

Examining the same statistics in another light, it is seen that between April 1970 and January 1975 the City's labor force increased by 12,028 individuals while the City's unemployed persons increased by 10,165. Thus, during the five-year period the growth of the labor force has exceeded the growth of the unemployed worker force by 18%.

With the above unemployment statistics in mind, the attempt within this section will be to: (a) identify the number and type of employment opportunities available; (b) identify the characteristics of employment opportunities in relationship to supply and demand; and (c) create a basis for developing a manpower service strategy.

The resultant benefit of the labor market and skill analysis will be that of providing Providence with a comprehensive profile of the existing and potential structure of employment, so as to form a basis in relationship to the population characteristics for designing and justifying employment related services.

Providence, as the capitol city of Rhode Island with a 1970 population of 179,223 ranked first in population among Rhode Island's 39 cities and towns. Historically, the City has been the industrial, commercial, educational, governmental, and cultural center for the state and for the Providence-Warwick-Pawtucket S.M.S.A. Accessibility from downtown Providence to the outlying districts of the S.M.S.A. is normally within a

thirty minute drive<sup>19</sup>.

Manufacturing, service, wholesale and retail trade, and government/public administration have been historically the major industries in Providence, as well as the S.M.S.A. In an attempt to understand the distribution of employment for the City of Providence residents by industrial classification, the following table is reflective of such distribution.

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19. Past and Present Travel Times; R.I. Basic Economic Statistics; R.I. Dept. of Economic Development, 1975, and a R.I. Report from the Department of Economic Development, January 1975.

Table 6 Providence Residents Employed by Industry<sup>20</sup>

| Industrial Classification                       | % of persons employed<br>1970 Census <sup>21</sup> | % of persons employed<br>June 1974 <sup>22</sup> | % of persons employed<br>DES Placem'ts <sup>23</sup> | % of persons employed<br>CETA Title I Placem'ts <sup>24</sup> | % of persons employed<br>1974 SMSA <sup>25</sup> |
|---|--|--|--|---|--|
| Manufacturing: Total                            | 35.3%  | 37.4%  | 52.0%  | 31.0%   | 42.6%  |
| Non-manufacturing Total                         | 64.7%  | 62.6%  | 48.0%  | 69.0%   | 57.4%  |
| Construction                                    | 4.6%   | 1.9%   | 3.9%   | 27.1%   | 3.9%   |
| Transportation,<br>Comm., & Public<br>Utility   | 5.4%   | 7.1%   | 1.5%   | 0.9%  | 4.6%   |
| Wholesale &<br>Retail Trade                     | 18.4%  | 16.1%  | 16.4%  | 14.5%   | 24.3%  |
| Finance, Insur-<br>ance & Real<br>Estate        | 4.6%   | 12.1%  | 5.7%   | 4.4%  | 5.3%   |
| Service (incl.<br>mining, agricult.<br>fishery) | 31.7%  | 25.4%  | 20.5%  | 22.1%   | 19.2%  |
| TOTAL   | 100.0%   | 100.0%   | 100.0%   | 100.0%  | 100.0%   |

20. The industrial class of government/public administration is excluded in that the class was not common to all indicies. Where said class did appear, the numerical number was subtracted from the total employed before percentages were computed.

21. Summary Manpower Indicators for Providence, 1970 Census; U.S. Department of Labor.

22. Employment Covered by the R.I. Employment Security Act, June 1974.

23. R.I. Dept. of Employment Security, ESARS, July 1, 1974-January 31, 1975, inclusive

24. Providence CETA Title I Placements, July 1, 1974-Jan. 31, 1975; Model Cities Agency, Mar. 1975

25. Prov.-Warwick-Pawt. Labor Area; Civilian Labor Force & Employment; DES, Dec. 1974.

As indicated in Table 6 above, the employment distribution of Providence residents between manufacturing and non-manufacturing between 1970-1974 has remained fairly constant. Manufacturing includes approximately a third of the employment and non-manufacturing two-thirds. The difference between manufacturing and non-manufacturing in the SMSA is less, but non-manufacturing continues to maintain a higher percentage of the employed.

The ranking of industrial classification for City residents as employee envelopes is, first, manufacturing; second, services; third, wholesale and retail trade; and fourth, finance, insurance and real estate. The ranking is similar within the SMSA except wholesale and retail trade claims the second position, while services dropped to third.

The period 1970 through 1974 represents according to statistics as compiled for the SMSA on an employee basis the growth of manufacturing by 4.4% and the growth of non-manufacturing by 12.5%. Within the non-manufacturing industrial classes, services has grown by 22.0%; finance, insurance and real estate, 15.2%; trades, 11.3%; transportation, public utilities, -4.6%; and construction, -2.7%<sup>26</sup>.

According to the Providence Sunday Journal, dated March 6, 1975, it was stated by the F.W. Dodge Reports that there

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26. Providence-Warwick-Pawtucket Labor Area; Average Civilian Employment 1960-1974; R.I. Dept. of Economic Development; Research Division; March, 1975.

is preliminary indication that the construction industry may be on a path towards recovery due to the fact that during the month of January, 1975; 7.7 million dollars of residential construction contracts were awarded -- an increase of 100.6% from the same month a year ago.

Although statistics are not isolated for the City of Providence, it is assumed that the manufacturing industry in terms of growth has remained plus or minus status quo during the 1970-1974 period and that finance, insurance, and real estate has shown growth as well as the transportation, communications, public utilities industries. All other industries it is assumed have shown no growth or declined.

Table 6 also points out, that while the manufacturing industry employs approximately one-third of the Providence work force; over one-half of placements through DES in the last two calendar quarters of 1974 were in the manufacturing industry. Relative to the percentage of CETA Title I placements, 31.0% were placed in manufacturing during the same DES and CETA placement period. Unemployment data indicates that during the same DES and CETA placement period; almost half of the city's unemployed work force last worked in a manufacturing industry. In light of the 1974 calendar year loss of 5,500 jobs within the manufacturing industry, it appears that the degree of placements and unemployment is equated to a high turnover within the industry.

According to the Department of Employment Security in their December, 1974 Labor Area Supplement for the Providence-Warwick-Pawtucket Area; the manufacturing industry lost 5,500 jobs during

1974 with the largest decline of 2,600 jobs in textiles, closely followed by a yearly drop of 1,900 jobs in electrical machinery. The latter tied into the housing construction decline. Non-manufacturing industries showed a yearly loss of 6,800 jobs. The largest decline occurred in wholesale and retail trade, 2,900 jobs; and construction, 2,600 jobs. The only non-manufacturing industry to post a yearly gain was finance, insurance, and real estate; which showed a 200 job gain, mostly in banks and insurance agencies.

The industrial classification of government in 1970 showed its share of the employed labor force to be 6.3%. By December 1974, government still maintained a 6.6% share of the employed labor force, but it also lost 1,400 jobs during calendar year 1974.

According to the DES placement data for the last two calendar quarters of 1974; of the total persons placed in the manufacturing industry, approximately two-thirds were placed in jobs characteristically equated with low skill level requirements and low pay. The two-thirds representation is broken down by 24.5% in DOT Category 7, bench work occupations; 12.5% in DOT Category 5, processing occupations; 16.7% in DOT Category 6, machine trades, and 13.5% in DOT Category 9, packaging material occupations. The only exception were certain specific machine trade occupations. Of all the manufacturing placements, only 8.4% were in professional, technical, or managerial occupations; an occupational category normally equated with higher skill requirements and wage scales.

DES placement reports indicate job openings are available and placements feasible. However, in the case of the manufacturing industry whose placements of Providence residents during the seven month period of July 1, 1974 through January 31, 1975 were only down 2% from placements during the same period a year ago, it appears jobs are available in the low-pay, low-skill level occupations. In the non-manufacturing industries for the same time period, placements were down 21.0% in wholesale and retail trade; down 34.0% in finance, insurance, and real estate; down 32.0% in service; down 13.0% in government, and down 9.0% in transportation, communications, and utilities. Yet within the industries of government and service a potential exists for professional, technical and managerial occupations as well as clerical and service occupations.

Within the finance, insurance, and real estate industrial classification, a potential for jobs appear to exist in clerical occupations. Wholesale and retail trade indicate some activity in the clerical sales, and service occupations; the latter two, however, associated with low-skill level - low pay categories.

The only industrial class of importance within the City to exhibit an increase over the previous time period was the construction industry, with a 1.0% increase primarily associated with structural occupations.

According to an article in the Providence Sunday Journal dated March 16, 1975; during an interview with the State Department of Employment Security, their representative stated that a majority of the unemployed are from a pool of individuals who

possess little or no labor market skills. In other words it was DES's contention that the pool contains a majority of unemployed persons whose skills do not correspond to the current needs and opportunities within the present job market. The DES spokesman also stated that employers are seeking accountants, architects, bookkeepers, chemists, clerk-typists, computer operators, key punch operators, chemical, electrical, mechanical, and industrial engineers, registered nurses, licensed practical nurses, occupational therapists, secretaries, tool and die makers, systems analysts, and dental hygienists.

In order to illustrate the limited job market potential DES further stated in the article that whereas DES's monthly computer printout of job listings often totalled 300 pages, its most recent listing totalled only 80 pages.

The article points out the fact that while good jobs are available, the characteristics of those jobs are not matchable to the characteristics of the unemployed.

Table 7 illustrates for the entire State of Rhode Island characteristics of the unemployed by industrial classifications the unemployed individuals last worked in. While statistics are not isolated for Providence residents, it is assumed that the trend is similar.



Table 7 Characteristics of the Insured Unemployed in R.I.; Industry by % Unemployed<sup>27</sup>.

| Industrial Class                | Jan. 20-24, 1975 | Dec. 16-20, 1974 | Nov. 18-22, 1974 | Oct. 14-18, 1974 | Sept. 16-29, 1974 | Aug. 19-23, 1974 | June 17-29, 1974 | May 20-24, 1974 | April 15-19, 1974 | Mar. 18-22, 1974 | Feb. 18-22, 1974 | Jan 14-18, 1974 | Oct. 15-19, 1973 |
|---------------------------------|------------------|------------------|------------------|------------------|-------------------|------------------|------------------|-----------------|-------------------|------------------|------------------|-----------------|------------------|
| Contract Construction           | 14.5             | 15.0             | 12.4             | 9.7              | 8.6               | 7.8              | 9.5              | 14.6            | 19.6              | 25.1             | 21.7             | 16.0            | 8.1              |
| Manufacturing: Total            | 50.8             | 45.9             | 50.1             | 48.6             | 43.8              | 37.2             | 42.4             | 38.4            | 33.4              | 28.7             | 31.1             | 43.2            | 34.4             |
| Textile Mill Products           | 6.0              | 5.3              | 12.0             | 13.8             | 11.9              | 12.3             | 11.4             | 8.8             | 7.5               | 5.9              | 8.6              | 7.4             | 7.9              |
| Misc. Mfg. (Jewelry)            | 14.5             | 12.0             | 6.6              | 7.2              | 9.0               | 8.0              | 8.9              | 10.1            | 10.4              | 8.3              | 7.0              | 14.2            | 9.4              |
| Other Mfg.                      | 30.3             | 28.6             | 31.5             | 27.6             | 22.9              | 16.9             | 22.1             | 19.5            | 15.5              | 14.5             | 15.5             | 21.6            | 17.1             |
| Public Utilities                | 3.5              | 3.6              | 3.8              | 5.0              | 6.3               | 6.9              | 5.0              | 4.6             | 4.9               | 3.3              | 4.2              | 3.2             | 4.1              |
| Wholesale & Retail Trades       | 10.5             | 13.4             | 12.5             | 13.2             | 16.6              | 17.8             | 19.0             | 18.7            | 17.9              | 17.7             | 20.2             | 14.5            | 24.8             |
| Finance, Insurance, Real Estate | 2.5              | 3.1              | 3.3              | 3.6              | 4.4               | 3.8              | 3.6              | 5.2             | 3.3               | 3.4              | 2.9              | 2.4             | 2.6              |
| Service                         | 7.0              | 9.7              | 11.6             | 14.3             | 13.5              | 13.5             | 12.9             | 10.5            | 11.5              | 11.1             | 9.6              | 8.3             | 15.2             |
| Others                          | 11.1             | 9.3              | 6.3              | 5.6              | 6.8               | 13.0             | 7.6              | 8.0             | 9.5               | 10.6             | 10.3             | 12.4            | 10.8             |
| TOTAL                           | 15.1             | 10.1             | 8.3              | 7.4              | 7.3               | 8.2              | 7.9              | 7.0             | 7.3               | 7.8              | 8.2              | 8.4             | 6.2              |

27. Rhode Island Department of Employment Security; Research Division

The relationship between the City's unemployment rate and the relationship of the unemployed to industrial classifications appear significant. In October, 1973 which reflected the lowest unemployment rate charted (6.2%), manufacturing claimed 34.4% of the unemployed, while trades claimed 24.8%. In January of 1975 with the City's unemployment rate increasing to 15.1% corresponding advancements appear in the manufacturing and construction industries. Interestingly the industries of trades and of services decreased in their share of the unemployed. However, this perhaps is not attributable to positive gains made by these industries but rather the overwhelming influx of unemployed persons from the manufacturing industry.

In summary, then, there appears to be placement potential in the manufacturing industry, a majority of which appears in the lower-wage skill level occupations; with some potential in the clerical, technical, and structural occupations. Of particular interest is the Rhode Island wage scale in the manufacturing industry. Based upon reports of the Bureau of Labor Statistics for November 1974, the hourly average wage for Rhode Island manufacturing was \$3.71, as measured against \$4.57 for the United States as a whole. The state was 18% below the national average. Just seven months previous, the ratio was \$3.51/\$4.20 per hour for a 16% margin. Thus, during the seven month period, Rhode Island wages increased by 20 cents per hour compared to 37 cents per hour nationally and consequently fell further behind.<sup>28</sup>

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28. A Rhode Island Report, R.I. Dept. of Economic Development; Research Division, January 1975.

In the finance, insurance, and real estate industry, there appears a placement potential for clerical occupations.

In wholesale and retail trade there appears to be potential in the clerical, sales, and service occupations, but the latter two primarily of a low-skill, low-pay variety.

The service and government industries appear to present potential in the technical and clerical occupations, with some activity in the service occupations, the latter, however, once again primarily low-pay, low-skill.

Within the construction industry there is limited potential in the structural occupations.

Table 8 Occupational Profile of the City of Providence Employed Labor Force Participants.

| Occupational Categories         | % Employed 1970 <sup>29</sup> | Total Demand 1969 - 1975 <sup>30</sup> | % of Total Demand | % of DES Placements <sup>31</sup> |
|---------------------------------|-------------------------------|--|-------------------|-----------------------------------|
| Professional, Tech. Mgr.        | 19.9%                         | 14,985                                 | 22.3%             | 9.3%                              |
| Clerical, Kindred               | 18.8%                         | 16,205                                 | 24.2%             | 18.1%                             |
| Sales                           | 5.6%                          | 6,165                                  | 9.1%              | 4.7%                              |
| Craftsman, Foreman, Related     | 12.0%                         | 9,975                                  | 14.8%             | 19.5% <sup>32</sup>               |
| Operatives, incl. trans. equip. | 25.1%                         | 6,220                                  | 9.2%              | 29.6% <sup>33</sup>               |
| Non-farm laborers               | 4.2%                          | 165                                    | 0.2%              | --                                |
| Service, excl. hsehld.          | 13.3%                         | 11,545                                 | 17.1%             | 17.5%                             |
| Service, hsehld.                | 1.1%                          | 1,845                                  | 2.7%              | 0.8%                              |
| Farm workers                    | --                            | 275                                    | 0.4%              | 0.5%                              |
| TOTALS                          | 100.0%                        | 67,380                                 | 100.0%            | 100.0%                            |

29. Summary Manpower Indicators for Providence; 1970 Census; U.S. Dept. of Labor.
30. R.I. Industry & Occupational Projections to 1975; R.I. Dept. of Employment Security.
31. ESARS Placement Data; R.I. Dept. of Employment Security; 7-1-74 - 1-31-75 inclusive
32. 19.5% equals the sum total of DES Occupational Classes of Structural Work and Machine Trades.
33. 29.6% equals the sum total of DES Occupational Classes of Processing, Bench Work, Motor Freight Transport, Packaging Material, and other.

The above table illustrates the occupational characteristics in 1970 relative to the percentage of persons employed; the projected demand for such occupations on a statewide basis and the distribution of placements by DES in the period July 1, 1974 through January 31, 1975. The indications are that the demand in professional, technical, and managerial occupations has not fully materialized; that the demand in clerical and kindred appears to be materializing in relationship to the percentage of placements; and that the demand in sales occupations are not materializing. In the craftsman and operative occupations the percentage of placements appears to be exceeding the growth demand while service occupations excluding household is also receiving a high percentage of placements.

As an adjunct to Table 8, the following table identified as Table 9 indicates the distribution of Providence CETA Title I Placements by occupational categories for the July 1, 1974 through January 31, 1975 time period.

Table 9 Distribution of Providence CETA Title I Placement  
 by Occupations.<sup>34</sup>

| Occupational Categories          | Placements | Average Starting Wage/Hr. |
|----------------------------------|------------|---------------------------|
| Professional, Tech.,<br>Mgr.     | 14.0%      | \$3.03                    |
| Clerical, Kindred                | 15.3%      | \$2.60                    |
| Sales                            | 7.7%       | \$2.90                    |
| Craftsman, Foreman<br>Related    | 36.7%      | \$4.84                    |
| Operative incl.<br>Trans. Equip. | 13.7%      | \$2.96                    |
| Non-farm Laborers                | 4.1%       | \$6.54                    |
| Service excl. hsehld.            | 8.5%       | \$2.72                    |
| Service hsehld.                  | --         | --                        |
| Farm Workers                     | --         | --                        |
| Total                            | 100.0%     | --                        |

34. Providence CETA Staff; July 1, 1974 - January 31, 1975

One measurement of occupational demand is to examine the recent placement statistics of DES for Providence residents. Table 10 documents the individuals placed by DES by occupations and by industries during the period July 1, 1974 through January 31, 1975. Table 11 illustrates a comparison of total individuals placed during the July-January time period of 1974-75 to the total individuals placed during the same time period the previous year. During the 1974-75 period unemployment rates in Providence fluctuated between 8.4% in July, 1974 to a low of 7.3% in September to a high of 15.1% in January 1975. Notwithstanding the unemployment escalation, the total placements of individuals in 1974-75 was only 15% less than the similar 1973-74 period. Occupations most severely affected were; clerical down 48%; sales down 30%; packaging materials down 62%; professional, technical, and managerial down 14%, and machine trades down 11%. Exhibiting positive gains were services other than domestic, a 28% increase; bench work, rose 35%, and structural work, rose 51%.

Even though placements in significant occupations were substantially down from the previous year, the amount of placements during an increased period of unemployment were substantially enough to indicate a moderate potential for a limited degree of placement in all occupations.

Table 10 ESARS Placement Data: Providence Residents  
 July 1, 1974 - January 31, 1975<sup>35</sup>

| OCCUPATIONAL CATEGORY             | INDUSTRIAL CLASS         |                      |        |           |       |                           |                        |                          |         |            |
|-----------------------------------|--------------------------|----------------------|--------|-----------|-------|---------------------------|------------------------|--------------------------|---------|------------|
|                                   | Total Individuals Placed | Agric., Fish. Forest | Mining | Construc. | Mfg.  | Trans. Comm. Public Util. | Wholesale Retail Trade | Finance Ins. Real Estate | Service | Government |
| Professional, Tech., Mgr., Admin. | 283                      | --                   | --     | --        | 119   | 4                         | 12                     | 6                        | 67      | 75         |
| Clerical                          | 552                      | --                   | --     | 6         | 122   | 8                         | 82                     | 131                      | 143     | 60         |
| Sales                             | 143                      | --                   | --     | --        | 9     | --                        | 97                     | 2                        | 35      | --         |
| Domestic Service                  | 23                       | --                   | --     | --        | --    | --                        | --                     | --                       | 23      | --         |
| Other Service                     | 536                      | --                   | 1      | --        | 29    | 1                         | 150                    | 8                        | 184     | 163        |
| Processing                        | 15                       | 10                   | --     | 1         | --    | --                        | --                     | --                       | 2       | 2          |
| Processing                        | 186                      | --                   | --     | --        | 176   | --                        | 8                      | --                       | 2       | --         |
| Machine Trades                    | 266                      | --                   | --     | 1         | 236   | 1                         | 7                      | 2                        | 12      | 7          |
| Bench Work                        | 360                      | --                   | --     | --        | 346   | --                        | 4                      | 1                        | 7       | 2          |
| Structural Work                   | 328                      | --                   | --     | 96        | 163   | --                        | 12                     | 2                        | 35      | 20         |
| Motor Freight Transport           | 112                      | 2                    | --     | 1         | 16    | 22                        | 46                     | 1                        | 19      | 5          |
| Pkg. Material                     | 232                      | --                   | --     | 1         | 190   | 4                         | 24                     | --                       | 12      | 1          |
| Other                             | 11                       | --                   | 1      | --        | 5     | --                        | 2                      | 1                        | 1       | 1          |
| TOTAL                             | 3,047                    | 12                   | 2      | 106       | 1,411 | 40                        | 444                    | 154                      | 542     | 336        |

35. ESARS Reports, DES, Providence Placements 7/1/74 to 1/31/75 inclusive.



Table 11 Summary of Individuals Placed in Regular Jobs by Occupational Categories: Providence Residents July 1, 1973 - Jan. 31, 1974 and July 1, 1974 - Jan. 31, 1975<sup>36</sup>.

| Occupational Category             | Dot Code Category | Total Individuals Placed 7/1/73-1/31/74 | Total Individuals Placed 7/1/74-1/31/75 | % Change 1974-75 from 1973-74 |
|-----------------------------------|-------------------|---|---|-------------------------------|
| Professional, Tech., Mgr., Admin. | 0 & 1             | 329                                     | 283                                     | -14%                          |
| Clerical                          | 2                 | 1,051                                   | 552                                     | -48%                          |
| Sales                             | 2                 | 203                                     | 143                                     | -30%                          |
| Domestic Service                  | 3                 | 17                                      | 23                                      | +35%                          |
| Other Service                     | 3                 | 441                                     | 536                                     | +28%                          |
| Farm                              | 4                 | 26                                      | 15                                      | -43%                          |
| Processing                        | 5                 | 213                                     | 186                                     | -13%                          |
| Machine Trades                    | 6                 | 300                                     | 266                                     | -11%                          |
| Bench Work                        | 7                 | 266                                     | 360                                     | +35%                          |
| Structural Work                   | 8                 | 217                                     | 328                                     | +51%                          |
| Motor Freight Transport           | 9                 | 97                                      | 112                                     | +15%                          |
| Pkg. Material                     | 9                 | 399                                     | 232                                     | -62%                          |
| Other                             | 9                 | 11                                      | 11                                      | --                            |
| TOTAL                             | --                | 3,570                                   | 3,047                                   | -15%                          |

36. ESARS Reports, R.I. Dept. of Employment Security, Providence Placements 7/1/73 - 1/31/74, 7/1/74 - 1/31/75 inclusive.

According to the Labor Area Supplements published on a monthly basis by DES for the Providence-Warwick-Pawtucket SMSA, there were a number of re-occurring occupations which could not be filled out of the existing supply of unemployed workers.

Table 12 "Unmet Manpower Needs" as presented below identifies those occupations listed between April 1974 through December 1974 which appeared as being unfilled for at least two consecutive months on an SMSA basis.

Table 13 also lists unmet manpower needs from job listings in the Providence DES offices only; and are presented in a more detailed manner.

Table 12 Unmet Manpower Needs: SMSA<sup>37</sup>

| Occupations             | Dot Code Category | Dec. 1974 | Nov. 1974 | Oct. 1974 | Sept. 1974 | July 1974 | June 1974 | May 1974 | April 1974 |
|-------------------------|-------------------|-----------|-----------|-----------|------------|-----------|-----------|----------|------------|
| Clerical                | 2                 |           |           |           |            |           |           |          |            |
| . General Office Clerks |                   | x         | x         | x         | x          | x         | x         |          | x          |
| . Clerk-Typist          |                   | x         |           | x         | x          | x         | x         |          | x          |
| . Secretaries           |                   | x         | x         | x         | x          | x         | x         |          | x          |
| . Bookkeepers           |                   |           |           |           | x          | x         | x         |          | x          |
| Structural              | 8                 |           |           |           |            |           |           |          |            |
| . Electricians          |                   |           |           |           |            | x         | x         |          | x          |
| Machine Trades          | 6                 |           |           |           |            |           |           |          |            |
| . Machinists            |                   | x         | x         | x         | x          | x         | x         | x        |            |
| . Prod. Mach. Oper.     |                   | x         | x         | x         | x          | x         | x         | x        |            |
| . Set up                |                   |           | x         | x         | x          | x         | x         |          |            |
| . Tool maker            |                   |           |           |           | x          | x         | x         | x        |            |
| Apparel                 | 7                 |           |           |           |            |           |           |          |            |
| . Sewing Mach. Oper.    |                   | x         | x         | x         | x          | x         | x         | x        |            |
| Jewelry                 | 7                 |           |           |           |            |           |           |          |            |
| . Assemblers            |                   | x         | x         | x         | x          | x         | x         | x        |            |
| . Solderers             |                   |           | x         |           | x          | x         | x         | x        |            |

37. Labor Area Supplement; Providence-Warwick-Pawtucket; DES  
 4/74 - 12/74 inclusive

Table 13 Unmet Manpower Needs: Providence DES Offices Only<sup>38</sup>

| Occupations                        | Dot Category | May 1974          |                 | August 1974       |                 | Minimum/Maximum Pay Range |
|------------------------------------|--------------|-------------------|-----------------|-------------------|-----------------|---------------------------|
|                                    |              | # of Job Openings | # Open 30+ Days | # of Job Openings | # Open 30+ Days |                           |
| Secretary                          | 2            | 39                | 18              | 47                | 12              | \$100/120 per wk.         |
| Clerk Typist                       | 2            | 37                | 20              | 50                | 19              | \$95/103 per wk.          |
| Bookkeeper                         | 2            | 24                | 10              | 29                | 12              | \$100/125 per wk.         |
| General Office Clk.                | 2            | 47                | 20              | 45                | 15              | \$2.25 per hr.            |
|                                    | 3*           |                   |                 |                   |                 |                           |
|                                    | 4**          |                   |                 |                   |                 |                           |
| Stringers                          | 5            | 72                | 29              | 47                | 9               | \$2.05/2.25 per hr.       |
| Injection Molding Machine Operator | 5            | 79                | 71              | 71                | 58              | \$2.10/2.50 per hr.       |
| T & Die Maker                      | 6            | 31                | 28              | 32                | 25              | \$4.60/5.50 per hr.       |
| Screw Machine Set-Up               | 6            | 40                | 38              | 40                | 38              | \$4.00/4.60 per hr.       |
| Milling Machine Operator           | 6            | 35                | 34              | 34                | 29              | \$2.84/4.46 per hr.       |
|                                    | 7*           |                   |                 |                   |                 |                           |
| Electrician                        | 8            | 23                | 19              | 21                | 19              | \$3.19/5.00 per hr.       |
| Sheet Metal Worker                 | 8            | 10                | 10              | 10                | 10              | \$4.60/5.20 per hr.       |
| Welder Apprentice                  | 8            | 2                 | 2               | 22                | 19              | \$2.60/4.64 per hr.       |
| Painter                            | 8            | 20                | 9               | 17                | 8               | \$2.50/4.00 per hr.       |
| Carpenter                          | 8            | 7                 | 4               | 23                | 8               | \$3.50/5.00 per hr.       |
|                                    | 9*           |                   |                 |                   |                 |                           |

\* Many occupations are open for 30 days or more, however, most salary ranges are at the minimum wage scale.

\*\* No openings listed.

38. Department of Employment Security, Research Division, April, 1975.

Even though DES has placed in an equivalent period 18.1% of its Providence places in clerical occupations; and although the Providence CETA Title 1 Program has placed 15.3% of its places in clerical occupations, statistics indicate there exists a continual demand for general office clerks, clerk-typists, secretaries, and to some extent bookkeepers.

DES has placed 19.5% of its Providence clients in the machine trades and structural occupational categories and Providence CETA Title I has placed 36.7% of its clients in machine trade and structural occupations. Yet there continues a demand for machinists, production machine operations, set-up and toolmakers and in welding and construction occupations.

Benchmark occupations received 11.8% of DES Providence Placements, however, openings continued to exist in the jewelry and apparel occupations.

The fact that unemployment continues to rise in the City and the fact that there are available blue and white collar jobs, perhaps indicates:

1. A growing number of the unemployed lack the skills, education, and experience as required by the current labor market needs.
2. Many hard to fill occupations offer low-pay and offer little employee incentive.
3. Many hard to fill occupations may also be equated with awkward shifts.

For the most part, occupations falling in the one-digit DOT categories 0 and 1, require either extensive post-secondary

education, or the possession of unusual skills or aptitudes. The amount of unfilled occupations in this category, however, is low.

Openings in the clerical and sales occupations, DOT Category 2, are constantly available, but relatively few remain open for longer than 30 days.

Most openings in the service occupation, DOT Category 3, do not require applicants to possess special skills or formal training. However, numerous openings are continually available for low pay occupations such as porter, maid, counter people, dishwasher, bus boys and girls, charperson, etc.

Very few openings exist in DOT Category 4; farming, fishing, and forestry due to the low labor demand.

Although a large number of openings usually exist in the various processing occupations, DOT Category 5, there is evidence that of those hard to fill, most are of the low pay - low skill variety.

DOT Category 6, machine trades occupations, have numerous hard to fill openings, with the heaviest concentration occurring in jobs related to the textiles, metals, and machinery.

A number of bench working occupations, DOT Category 7, went unfilled over 30 days, with jewelry and apparel having the most hard to fill occupations; all of which offer minimum wage scale salaries.

With DOT Category 8, hard to fill occupations exist within the electrician occupations, as well as construction occupations.

Few hard to fill openings are found in the miscellaneous occupations covered by DOT Category 9. However, material handlers, hand and machine packers, and packagers were in short supply; but offered minimum wage scales.

One of the key reasons for shortages in a large number of occupations is low pay exemplified by most bench working occupations, DOT 7; and machine trade occupations, DOT 6; with the exception of tool and die-makers, maintenance machinist, and set-ups.

In spite of high unemployment rates; unmet labor market needs; and placement activities of both DES and Providence CETA Title I, the characteristics of the insured unemployed in the State of Rhode Island reveals that during the period of April 1974 through December 1974, aggregated statistics point out that 18.2% of the insured unemployed last worked in clerical and/or sales occupations; 12.9% in machine trade occupations: and 13.1% in bench work occupations.

Table 14 below, illustrates the characteristics by occupational categories of the insured unemployed in Rhode Island between the period commencing October 1973 through January 1975. For planning purposes it is assumed that the characteristics of unemployed Providence residents would be fairly similar. The table is also presented in relationship to Providence unemployment rates.

Between the period of October 1973, when the City's unemployment rate was 6.2% and January 1973, when the City's unemployment rate was 15.1%, the percentages of unemployed assigned

to occupational categories increased correspondingly in all occupational categories except; professional, technical, managerial, clerical, sales, and service.



Table 14 Characteristics of the Insured Unemployed in Rhode Island

Occupational Skills by % of the Unemployed.<sup>39</sup>

| Occupational Categories   | Dot Code Category | Jan. 20-24 1975 | Dec. 16-20 1974 | Nov. 18-22 1974 | Oct. 14-18 1974 | Sept. 16-20 1974 | Aug. 19-23 1974 | June 17-21 1974 | May 20-24 1974 | April 15-19 1974 | Mar. 18-22 1974 | Feb. 18-22 1974 | Jan. 14-18 1974 | Oct. 15-19 1973 |
|---------------------------|-------------------|-----------------|-----------------|-----------------|-----------------|------------------|-----------------|-----------------|----------------|------------------|-----------------|-----------------|-----------------|-----------------|
| Professional, Tech., Mgr. | 0 & 1             | 5.8             | 8.3             | 8.9             | 9.2             | 7.8              | 8.4             | 10.1            | 7.8            | 7.3              | 7.5             | 7.3             | 7.5             | 14.6            |
| Clerical & Sales          | 2                 | 11.5            | 13.0            | 15.7            | 17.4            | 22.0             | 18.2            | 21.4            | 21.0           | 16.5             | 14.9            | 16.5            | 11.9            | 23.9            |
| Service                   | 3                 | 3.4             | 5.8             | 6.1             | 7.4             | 8.0              | 14.0            | 9.0             | 7.1            | 6.1              | 6.1             | 6.4             | 5.6             | 8.9             |
| Fishery, Forestry         | 4                 | 1.4             | 1.7             | 0.7             | 0.3             | 0.8              | 0.4             | 0.1             | 0.7            | 1.4              | 3.0             | 1.8             | 2.0             | 0.8             |
| Processing                | 5                 | 5.1             | 2.0             | 5.0             | 4.3             | 4.1              | 2.5             | 3.0             | 3.5            | 3.0              | 3.0             | 2.2             | 3.7             | 4.1             |
| Machine Trades            | 6                 | 11.4            | 11.2            | 15.0            | 15.8            | 14.1             | 13.7            | 13.4            | 11.7           | 8.3              | 7.8             | 9.0             | 10.1            | 8.1             |
| Bench Work                | 7                 | 17.9            | 17.9            | 15.6            | 14.7            | 12.9             | 10.2            | 9.9             | 11.9           | 11.5             | 8.6             | 10.3            | 14.5            | 11.9            |
| Structural Work           | 8                 | 16.0            | 16.5            | 14.0            | 11.5            | 11.6             | 8.6             | 13.4            | 16.3           | 22.0             | 27.5            | 24.1            | 16.8            | 10.0            |
| Misc.                     | 9                 | 17.4            | 11.9            | 11.5            | 11.0            | 9.6              | 12.7            | 13.2            | 12.1           | 12.6             | 11.0            | 12.7            | 11.4            | 8.8             |
| INA                       | --                | 10.0            | 10.8            | 7.5             | 8.3             | 9.1              | 11.3            | 6.4             | 8.0            | 11.2             | 10.6            | 9.8             | 16.5            | 8.8             |
| Providence Unemp. Rate    | --                | 15.1            | 10.1            | 8.3             | 7.4             | 7.3              | 8.2             | 7.9             | 7.0            | 7.3              | 7.8             | 8.2             | 8.4             | 6.2             |

Relative to the number of unemployed by occupations in October 1973 and January 1975, and their respective percentage of increase or decrease; processing increased by 342%; machine trades by 401%; bench work by 436%; structural work by 470%; and miscellaneous by 600%. Contrary to these occupations the following occupations experienced a lesser increase in their unemployed membership. The percent increase experienced by professional, technical and managerial was only 41%; in clerical and sales, 72%; and in service, 35%. Yet, 57.6% of all employed workers have jobs within the three above mentioned occupational categories.

The trend of unemployment seems to parallel to some extent, the white collar-blue collar stratafication of the occupational structure. Based upon 1970 Census data, 44.2% of the employed City of Providence Labor Force were employed in white collar jobs; 41.2% in blue collar jobs, and 13.3% in service type jobs.

Blue collar workers were made up of craftsman, operatives and laborer occupations; and as such seem to be most affected by the escalating unemployment rates.

Another index of occupational demand is the amount of help wanted ads as listed in the Providence newspapers. According to the Providence Sunday Journal, dated March 9, 1975 the index of help wanted ads listed in January 1975 was 49.5% below the level of January 1974.

Within this section an attempt has been made towards the

identification of available employment opportunities with their associated characteristics and the degree of supply and demand.

Given the current instability of the labor market economic projections are at best unpredictable. However, statistics indicate that limited job potential exists in clerical occupations within the government, service, finance-insurance-real estate; trade and manufacturing industries. Potential also exists within the professional, technical, and managerial occupations within the government, service and manufacturing industries. The government, service and trade industries reflect a potential for service occupations and structural occupations appear feasible in the construction and manufacturing industries.

With the exception of certain machine trade occupations there appears to be placement potential in lower skill and lower pay level occupations of processing, machine trades, bench work, packaging materials in the manufacturing industries.

There appears to be an employment demand in lower level occupations, and there appears to be available unemployed persons both within and outside of the labor force to fill these jobs. However, historically, the attractiveness of such jobs offer little incentive to those out of work. There also appears to be a number of good jobs available but persons unemployed or out of the labor force do not possess the skills to compete for the jobs.

The last two sections of this report has presented a profile of the population in Providence, in relationship to the labor force, labor market, and skill analysis. As an outgrowth of this analysis the following section will concern itself with a definition of the City's manpower needs.

Part C

1A2d Manpower Needs Summary

The definition of need for manpower services has been approached by first identifying as the initial ingredient the population of the City of Providence, and analyzing such population by the variables of race, sex, age, education, poverty, employment and unemployment as documented in Part C, 1A2a, "General Economic Conditions" of this Application. The second step in supporting a definition of manpower service needs as documented in Part C, 1A2b & c, "Labor Market and Skill Analysis", of this Application was that of identifying the available employment opportunities and their characteristics in relation to supply, demand, and the current condition of the labor market.

Utilizing statistics as presented within the population analysis and after considerable discussion within the Providence Manpower Planning Council, it has been determined that the two general groups most in need of manpower services in Fiscal Year 1976 are:

- . Economically disadvantaged of whom approximately 40% receive some form of public assistance and are not in the labor force;
- . The unemployed member of the labor force.

In order to eliminate confusion relative to the definition of "economically disadvantaged", said definition shall be as stipulated in the revised Comprehensive Employment and Training Act

Regulations for Title I and II, and shall be in conformance with the income criteria as established by the U.S. Department of Labor Region I Letter Series No. 174-74, or as may be amended in the future by the U.S. Department of Labor.

Within the broad category of economically disadvantaged, statistics indicate that the following sub-groups are most in need of manpower services:

- . In-School students who exhibit potential dropout characteristics;
- . Minority racial/ethnic groups with emphasis on blacks who are not part of the labor force;
- . Other members of the population regardless of racial/ethnic derivation who are not part of the labor force.

For the purposes of the Application and the Fiscal Year 1976 CETA Program, the unemployed shall be defined as a person(s) who is in the labor force but out of work. Statistics indicate that within the unemployed group there are various identifiable groups most in need of manpower services; such groups are identified as follows:

- . Vietnam Era Veterans regardless of racial/ethnic characteristics. The Vietnam Era Veterans make up approximately 30% of the unemployed labor force.
- . Other unemployed whites, who excluding Vietnam Era Veterans, comprise approximately 60% of the unemployed labor force.

- . Other members of the population regardless of racial/ethnic heritage who are part of the labor force but unemployed.

Sex and age are shown in the statistical analysis as being relevant towards the impact of the unemployed and, therefore, should be considered in defining unemployed subgroups.

- . Vietnam Era Veterans, unemployed, are predominately male, under the age of 45 years, and unemployed 15 weeks or longer.
- . Other unemployed whites, excluding Vietnam Era Veterans, are comprised of 46.4% female, of which 55.1% are over 45 years of age and unemployed 15 weeks or longer; and 53.6% are male, of which 53.3% are under 45 years of age and unemployed over 15 weeks.
- . Other members of the population who are unemployed regardless of racial/ethnic background are predominately black, with an approximate sexual classification of 50% male and 50% female. Based upon median ages, the majority are under 45 years of age. Based upon the historic labor market structure which characteristically has hired minorities last and laid them off first, it is assumed a majority have been unemployed 15 weeks or longer.

Statistics supportive to the Labor Market and Skill Analysis indicate that there are in the City various occupational openings

available and that there are some occupational categories which are growth oriented and which offer some potential for job development, training, and unsubsidized placement at wage levels enabling the employee to move out of his or her economically disadvantaged classification.

The important factor to remember in considering labor market needs, is that while the needs have not changed considerably in type from a year ago when the unemployment was in the 6-7% range, the magnitude or size of the need has been greatly reduced by the economic recession which has caused the unemployment rate to more than double. This factor of size must always temper the discussion of job availability.

There are a sizable number of potential manpower trainees who, with some short-term training or service, could fill the lower paying manufacturing industry occupations. Above average wages are being paid for tool and die makers, set-up people and machinists. There are available openings within these occupations and given advance job development and the necessary skill and/or job training, there is a sizable available segment of people who could be trained or retrained towards these occupations.

The service and government industries in Providence provide opportunities which the existing population in need could compete for provided skill and/or job training is provided. Such occupations occur within the clerical grouping which include secretaries, clerk typists, bookkeepers, office machine operators, key punch operators and certain computer related oc-



cupations. The service industry also has available certain professional and technical occupations and certain service occupations related to medical professions and public safety, protection and health.

Finance, insurance, and real estate with emphasis on banking and insurance has retained a potential in the clerical occupations, due to the large concentrations of banking and insurance institutions within the City.

There are a number of lower pay occupations available in the wholesale-retail trade industry within the sales and floor person occupations. However, there is some potential for clerical occupations within this industry.

The construction industry in Providence exhibits an opportunity for structural work occupations, and with the strengthening of the Rhode Island Plan during the past year, trained minorities are in a better position to compete.

In summary then, within Providence, given the composition of those in need of manpower services, there are a limited supply of occupations available which offer the direction of economic self-sufficiency, provided the proper mix and progression of training and services are provided through a manpower delivery system in order to bridge the gap between people and jobs. In addition to occupational opportunities in the major occupations and industries which normally appear in statistics, there is an alternative in Providence to supplement these jobs with opportunities which don't necessarily show up on broad labor market analysis.

The next section of this Application will present the Fiscal Year Priorities in light of the materials, statistics, and assumptions presented in Part C 1A2a, 1A2b & c; and 1A2d above.

Part C

IA2e Priorities

The intent of the CETA Title I design as understood in Providence is to provide certain manpower and manpower related services for the purpose of promoting the matriculation into the labor force of persons or segments of the population whom previously have been unable or unprepared to compete in today's labor market.

Notwithstanding the reduced opportunities offered by today's labor market, the City argues, based upon its placement record during the first seven months of the FY75 Program, that the original intent and purpose of the CETA Title I design can be continually reinforced and fulfilled.

The City also argues that the economically disadvantaged person in addition to their economic strata usually lacks competitive labor market skills and has never or at least not recently been a labor force participant. As a result the economically disadvantaged normally views Title I type program activities as the main alternative available towards eventual labor force and market participation.

Historically, CETA Title II and VI type Public Service Employment programs have resulted in benefiting to a greater degree a person who is already a labor force participant or who recently was a participant and while possessing some labor market skills happens to be unemployed.

Based upon the above arguments and assumptions, in a sense CETA Title I can be viewed as a long-term investment and Title II

as a short-term investment. Investment in this sense can be defined as training and services. A short-term investment in this context implies that a Title II participant receives a temporary economic stimulation from the CETA program but who in better times would make it on their own without CETA help as they for the most part possess the necessary habits and skills to compete in a normal or expanding labor market.

The Title I potential participant, however, even in a stable or expanding market would still require CETA type services and training in order to matriculate based upon the general lack of competitive labor market skills.

In terms of priorities the City during Fiscal Year 1976 shall continue its CETA Title I emphasis towards the economically disadvantaged and its Title II emphasis towards the unemployed labor force participant.

Emphasis does not mean one hundred percent. Consequently the unemployed in need of Title I services and training will be encouraged to participate. Likewise, economically disadvantaged persons who possess labor market skills conterminous with Title II type activities will be actively recruited.

Within the participant groups defined as being most in need of manpower and supportive services, priorities will be emphasized in accordance with the following outline.

#### Title I

Economically disadvantaged in school students, 14 years of age and older enrolled in the middle and senior high schools who exhibit potential drop out characteristics will be recruited

according to the following profile which reflect the actual drop out profile except where footnoted.

|                                  |                   |
|----------------------------------|-------------------|
| . Male                           | 53%               |
| . Female                         | 47%               |
| . White                          | 57%               |
| . Black                          | 32% <sup>40</sup> |
| . Other                          | 11% <sup>40</sup> |
| . Fourteen and Fifteen Years Old | 58% <sup>41</sup> |
| . Economically Disadvantaged     | 100%              |
| . AFDC                           | 30%               |
| . Other Public Assistance        | 30%               |

Title I activities and services will be emphasized for the purpose of providing the necessary program mix for the non-school enrolled populous according to the following profile based upon a number of factors as footnoted:

|           |                   |
|-----------|-------------------|
| . Males   | 45% <sup>42</sup> |
| . Females | 55% <sup>42</sup> |
| . White   | 35% <sup>43</sup> |

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40. The actual non-white drop out rate in school year 1973-74 was 25% of the total. Due to the consideration of other important characteristics, the non-white service ratio has been increased to 175% of the actual rate. Other includes spanish and portuguese ethnic groups.
41. In an attempt to affect the 16-year old drop out rate of 58% of the total, as a preventive measure it is planned to recruit 14 and 15 year olders at the same rate.
42. Based upon historical participation in Title I type programs and within  $\pm 2\%$  of their actual population representation.
43. Racial/ethnic ratio based upon factors including membership in and out of labor force; economic condition; historic participation in Title I type programs.

|                                     |                   |
|-------------------------------------|-------------------|
| . Black                             | 55% <sup>43</sup> |
| . Other                             | 10% <sup>43</sup> |
| . Under 45 years of age             | 95% <sup>44</sup> |
| . Over 45 years of age              | 5% <sup>44</sup>  |
| . Economically Disadvantaged        | 90% <sup>45</sup> |
| . AFDC (% of the ED)                | 25% <sup>46</sup> |
| . Other Public Assistance (% of ED) | 15% <sup>46</sup> |
| . Veterans                          | 10% <sup>47</sup> |

Title II

The major CETA vehicle for responding to the needs of the priority group identified as the unemployed will be the Title II type public service employment program. The service to be extended will be done so in relationship to the characteristics of the unemployed except where it has been determined exceptions are to be made; such exceptions are explained through footnotes.

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44. All variables measuring age (e.g. population, labor force, unemployed, etc.) are plus or minus 50% at the 45 years of age level. Providence has decided to concentrate services towards the under 45 group as their employability factors and economic need appear greatest.
  45. A Providence decision is that the economically disadvantaged represent the group with the greatest Title I need. Historically approximately 90% of participants have been economically disadvantaged.
  46. Based upon 1970 Census; 37% of the City's economically disadvantaged received some type of public assistance. Historically of the economically disadvantaged in Title I type programs, 43% were public assistance including 25% recipients of AFDC.
  47. Based upon historical participation in Title I type programs.

|                                 |        |
|---------------------------------|--------|
| . Male                          | 54% 48 |
| . Female                        | 46% 48 |
| . White                         | 82% 49 |
| . Black                         | 16% 49 |
| . Other                         | 2% 49  |
| . Under 45 years of age         | 95% 50 |
| . Over 45 years of age          | 5% 50  |
| . Economically Disadvantaged    | 10% 51 |
| . Unemployed 15 weeks or longer | 67% 52 |
| . Youth (18-25 years)           | 19% 53 |
| . Former Manpower Trainees      | 12% 54 |
| . Vietnam Era Veterans          | 30% 48 |

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48. Based upon a 12-month average of City residents unemployed in the calendar year 1974.
49. The characteristics of the unemployed, based on a 12-month 1974 average, reflect 91% white, 8% black, and 1% other. The City feels that non-white unemployed may face other barriers to becoming re-employed which carry a heavier weight than their class representation in the unemployed. The City has in response, arbitrarily doubled the rate percentage for non-whites scheduled to receive services.
50. Recognizing that the unemployed are approximately split 50/50 between those under and those over 45 years of age, the City's philosophy of concentrating its manpower services towards the under 45 group is being retained in Title II.
51. The figures for Title I & II have been reversed in order to maintain the 90/10 and 10/90 concept. However, historically Title II participants have been made up of approximately 50% economically disadvantaged. The point is that unemployed rather than economically disadvantaged is the first eligibility item for Title II. In reality as continued emphasis is placed on the long-term unemployed more than likely 50% will be newcomers to the economically disadvantaged classification.
52. Based upon historic trends of Title II participation, which exceeds the rate of unemployed characteristics.
53. Based upon the 12-month, 1974 characteristics of the unemployed.
54. Based upon historic trends of participation.

The concepts presented above are based upon the arguments that a person who is economically disadvantaged and lacks relevant job skills is more often than not a potential Title I enrollee, while the person who has job skills suited to today's labor market demand but is unemployed is more often than not a potential Title II participant. Economically disadvantaged in the latter case is normally a result of being unemployed and is normally an economic factor only; while in the former case economically disadvantaged is considered along with other sociological negative variables as being a major cause of the lack of labor market skills. Thus, the distinction, and while the City realizes that Title II type participants will half of the time be economically disadvantaged, the cause of such classification is long-term unemployment and as such the length of unemployment should be of primary importance.

The labor market and skill analysis has identified certain occupational areas where there appears to be potential for placement of CETA enrollees. In order to move the priority service groups as established within the context of the Title I & II program to occupational clusters identified as having potential, a full-range of manpower services will be offered. The strategy of such services will be described in Part C, IC2a of this Application.

In FY76 the Providence CETA Program will work towards an achievement of its segment service percentages through an application representation of such segments throughout all training and service activities including job placement.



The types of occupational training to be offered has a direct relationship to the potential occupational demand as described as the "Labor Market and Skill Analysis."

Part C

IA3 Goals

The FY76 goals as established by the Providence CETA Program have been categorized into three areas: management, administratives, and services. The goals form the outside parameters for specific program design and service levels.

Management Goals

To insure all elements, as provided under the Providence CETA Program, are conducted in full accordance with the requirements of the comprehensive Employment and Training Act of 1973, associated regulations promulgated under the Act, assurances and certifications, and other administrative and policy regulations as established by the Department of Labor and all applicable State and City laws, regulations, and policies.

To develop and maintain a Providence Manpower Planning Council and provide supportive management and administrative capabilities to enable the Council to advise the City in the setting of basic goals, policies, and procedures from activities promulgated by the Act, make recommendations regarding program plans; analyze needs for employment training, and related services; and monitor and assess program activities.

To design and maintain program activities which are to the maximum extent feasible, consistent with every participant's fullest capabilities; lead to employment opportunities enabling every participant to become economically self-sufficient; and contribute to the occupational development and/or upward mobility of all participants.

Administrative Goals

To maintain a financial management system which will provide accurate, current, and complete disclosure of the financial results of each grant activity by Title of the Act; provide the ability to evaluate the effectiveness of program activities and meet all reporting requirements and accountability standards; as required by the ACT, DOL, and the City.

. To establish and maintain adequate program management for the purposes of examining, in a systematic fashion, the performance of the Program in meeting the goals and objectives of the Plan and measuring the effectiveness and impact of the Program in resolving manpower problems identified in the Plan and in accomplishing all reporting requirements as promulgated by the Act.

. To develop, maintain, and monitor policies and procedures relative to the promulgation of equal employment opportunity and affirmative action standards throughout all administrative and programmatic levels of the FY76 Providence CETA Program.

. To require that no person on the grounds of race, creed, color, handicap, national origin, sex, or political affiliation or belief be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity funded in whole or in part with funds available under the Act.

. To maintain personnel policies and practices in accord with Federal, State, and City laws and regulations, and in accordance with the City of Providence Ordinance No. 345, Chapter 1973-29, establishing a Compensation Plan for the City of Providence, approved 6/25/73, as amended January 1, 1974.

. To advise every participant of his or her rights and responsibilities prior to entering the program.

. To make a maximum effort to achieve the provisions of the Providence FY76 CETA Plan.

. To maintain responsibility for the development, approval, and operation of all contracts and sub-grants and require that all contractors and sub-grantees adhere to the requirements of the Act, regulations promulgated under the Act, and all other Department of Labor, State, and City applicable laws, regulations and policies.

. To require contractors and sub-grantees to maintain effective control and accountability over all funds, property, and other assets as covered by the contract, sub-contract, or agreement.

. To the extent feasible establish cooperative relationship and linkages with other manpower related agencies affecting Providence residents in need of manpower services.

Service and Activity Goals

The service and activity goals are specifically presented separately for the in-school and non-school adult participants on the basis that the results expected are distinctly separate for each group. Further clarification is also necessary between Title I and Title II grant activities on the basis that the manpower services offered participants vary considerably between the two titles.

Title II service and activity goals for FY76 will be presented as an addendum to this section at the time the Title II application and plan is developed and submitted for funding.

Title I

In-School Service and Activity Goal

. To develop a CETA In-School Program as a supplementary component to the educational curricula for economically disadvantaged in school students over 14 years of age who exhibit a high drop out potential. Through the utilization of a CETA program mix as a motivational tool towards staying in school the program mix will attempt to promote positive work habits and basic occupational skills designed to smooth the transition from high school graduation to labor force and market participation.

Title I

Non-School Adult Participants Services and Activities Goals

. To provide a mixture of manpower training and service activities in order to promulgate the transition of incoming participants to unsubsidized employment or to subsidized employment as an interim activity until vacancies in the unsubsidized market become available.

. To provide within the structure of classroom training, work experience, public service work experience, and on-the-job training; education, training, and supportive service relevant to the occupational potential of the target labor market.

Part C

B. Results and Benefits Expected

IB1 Relationship to Needs and Objectives

The FY76 Providence CETA Policy Statement, Part C IA1, defines the CETA Program purpose as providing a full-range of manpower activities for the economically disadvantaged and unemployed. The Population Analysis as presented in Part C IA2a provides documentation supporting the conclusion to provide service for economically disadvantaged and unemployed persons. Throughout the Labor Market and Skill Analysis, Part C IA2b & c, the occupations where potential for placement is greatest are discussed.

The Manpower Needs Summary, Part C IA2d, as a natural progression, contains those conclusions arrived at from discussions presented in the previous sections, Part C IA1 and IA2, a, b, and c. In light of such analysis and definition of need, priorities are established as cited in Part C IA2e and general programmatic goals are identified.

The projected output of the FY76 Program design recognizes the current economic condition of the labor market. The fact that unemployment in the City of Providence has risen from a July 1974 level of 8.4% to a February 1975 level of 17.4%, an increase of 9,135 unemployed persons is mitigated by the facts that during the same period the actual job loss has been less.<sup>55</sup>

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55. While the loss of jobs is certainly the major factor in increasing unemployment, two other critical factors contributed to the sudden rise in unemployment; (1) long-term unemployed re-enter the U.I. statistical base through the extended benefit U.I. package as well as previously ineligible long-term unemployed; (2) Recently enacted R.I. law permits retired workers entrance into the U.I. system.

DES placements for the same period were down only 15% from the same period the previous year; and Providence CETA Title I has during the same period experienced success in placing enrollees in occupational categories.

As a major assumption critical in the development of the FY76 CETA program design, it is assumed, based upon past experiences and statistics, that the economically disadvantaged in the context of an identifiable group, need a multitude of manpower services in order to increase their probability for labor market participation and ultimate economic self-sufficiency.

In order to minimize the occurrence of the common syndrome of "training for training sake", the FY76 CETA program design reflects the attitude that if an unsubsidized job opportunity is not immediately available upon completion of classroom training activities, the enrollee would matriculate into alternative activities as a progression to ultimate unsubsidized job placement. For example, three enrollees complete classroom training in a clerical occupation. While in training each enrollee received \$2.10 per hour. One enrollee is placed immediately into unsubsidized employment as a clerk-typist at \$2.37 per hour. The other two enrollees are placed into a work experience situation as a clerk-typist at \$2.25 per hour for a maximum of three months and continue to receive manpower services. One of the two enrollees is placed in unsubsidized employment as a clerk-typist at \$2.37 per hour while at the end of the third month, the remaining enrollee is placed into a public service employment work experience situation as a clerk-typist at \$2.35

per hour for an additional three month period while job development is taking place in the unsubsidized labor market.

This concept should help to alleviate the influence of uncertain labor market conditions while allowing an enrollee to develop his or her skills through a progression of activities, each carrying a higher economic reward as well as increased responsibilities which still remaining a CETA participant, until a job can be developed and the person placed.

In support of the concept, other enrollees entering the program with higher abilities will to a controlled degree be able to go directly to OJT, work experience, or public service work experience from intake, or go from classroom training to on-the-job training.

The CETA Program Planning Summary relative to planned programmatic data and the Budget Information Summary data reflects the client loading and associated costs for the in school as well as the non-school adult participant. The City feels at this time, that its predictions are feasible based upon its labor market analysis.

#### IB2 Other Activities

Other activities as defined by the Act, include the removal of artificial barriers to employment, job restructuring, revision and establishment of merit systems and development and implementation of affirmative action plans.

Contained in Section F2f of the CETA Title I Budget Information Summary is the projected financial expenditure for the cost of a

full-time CETA staff employee who will be responsible to implement the necessary actions towards fulfilling the intention of the Act. related to the above mentioned activities.

IB3 Employment Opportunities

The question of economic self-sufficiency depends upon many variables, the CETA Program can not address. It is the Program's contention, however, that participants can be adequately prepared and consequently placed in occupations which lead to economic self-sufficiency. Inherent in this philosophy is the fact that occupations that historically pay low wages, offer negative growth through either salary structure or career advancement do not present a challenge to the individual and will not be addressed through CETA programming.

Based upon statistics assembled during the first seven months of the Providence CETA Title I FY75 Program, the following table summarizes the occupational placement and average hourly starting wage of 365 placements.



Table 15 FY75 CETA Title I Placements by Occupations,  
July 1, 1974 - January 31, 1975<sup>56</sup>

| Occupational Category               | No. of Placements | Average Hourly Starting Wage |
|-------------------------------------|-------------------|------------------------------|
| Professional, Technical, Managerial | 51                | \$3.03                       |
| Clerical/Kindred                    | 56                | \$2.60                       |
| Sales                               | 28                | \$2.90                       |
| Craftsman                           | 134               | \$4.84                       |
| Operatives                          | 50                | \$2.96                       |
| Non-farm Laborers                   | 15                | \$6.54                       |
| Service, (excluding hshld.)         | 31                | \$2.72                       |

56. Providence CETA Staff, April, 1975

As illustrated in Table 15, the types of placements with corresponding wages appear to offer an opportunity for economic self-sufficiency.

The FY76 CETA Program will continue to build upon the strengths of past successes and will continue to train for and develop employment opportunities in occupations which appear based upon the labor market and skill analysis to have a potential for job impact.

IB4 Employment in the Occupations of Training & Career Development

As discussed in Paragraph IB1 above, the progression of training activities will be designed to further classroom training experiences in occupational areas in which training commenced. During FY76 efforts will be increased towards the placement of individuals in occupations related to their training. The CETA management information system has been developed to a point wherein this action is being monitored during the fourth quarter of FY75 and such efforts will be continued in FY76.

Based upon an examination of 36 placements from July 1, 1974 through January 31, 1975 from three specific classroom training classes, 23 placements or 64% were placed in occupations directly related to their previous training and 13 were placed in non-training related employment situations.

One of the factors contributing to the FY75 non-related training placement rate will hopefully be minimized in FY76 by eliminating a jam up of trained persons in job placement services through the provision of alternative experiences, as discussed in IB1 above, while awaiting placement. In FY75

during the interim period between the completion of classroom training and job placement, some enrollees because of economic reasons or other pressures took the first job available rather than await a training related placement. While this occurrence is not entirely a negative factor, since the enrollee has been motivated to enter the labor market, it is not the optimum situation in terms of time and investment of training experiences and resources.

In FY75 a career development goal was established to develop 50% of CETA Title I placements in occupations carrying starting wages in excess of \$2.50 per hour.

Placements analyzed during the first seven months of FY75 reveal the average starting wage for the first 365 placements was \$3.10 per hour or 25% higher than the FY75 goal. Based upon a 40 hour work week projection the hourly average wage rate projects to a yearly income of \$6,488.

It is the City's contention that the average starting wage experienced to date has enhanced participant occupational development and has afforded the opportunity to become ultimately economically self-sufficient. It is further contended that since 92% of the CETA clients in FY75 upon entering a CETA Program were classified as economically disadvantaged, all if not most of the 365 placements are well on their way to moving upwards and out of this economic classification.

In FY76 the City will work towards an average starting wage for all Title I participants at a rate no less than \$3.00 per

per hour, which in and of itself would appear to enhance occupations with career advancement, growth, and benefits.

Part C

IC1a Providence Manpower Advisory Council

As stipulated and authorized under Section 104 of the Comprehensive Employment and Training Act of 1973, the City of Providence as prime sponsor has established an eleven member Manpower Advisory Council with functional responsibilities towards Titles I, II, III, and VI of the Providence CETA program. Said Council's membership and representation is as follows:

Voting Membership

Education and Training Institutions and Agencies

John Custer, Superintendent, MDTA

Business

Elwood Leonard, President, H & H Screw Products Mfg. Co.

Richard G. Schoon, Executive Vice-President,  
Providence Chamber of Commerce

Labor

Martin Byrne, President, Central Labor Council, Iron  
Workers Union

Community Based Organizations

Errol E. Hunt, Executive Director, Urban League of R.I.

Dr. Myron Nalbandian, Chief of Research, Progress for  
Providence, Inc.

Employment Service

Mary C. Hackett, Director, State Department of Employment  
Security

Client Community

Cheryl McKenna, student, Providence Public Schools

Joan Buchanan, President, Roger Williams Tenants' Assoc.  
and Providence Public Housing resident.

Manpower Deliver Agents: Sub-grantees

Michael S. Van Leesten, Executive Director, OIC

Antonio Caprio, Jr., Director, CETA In-School

Non-voting Membership

Vincent A. Cianci, Jr., Mayor, City of Providence  
Chairperson

IC1b Role of the Manpower Advisory Council

The relationship in Providence of the Prime Sponsor, CETA Administrative Staff and Planning Council is one in which the prime sponsor has assumed a direct role in the process through the Mayor's Chairmanship. The CETA staff directly or indirectly through sub-grantees provide material and supportive expertise to aid the Council's capacity. The CETA administrative staff, however, is hired by and accountable to the prime sponsor rather than the Advisory Council for the management of the CETA Program.

The Advisory Council's functions include the review of materials, discussion of such materials, and recommendations to the Mayor on such materials being of material importance to the Providence CETA Program. Their functions include the analyzation of manpower service agency performance, the formation of the Providence CETA Program including establishing priorities, approaches, format, selection of grantees, funding allocations, review of contracts, monthly progress and quarterly progress reports.

The Advisory Council's functions are applicable to sub-grantees receiving Title I, Title II, Title III, and Title VI CETA funds.

IC1c Methods of Gaining Participation of Community-Based  
Organizations in the Planning of the Program.

Notwithstanding the two community based organizations represented through membership on the Providence Manpower Advisory Council, the membership of the Council was selected because of the expertise inherent with each representative, as well as the historic relationship each organization has enjoyed with the City's unemployed, underemployed, disadvantaged, and special client groups. Other organizations have participated in the planning of the Providence Program. These included the State Department of Employment Security; the Rhode Island Department of Economic Development, the Statewide Planning Program, the Rhode Island Department of Social and Rehabilitative Services, the Rhode Island Department of Education, the Rhode Island Hometown Plan, the Providence Department of Public Schools, the Veterans Administration, and the State Veterans Employment Representative. The involvement of all of the above was through the provision of statistical information and technical assistance when necessary.

Attending the Manpower Planning Council on a regular basis, although not designated members, have been representatives of other community-based organizations which extend directly or indirectly DOL or HEW manpower or manpower related services. Such organizations include the Recruitment and Training Center and various divisions of the Providence School Department which

utilize HEW funds for manpower related functions.

As a result of the City's Title II and VI efforts a large number of community-based public and private non-profit organizations have been consulted in the planning process and some have been utilized as transitional employers.

Other methods of encouraging widespread community participation in program matters has been extended by the City through publically announcing its CETA plans in the newspaper serving the populous of Providence and in making available copies of its plans for public review and comment.



Part C

IC2a Strategy for Accomplishing Goals

The strategy for accomplishing the management, administrative and service goals as defined in PartC, IA3e will be through the provision of the manpower service mix described in IC2b below, in order to smooth the transition of the participant client groups to occupational job targets as also described.

The process of operational planning undertaken in the preparation of the Providence CETA Program included the setting of numerical output standards for each program activity, as well as the identification of specific services needed in light of the demographic characteristics and size of the target groups, the job requirements of priority occupations and the availability of community program resources.

The initial participant service system has been diagramed by each delivery agent relative to the sequences in which enrollees will receive services and the identification of procedures and mechanisms necessary to insure smooth enrollee progression through the service system.

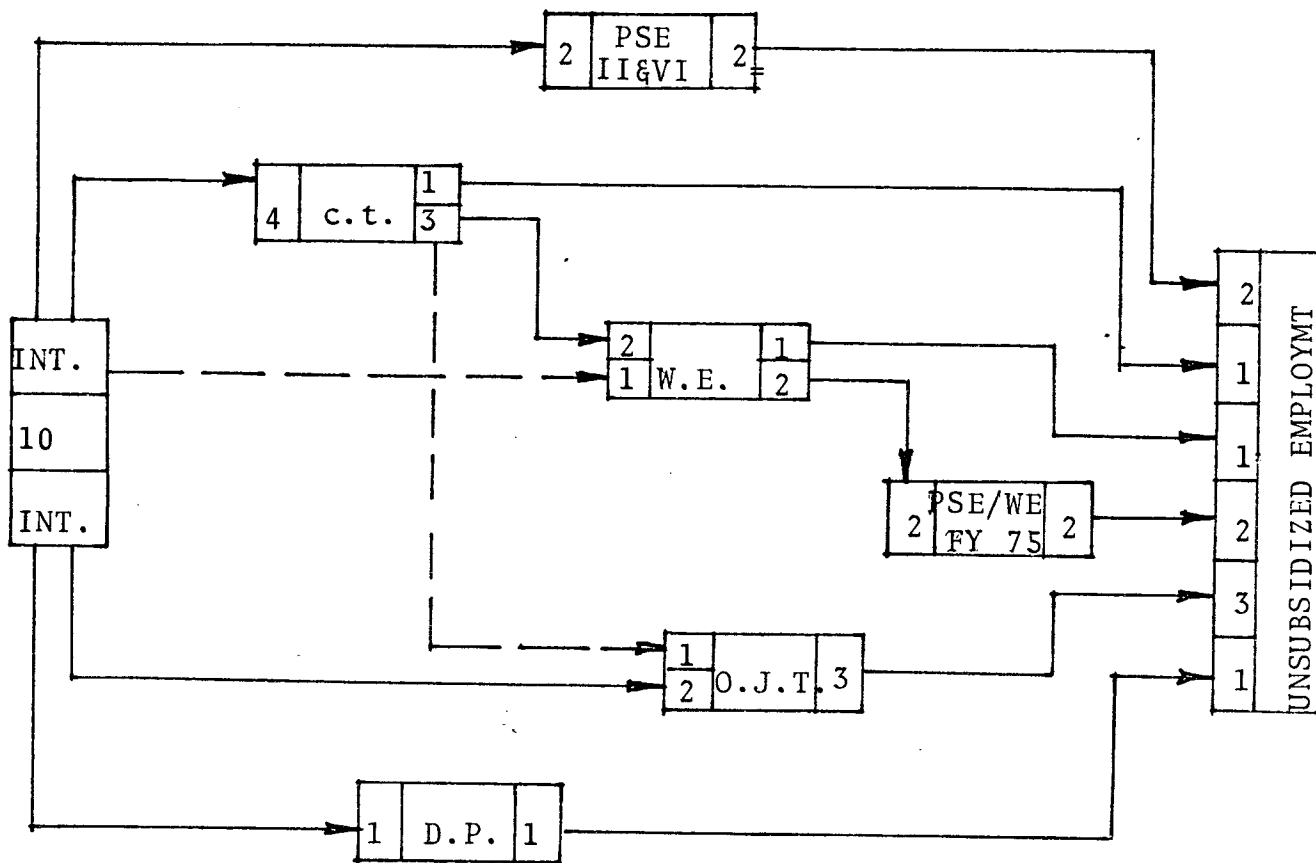
Loading diagrams were accomplished for the purpose of detailing the capacities of the client service system for each program activity.

As a result, the CETA Program Planning Summary and the Budget Information Summary were able to be defined and correlated with the service system. The strategic planning process which involved the definition of the CETA Program purpose, the comprehensive needs analysis, assessment of the FY75 CETA operations, and the establishment of goals, resulted in the establishment of a basic strategy to be utilized as a decision

making base for operational planning decisions.

The diagram below illustrates conceptually, the Providence CETA strategy relative to client flow between program activities for Fiscal Year 76. The concept excludes the CETA in school design, as its output is not unsubsidized employment.

Table 16 Conceptual Diagram: Providence FY76 CETA<sup>57</sup>



57. Providence CETA Staff, April 1975.

57. Providence CETA Staff, April 1975.

KEY

| # of Incoming Enrollees | Program Activity | # of Outgoing Enrollees |
|-------------------------|------------------|-------------------------|
|-------------------------|------------------|-------------------------|

DEFINITIONS

INT: Intake

CT: Classroom Training

WE: Work Experience

OJT: On the Job Training

PSE/WE: Title I Public Service Employment Work Experience

PSE II & VI: Public Service Employment Title II & Title VI

D.P.: Direct Placement

SOLID LINE: Normal Client Flow, Primary

BROKEN LINE: Controlled Client Flow, Secondary

For the purpose of understanding the concept in simple terms, it is assumed 10 individuals enter the program and the same 10 individuals complete the program with unsubsidized job placement. As indicated in the diagram of the four individuals completing classroom training, one individual is placed directly in the unsubsidized job market. Two individuals selected work experience as an alternative experience while awaiting placement and one individual entered on the job training. Of those in work experience two came from classroom training and one individual came directly from intake. After three months in work experience, one individual was placed in unsubsidized employment; the other two individuals were enrolled in a public service type work experience, and ultimately both gained unsubsidized employment.

Thus, conceptually each individual is involved in some type of manpower activity which involves an increase both in wages and responsibilities as the participant matriculates from activities towards unsubsidized job placement.

In support of the operational planning decisions, the following section narrates the activities and services to be offered through the CETA Program.

Part C

IC2b Description of Activities & Services

In light of the purpose of the Providence CETA Program as stated in Part C, IAI, the Program will emphasize prevention as opposed to crises intervention through attempting to influence in-school youth from becoming the unemployed and under-employed of the future; attempt to discourage and deter young adults from becoming economically disadvantaged; and attempt to reduce an increase in the scope of the current economically disadvantaged segment of the population through motivating their matriculation into the labor force.

The Providence Program will provide, as the means to an end; classroom training, on the job training, work experience, public service work experience, public service employment, manpower services and other activities only when necessary and to the degree necessary to aid the transition of members of participant target groups to occupational placement leading towards one's economic self-sufficiency.

In order to understand the content of the Providence CETA Program, a summary description, by program activity area, is presented through the following narrative.

1. Classroom Training

Both OIC and the CETA In-School Program will offer classroom training in F.Y. 76; however OIC's classroom training is oriented towards adults with specific occupational objectives in mind whereas the CETA In-School Program is oriented towards in-school youth who require remedial and/or basic skill training and is not placement oriented.

In FY 76 the OIC classroom training schedule will have to remain flexible in response to the labor market potential, that is, unless 50% or a significant number of the graduates of a particular classroom training activity module can be placed in unsubsidized employment, to start a new module would be counter productive and begin to relate to the "training for training sake syndrome."

Therefore the full implementation of the below mentioned classroom training activities will be dependent upon the success of job placement in the unsubsidized labor market and upon the availability of work experience, on the job training or public service employment slots.

OIC will offer in FY 76 the following classroom training activities:

- Pre-Vocational Feeder
- Employment Feeder
- Adult Basic Education
- High School Equivalency
- General Skills Training
- Electrical Skills
- Painting
- Carpentry
- Auto Mechanics
- Secretarial Science
- Health Science
- Special Projects

A summary description of each activity is as follows:

The OIC Pre-Vocational Feeder Program is a prerequisite for all OIC trainees before entry into their respective training area. The exceptions not enrolled in Pre-Vocational Feeder are those trainees already possessing skills and motivation; in which case they are to be enrolled in the Employment Feeder Program.

The Pre-Vocational Feeder Program attempts to help the trainee develop a positive image of him or herself, a responsible approach to punctuality, reliability, imagination and a sense of the rights and duties of a useful member of society. The Pre-Vocational Feeder Program is comprised of five units: Math, English, Personality Development, Job Dynamics and Contemporary Minority Issues/Consumer Education. Trainees are placed in the Program from one to six weeks depending upon their abilities and employability plan.

The Employment Feeder Program offers a specialized Feeder program for persons already possessing employment skills, The program is specifically designed for those persons who come to OIC adequately trained, but seek assistance in obtaining equitable employment.

Oftentimes these persons merely require a short training period in the techniques of job-hunting; pointers as to physical appearance, cultural awareness, self-esteem. This, therefore, is provided by two-week workshops covering Personality Development, Job Development, Contemporary Minority History and Consumer Education. At the conclusion of these workshops, the trainee enters Job Development and Placement Services.

The OIC Adult Basic Education Program provides a remedial education to trainees at the 6-8 grade level. The Program is designed to improve the trainee's educational level a minimum of two grades for

every six month enrollment period. When the 8th grade level is reached, the program transfers these persons in a high school equivalency or vocational training program leading to job placement.

Principal areas of study include:

- Language Skills: Upgrading of writing skills and reading comprehension.
- Math Skills: Basic concepts of whole numbers, fractions and decimals.
- English Grammar: Familiarization with primary terminology of language study likely to be encountered in courses leading to a HSE degree; correction of difficulties in language and usage in written and oral expression.

In keeping with the educational level of its trainees, ABE instructional methods emphasize individual attention. Audiovisual aids, field trips, and individual learning packages also contribute a valuable share to the ABE learning experience.

As with other classroom training components, ABE trainees are subject to pre and post test and regular 6 week intercomponent disposition conferences. These combine to give a measurement of the trainee's academic and social progress.

A trainee who successfully completes the ABE activity, and decides not to pursue further training, as he or she has originally scheduled to do, is placed in Job Development and Placement Services.

The OIC High School Equivalency Program provides preparation for the State GED exams in Science, Math, English Grammar, English Literature, and Social Studies. Concurrently, it prepares trainees for study in a vocational area which had been determined prior to his or



her entrance into the HSE Program, or, if he or she has a prior skill, and is not in need of vocational training, for job placement.

Trainees entering the component must have reading comprehension, vocabulary, and math pretest scores not lower than the 8th grade level.

A trainee may take a maximum of 12 weeks (inclusive of Feeder) to obtain his or her degree.

In preference to merely memorizing facts, classroom emphasis is placed on reading comprehension, vocabulary building, basic math and algebra, and particularly the methodology of test-taking.

Pre and Post tests are administered for each course. When a trainee is scheduled for a GED test, he or she is first given a pre-GED test by the component. This acts as a final measure of the trainee's readiness to take the exam, while giving an idea of the nature of the test. If it is felt that a trainee is prepared to take the GED exams, the HSE Lead Instructor makes an appointment at the testing center for a particular exam. The center reports the results to the Instructor.

A trainee who successfully completes the GED exams, and decides not to pursue further training, as he or she was originally scheduled to do, is then placed in Job Development and Placement Service.

The OIC General Skills Training Program is a multiple focus Program designed to train CETA adults seeking to learn a skilled trade. Upon completion of the Program, the trainee will be placed in accordance with one of the following options:

- Immediate Job Placement in the skill area  
or as a general laborer.
- Entrance into 10-12 weeks of advanced  
Classroom Training in the skill area at  
the OIC facility

- Entrance into OIC Work Experience, OJT, PSE Work Experience or Public Service Employment.
- Single Entry Placement in an outside educational institution.

The General Skills Training Program will be made up of trainees who express interest in one of four areas of skill training: Auto Mechanics, Carpentry, Electricity, or Painting. As an integral element of this 8-10 week program, the trainee will undertake to improve his or her general educational level, self-concept, and adjustment to the world of work through the study of Mathematics, English, Job Development, Personality Development, and Contemporary Minority Issues/Consumer Education. Along with this, each trainee shall study, with the respective instructor, his or her chosen skill.

The trainee shall be given a basic grounding in his or her skill. This grounding will include:

- Carpentry: Measuring tools, theory of layout procedures, use of tools, safety, theory of lines and openings, instruction in frame building and rough framing.
- Electricity: Theory of electricity, fundamentals of direct current (theory) fundamentals of alternating current, introduction to blueprint reading, safety.
- Painting: Safety, care of tools and equipment, preparation of equipment and rigging, paint groupings, matching and mixing colors, interior brush and roll painting.

- Auto Mechanics: Introduction to automotive services, terminology of the automobile, tools and equipment, safety, use and care of measuring tools and equipment, engine internal components, lubrication, automotive preventive maintenance.

If the trainee obtains the approval of the caseload supervisor, the trainee may, after completing training in one area of general skills training, enter training in another.

Once a month each trainee shall be subject to an intercomponent disposition conference. Skills Instructors, Counselors, and Job Developers will conduct an in depth evaluation of the trainees background, experience in the program, attitude, knowledge, aptitude, intelligence, career ambitions, and overall personal situations to determine which of the options would be most practicable.

For a given group of trainees, any one, or possible, all of the options could be exercised. Sufficient class size, interest, and aptitude could warrant further classroom training in one skill, while one of the other options may be for feasible for the remaining ones. Flexibility is the key. It is this build-in flexibility that makes the General Skills Program adaptable to the needs of both the trainee and the training institution.

The OIC Electrical Skills Program is a 10-12 week classroom training program providing instructions to the pre-apprenticeship level for trainee graduates of OIC's General Skills Training Program. Upon completion of the Electrical Skills Program, trainees are ready for admittance into apprenticeship programs or job placement as entry-level electricians.

The Program expands upon the skills learned in the General Skills Program. It covers residential wiring and insulation, putting in circuits, actual on-site practice, electric motor controls, and small appliance repair.

Once a month trainees are subject to an intercomponent disposition conference. When a trainee is determined to be job ready, he or she is transferred to Job Development and Placement Services.

The OIC Painting Program is a 10-12 week classroom training activity providing instruction to the pre-apprenticeship level for trainee graduates of OIC's General Skills Training Program. Upon completion of the Painting Program, trainees are ready for admittance into apprenticeship programs or job placement as entry-level painters.

The program further explores the painting practices learned in the General Skills Training Program. It covers inside and outside wood finishing, interior spray painting, and furniture finishing.

Once a month trainees are subject to an intercomponent disposition conference. When a trainee is deemed job ready, he or she is transferred to Job Development and Placement Service.

The OIC Carpentry Program is a 10-12 week classroom training activity providing instruction to the pre-apprenticeship level for trainee graduates of OIC's General Skills Training Program. Upon completion of the carpentry program, trainees are ready for admittance into apprenticeship program or job placement as entry-level carpenters.

The Program develops the carpentry theory and practice learned in the General Skills Training Program. It covers material on joint and window openings, etc., interior and exterior finish.

Once a month trainees are subject to an intercomponent disposition conference. When a trainee is determined to be job ready, he or she is transferred to Job Development and Placement Services.

The OIC Auto Mechanics Program is a 16-18 week classroom training activity providing entry-level skills training in auto repair for trainee graduates of OIC's General Skills Training Program. Upon completion of the Auto Mechanics Program, trainees are ready for beginning-level employment as general auto mechanics or in one of the specialized areas of lubrication, tune up or brake and exhaust systems.

The Program continues the information learned in the General Skills Training Program. This continued training includes: engine lubrication, crankcase ventilation systems, engine ignition field, cooling systems, exhaust and emission systems, electrical systems, braking systems, suspension alignment, wheel bearings, tires, standard and automatic transmissions, drive lines, rear axle and differentials.

Once a month each trainee is subject to a disposition conference. These conferences analyze the trainee's progress and problem areas and assist in determining which area of specialization, if any, the trainee should enter.

The OIC Secretarial Science Program offers multi-level clerical skills training designed to prepare trainees for entry-level positions in office environments. This training centers on four goal areas: Clerk-General Office Worker; Clerk-Typist; Bookkeeping Assistant; and Junior Stenographer.

Trainees wishing to enter the program must meet goal-specified standards on pretest in Math, English and Reading Comprehension. Clerk-Typist entrants must, additionally, display a minimum 15 wpm typing proficiency.

Stenography entrants must also satisfy the minimum typing requirement, plus have prior background in alphabetic or symbolic shorthand theory.

To demonstrate compliance with program completion requirements, all trainees are obligated to equal goal-specific standards in the following areas: Typing; Filing; Office Procedures; Business Math; and Business English.

Clerk-General Office candidates are allowed a maximum of 12 weeks to reach their goal. Clerk-Typist, Bookkeeping, and Stenography candidates are allowed 18 weeks. This increased time period serves two purposes:

- It allows trainees to reach the higher completion standards required of their goal areas.
- It allows trainees to take the additional courses necessitated by their career goal-specifically, Civil Service Preparation for Clerk-Typist trainees, Civil Service Preparation and Stenography for Stenography trainees, and Payroll and Bookkeeping for Bookkeeping trainees.

In order to maximize student-teacher interaction in the learning process, small classes are emphasized and instructional methods are adapted to the course being offered. English may be taught through the use of lectures and audiovisuals. Filing, where individual kits are used, demands one-to-one attention. Office Procedures, with its use of typewriters, dictaphones, telephone, copying machinery, etc. requires office-like settings and a mixture of the two above-mentioned methods. Field trips and examples of actual work situations are an important element of training. At all times it is the intention of the program

to utilize instructional methods sufficiently flexible to adapt to the trainee's needs and offer him or her the greatest amount of assistance possible.

As the measurement of a trainee's academic standing, pre and post tests are given for all course's offered. Through these tests, instructors gain indications of academic progress and insight into the trainee's strengths and weaknesses. Additionally, the test forms part of the information pool at the trainee's disposition conference.

At 6 week (1 module) intervals, each trainee is subject to inter-component disposition conferences. Instructors, counselors and job developers for the secretarial science program conduct an in depth evaluation and assessment of the trainee's academic, emotional, and social development to determine his or her readiness for job placement. When, in the opinion of the conference members, the trainee is job ready, he or she is terminated from the training phase of his comprehensive program and enters Job Development and Placement Service.

The OIC Health Sciences Program is a prevocational program preparing trainees for advanced training and/or entry-level employment in professional and paraprofessional medical careers. These careers include: Nursing Assistant; Technician; LPN and RN.

Trainees entering the program must satisfy the standards of their goal area on pretests in Math, English, Reading Comprehension, and Science.

To be certified a program completion, the trainee is required to equal goal-specific standards in the following areas: Physiology and Anatomy; Medical Terminology, Math; Introduction to Health Science; Health Science Laboratory; Chemistry; Biology.

Nursing Assistant candidates are allowed six weeks to complete. As is consistent with their higher certification requirements, Technician, RN, and LPN candidates are allowed 12 weeks.

Heavy emphasis is given to audiovisual materials, field trips, and in-house chemical and biological laboratory experiences as supplemental aids to lectures.

Pre and post tests are administered in all courses. Disposition conferences are held every 6 weeks. When a trainee is deemed a program completion, he or she may be: transferred to Job Development and Placement Service; placed in professional or paraprofessional training programs outside of OIC; enter a college training program in the health field; or, enter the Work Experience component at OIC.

OIC Special Programs are specific types of classroom training activities for a specified time period dependent upon an employer's skill level needs and of a one shot nature. Usually these activities are developed in concert with and in response to a specific employer or consortium of employers needs. Previous examples of Special Programs include Bank Tellers, Air Traffic Controllers, and Management Trainees.

In summary, OIC's classroom training activities will prepare trainees for job placement in the following occupational categories and jobs.



Table 17

Relationship of OIC Training to Placement

| Classroom Training Activity | Occupation  |
|-----------------------------|---|
| Pre-Voc Feeder              | Not normally prepared   |
| Employment Feeder           | Random  |
| Adult Basic Education       | Operatives: Semi Skilled<br>Service Workers: Health,<br>Food, Sales, Protective       |
| High School Equivalency     | Operatives: Semi Skilled<br>Service Workers: Health,<br>Food, Sales<br>Protective     |
| General Skills Training     | Laborers (Non Farm)   |
| Electrical Skills           | Craftsman: Apprentice<br>Electricians or Electricians                                 |
| Painting                    | Craftsman: Apprentice Painters<br>or Painters   |
| Carpentry                   | Craftsman: Apprentice Carpenters<br>or Carpenters                                     |
| Secretarial Science         | Clerical & Kindred: Steno.,<br>Typist, Office Machine Operator,<br>Bookkeeper, Other. |
| Health Science              | Professional, Technical: Medical<br>Workers, Health Technologists                     |
| Special Projects            | Professional, Technical, Managerial;<br>Sales; Craftsman                              |

Upon completion of classroom training, in the event OIC trainees can not be immediately placed they will enroll in Work Experience, OJT, or Public Service Employment in order that they may continue to receive training and experience prior to placement in a training related occupation in unsubsidized employment.

Classroom training as defined by the Providence CETA In-School Program is an experience to impart a certain predetermined skill awareness, knowledge, information, positive attitudes and abilities for primarily 14 and 15 year old participants most in need designed to breed success within each participant. It is the In-School Program's contention, that one of the most powerful motivational forces for the 14 and 15 year old group is success. In reaching for success, the enrollee perhaps may be motivated to continue his or her education through graduation, as well as having acquired positive work habits and skills.

The Providence/CETA In-School Program classroom training consists of nine classes of fifteen youth each, ten hours a week for 36 weeks. Each classroom is taught by a certified teacher. Eleven courses will be offered, of which a maximum of nine will be ultimately selected, dependent upon the needs and desires of the trainees. All educational, testing and classroom supplies are provided by the program. It is possible that more than one unit of a particular classroom might be offered. The alternative training units to be offered are: print shop, fashion design, interior decorating, secretarial training, wood-working, furniture refinishing, auto shop, machine shop, electric shop, small motor repair and sheet metal.

Although the In-School classroom skill training has not been designed to ultimately place an enrollee in an occupation, the skills training has been designed so as job skills are taught that are both directly and indirectly related to actual skill demand in the labor market so that upon graduation the transition from school to job is easier.

Up to 20% of classroom skill training time, if necessary, is reserved for basic education of needy participants and for this purpose, special basic education teachers are retained.

2. Classroom Training: Vocational Education

Please refer to Section IC4a of this Application for a discussion of the problems associated with the Vocational Education Program.

3. On the Job Training.

The FY 76 CETA OJT activity will be undertaken by OIC.

Capability of OJT will be retained in FY 76 with the possibility that if the labor market improves the OJT component can be expanded. OJT will serve two program purposes. First, the activity will serve as an alternative program for classroom training graduates who are not able to be immediately placed in unsubsidized employment. To therefore assure that OJT contracts are in occupations for which classroom training was provided; OJT contracts will be developed in Craftsman occupations, specifically the Building, and Auto Mechanic trades and in the Health occupations, under the broad occupational category of Professional, Technical and Managerial.

The other purpose OJT will serve in FY 76 is that of a training activity for referrals directly from intake. Occupations in which OJT contracts will be developed for this group include the Machinist occupations under the broad category of Craftsmen; Welding occupations under the broad occupational category of Operatives; and Pipelayer occupations under the category of Laborers.

It is projected that the minimum salary level under OJT would be \$3.00 per hour and that the maximum length of the contracts would be 21 weeks.

The actual contractual development and financial exchanges will be carried out by OIC in conformance with the process as previously established in the JOBS Optional Program criteria.

While enrolled in OJT, the trainee will receive supportive counselling and services in order that the trainee may successfully complete training with the minimum or outside pressures.

4. Work Experience

The program activity of work experience will be offered by both OIC and the CETA In-School Programs utilizing FY 76 funds and by the Office of Public Employment (OPE) utilizing FY 75 Title I funds. The objectives of OIC and OPE however are different than the CETA In-School objectives. Work experience as utilized in the OIC and OPE designs, is designed as an alternative activity to unsubsidized placement. In OIC's design, fifty percent of the work experience trainees would matriculate from classroom training and 50percent from intake. Work experience sites would be in direct relationship to classroom training activities offered and would provide for the trainee, whom completed classroom training but was not immediately placed, an additional training related period of subsidized employment up to three months. During this period, OIC will continually be working to develop unsubsidized training related jobs. As a natural progression from classroom training the trainee while in work experience will receive a higher hourly wage than the hourly allowance payment under classroom training and will receive actual job experience with associated responsibilities as well as counseling and supportive services. For those work experience trainees whom are not placed in unsubsidized employment during the three month period, they at the end of this period will be transferred to the Office of Public Employment who will enroll

the trainee in an advanced form of work experience or public service employment. During the OPE's association with the trainee, the trainee would be placed in a training related subsidized occupation with a higher hourly wage rate than experienced under the OIC work experience and with increased job responsibilities. The trainee will receive a lesser degree of counseling and supportive service but a higher emphasis through the combined placement efforts of OIC and OPE would be extended for unsubsidized placement.

The other 50% of OIC's work experience slots would be filled directly from intake or as the case may be to run out existing commitments carried into the FY 76 program year.

Whereas work experience as used in the context of OIC and OPE is designed as an alternative activity prior to placement in unsubsidized employment; within the context of the CETA In-School Program work experience thrust is towards the development of positive attitudes, relationships and skills transferrable upon high school graduation to the labor market or to continuing study.

A CETA In-School Program trainee who would initially enroll as a 14 year old normally would spend the first two years in a classroom training situation and upon reaching 16 years of age, be promoted to a related work experience activity. Trainees entering at 16 years of age or older are assessed at their particular ability and assigned to an appropriate activity.

Of the total CETA In-School work experience trainees 36% will be assigned to work stations 15 hours per week and 64% for 10 hours per week. Twenty percent of the trainees will be enrolled for 41 weeks while 80% will be enrolled for 36 weeks. The reason for the differences is because the needs of different work sites differ.

All work experience job sites will be in public and private non-profit agencies. Currently the CETA In-School Program is assessing a preliminary listing of 195 interested participating employers and/or job stations. Job stations will ultimately be selected which in the opinion of the CETA In-School Program will best contribute towards developing the educational, vocational, social/emotional and physical needs of the trainee.

5. Other Activities

Please refer to Section IC3f Part C of this grant application. In such section the responsibilities of the CETA Administrative EEO Technition are defined.

6. Services to Participants

The services to participants to be provided through the FY 76 Providence CETA Program include outreach, recruitment, intake, assessment, orientation, transportation, medical and dental, day care, legal aide, residential assistance, Counseling, Coaching, job development, job placement and follow up.

The Manpower and Supportive Services which will be provided to participants by OIC are:

Outreach/Recruitment/Intake (See IC2d)

Orientation and Assesment

Supportive Services

Payment of Stipends for Training

Counselling

Job Development and Placement Services

Job Coaching and Follow-up

All participants to be served by OIC will receive orientation and assesment services. A five day structured orientation class will be held each week to accomodate new enrollees. The orientation content will include the philosophy of OIC and the range of its services and those of the entire CETA Program; the rights, responsibilities and expectations of OIC/CETA enrollees; and detailed presentations of the training and supportive programs offered. During orientation week the new enrollee will receive a variety of academic achievement and vocational preference tests to aid in determining his or her need for pre-vocational training, skills training, work experience, or other manpower services.

The purpose of the Supportive Services Component is to coordinate the provision of such specialized services as:

- Transportation
- Medical and Dental Services
- Day Care
- Residential Support
- Legal Assistance

Supportive Services staff evaluate the need for such services on an individual case basis. If a service is needed, staff works in conjunction with the enrollee to determine who will be the most effective vendor. If the service is not cost free, or if the enrollee does not have a source of paying for the service (such as Medicaid) supportive services arranges for CETA payment for the service and administers such payments. All OIC/CETA enrollees are eligible for the assistance of the Supportive Services component and the specialized assistance which it provides. Determination of need for assistance is made through referral by the enrollee's counselor in consultation with Supportive Services Staff.

In accordance with CETA Regulations all enrollees in training receive a stipend. They are paid from the point at which they complete orientation and enter a Pre-Vocational or Skills Training Program. Enrollees are stipended at a uniform hourly rate and are paid only for hours actually spent in training. Persons who complete training and/or enter placement services or counselling holds are not stipended. It is the responsibility of the Counselling Staff in the Student Services Component to verify each enrollees attendance and eligibility for stipending each week.

The administration of stipends is the responsibility of the OIC Fiscal Component and has been sub-contracted to the RIDES.

Vocational counselling is provided to all OIC enrollees. There are five counselling teams which are specialized according to training or work experience areas. Upon completion of orientation and entry into a program each enrollee is assigned to an appropriate team case-load. The counselling service is structured around Employability Development Plans which are developed jointly by the counselling staff and the enrollee and which specify the enrollees vocational goal, the services needed to achieve that goal, and the specific CETA activities and programs which will be brought to bear on the achievements of that goal.

The counselling staff will formally interact with the appropriate training and work experience staff through Disposition Conferences at which an inter disciplinary approach to ongoing evaluation of the trainees status and movement through the program will be achieved.

A specialized veterans counselling unit is maintained to provide educational counselling, discharge review and other services to veterans.



All enrollees who become job ready through a training or work experience program as well as job ready enrollees who are served through direct placement are eligible for the assistance of the Placement Services Component which is composed of four units specialized according to particular training or work experience areas. Each unit is staffed by an Employment Specialist who directs the unit and undertakes job development activities in his or her specialized area, a job developer who assists in placing enrollees in particular firms, and a job coach who maintains contact with the enrollee after placement.

As noted above job coaches are attached to each Placement Unit. These coaches provide monitoring of enrollees after placement, and intervention should factors arise which would jeopardize a successful placement. Formal follow up to determine placement retention rates for MIS is provided by Student Services staff.

The Providence CETA In-School Program offers the following services to participants:

Outreach/Recruitment/Intake ( See IC2d)

Orientation

Assessment

Counseling

Coaching

Follow up

Job Development and Placement

Transportation

Health Services

Legal Aid

Payment of Stipends for Training

Orientation for all CETA In-School participants is generally done on an individual basis or with a small group, takes place during pre-enrollment counseling and is conducted by the service to trainee counselor. At this time, the enrollee is given an introduction to the CETA In-School Program, how it operates, and how it can benefit the youngster. Basic information regarding time cards, payroll schedules and payroll procedures are discussed, as are personal hygiene, work habits, responsibilities of attendance and absences, and the rights and benefits of the trainee.

Since assignment to a program activity is based on the needs of the enrollee along with his or her immediate and future goals and objectives, information gained during this pre-enrollment counseling session is of particular importance. During this initial counseling session the Counselor obtains information which will guide he or she in placing the enrollee in an activity commensurate with his or her abilities and potentialities. Whenever possible, the enrollee is placed in job stations that can be beneficial to him or her in determining a career or developing new interests. Additionally, orientation may provide guidance for personal and family problems.

Assessment is an ongoing process and includes interviews, testing and counseling. The purpose of Assessment is to help the counselor discover the strength of enrollees and in the placement of the enrollee. A counselor can make an assessment based on interviews and informal talks, school records and test data.

Testing is a major indicator of the assessment process. There are 4 basic types of test that can be administered. These include; Achievement, Aptitude, Interest and Intelligence tests.

The results of the test are used to identify those areas in which the enrollee could expect to do well, if he or she is given the proper training.

Counseling from the CETA In-School Program view point revolves around the enrollee's needs, abilities and desires and how they can be fulfilled by a quality work placement. In-School counselors are in a unique position since they work in the school system and come into daily contact with the students. They share a wide range of experiences and, hopefully, they have developed a sincere understanding and empathy for each enrollee's unique situation.

A series of counseling sessions are conducted during an enrollee's participation in the program to develop vocational goals and the means to achieve them. The first session is the pre-enrollment counseling session which is held prior to the assignment of an enrollee. The second phase is called the continuum counseling session (s). This counseling occurs on the job and may be conducted by the supervisor and/or counselor assigned. This is a continual counseling effort and is necessary to insure the enrollee's positive performance in terms of learning skill and development. The third phase of counseling is called the termination-exit interview. During this session, which is conducted prior to the enrollee leaving the CETA In-School Program, further job counseling and referrals to other job agencies are offered.

Efforts are made during the counseling process to develop and implement an employability plan which will insure vocational success for each enrollee. The availability of such a plan facilitates the need an enrollee may have, at a later date, for the modifications of his/her goals and objectives. Care is taken at all times to

coordinate an enrollee's short and long range goals with his/her activity placement.

The coaching unit is primarily utilized as auxiliary personnel attached to the counseling staff. Their responsibilities will consist of:

- Trainee outreach (in the schools and on the jobs)
- Follow-up
- Establishing close supportive relationships with trainees to encourage them to stay in school and complete their education.
- Assisting the counselor in family services.
- Consumer education.

There are a number of considerations which must be made before a trained and/or job ready enrollee can be placed in a job. The most important should be whether or not a job will provide career potential for the participant. To this end job placement services must be provided by the CETA In-School staff. These include:

- Counseling the participant on job seeking procedures (applications, personal interviews etc.).
- Assessing the participant's needs, skills and job potential (see testing program)
- Matching the participant to job opportunities (see "Job Creation" and "Job Solicitation").
- Referring the participant to the job.
- Verifying the results of referral

The CETA In-School staff is constantly in touch with the job needs of the community. The needs of industry are matched with the needs and skills of the participants and this results in the self-perpetuation of the program.

Employment barrier elimination is a prerequisite to appropriate job placement. By properly interviewing enrollees prior to placement and counseling them during the duration of their employment, the program has been able to assess the needs and interests of the enrollees, along with their capabilities, potentialities, and limitations. By utilizing this information effectively, the program can place enrollees in jobs which interest them, open new fields of knowledge, and provide them with the opportunity to acquire new skills and experience. By counseling each enrollee on a regular basis and being involved when problems occur, the program has been able to minimize conflicts and potential termination situations. By actively involving counselors and with the job station supervisors, the program has become aware of the specific needs of the job stations. Establishments of positive relationships maintained on a frequent and regular basis with enrollees and job station supervisors, has proved to be the greatest asset in overcoming prejudicial attitudes among enrollees and supervisors alike.

Transportation assistance in the form of bus tokens or through the CETA In-School owned vehicles is offered on an as needed basis to assist trainees to reach their work experience stations, or educational training stations or secure the necessary supportive services.

The CETA In-School Program is exceptionally fortunate in the area of health services for several reasons. Every enrollee who is assigned either to the V.A. Hospital, St. Vincent de Paul or to St. Joseph's Hospital is given a thorough physical examination before being allowed to assume his or her duties.

The Providence Health Centers, Inc. will accept all youth eligible for their program that have been referred by the In-School Program. There are nine health centers located within the City of Providence staffed by certified doctors and registered nurses. The health centers also have nursery, lab and social services.

Allowances will be made for medical services for trainees who normally would not be able to afford them. For example, a trainee who is eligible for the program and whose family is not receiving public assistance in most cases is deprived of adequate medical care and other health services. Problems which are of primary concern to the In-School Program include:

- Emotionally disturbed
- Drug addiction
- Alcoholism
- Sight conservation
- Speech and hearing
- Orthopedic deficiencies

The In-School Program also disseminates information about medical problems indigenous to the population served.

The Rhode Island Vocational Rehabilitation Agency is an important referral source for program trainees with major health problems.

The agency may provide:

- Major dental work
- Psychiatric and psychological testing and counseling
- Prosthetic devices
- Drug abuse rehabilitation
- Alcoholism rehabilitation
- Specialized medical attention, including surgery

Lines of communication have been established among the program and the following organizations for the purpose of assisting trainees with emotional, psychological or physical problems.

Family Court

Child Welfare

Dept. of Employment Security

Red Cross

Community Mental Health Clinics/  
Samuels Dental Clinic

Family Service Agencies/Family and  
Children's Services

Head Start

Halfway House/Federal Hill House

Recruitment Agencies for Armed Services

Latin American Center

Boy/Girl Scouts

Labor Dept. Women and Children's Div.

Div. of Mental Health,  
Services for Alcoholics

Rhode Island Legal Services

Urban Education Center/Urban League

The need for legal assistance has to be determined on an individual basis. After all alternate possibilities have been exhausted, and the situation may be detrimental to the trainee, at some point the program examines the possibility of providing legal aid.

In accordance with CETA Regulations all enrollees in classroom training receive a stipend. Enrollees are stipended at a uniform hourly rate and are paid only for hours actually spent in training. It is the responsibility of the Office Manager to verify each enrollees attendance and eligibility for stipending each week.

The administration of stipends is the responsibility of the CETA In-School Fiscal Component and has been sub-contracted to the RIDES.

The Rhode Island Hometown Plan Service to Participants activity, includes outreach and recruitment of minorities for the construction trades under an agreement called The Rhode Island Construction Industry Employment Opportunity Plan, effectuated April 21, 1970, between the Governor of Rhode Island and representatives of the various trade unions in the State.

The Hometown Plan recruits minorities, determines eligibility which includes the criteria of not being a building trades union member, and of being 25 years of age and over. All recruits under 25 years of age are referred to the Recruitment and Training Center, a separately funded program. All eligible enrollees are placed in a holding situation until job placement.

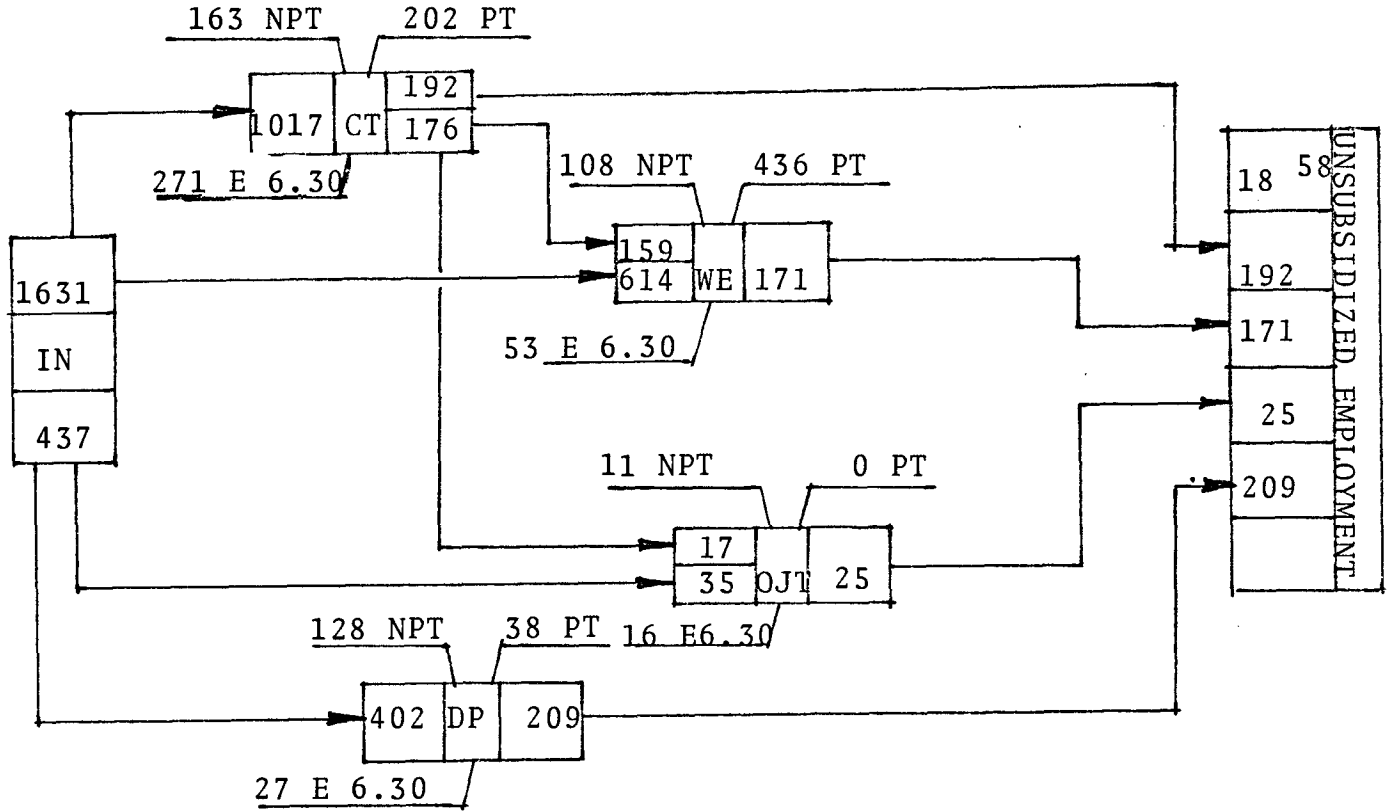
The services provided the enrollees by the Hometown Plan include: referral to other agencies which supply services a participant may need to become job ready; job development, follow-up and counseling after the enrollee is placed upon the job.



IC 2c Enrollee Flow

The following diagrams illustrate the FY 76 CETA Title I enrollee flow and program activity relationships, from intake through unsubsidized placement. Diagram I is a cumulative summary of the entire FY 76 Title I Program; Diagram 2 is OIC only; Diagram 3 is CETA In-School only; and Diagram 4 is the Rhode Island Hometown Plan only. The figures contained in the diagrams represent a cumulative summary as of June 30, 1976 and coincide with those figures as presented on the CETA Program Planning Summary for June 30, 1976.

Diagram I FY 76 Title I Cumulative Summary: All



\* 58 Represents 13 self placements originating from C.T. & 5 self placements originating from work experience, but not other wise counted.

KEY

- IN = Intake
- CT = Classroom Training
- WE = Work Experience
- OJT = On the Job Training
- DP = Direct Placement
- E630 = Number of Individuals Enrolled 6.30.75
- NPT = Number of Individuals Non Postive Terminations
- PT = Number of Individuals Postive Terminations

| # Individ. Enter | # Individ. Completing |
|------------------|-----------------------|
|                  |                       |

Diagram 2 FY 76 Title I: OIC

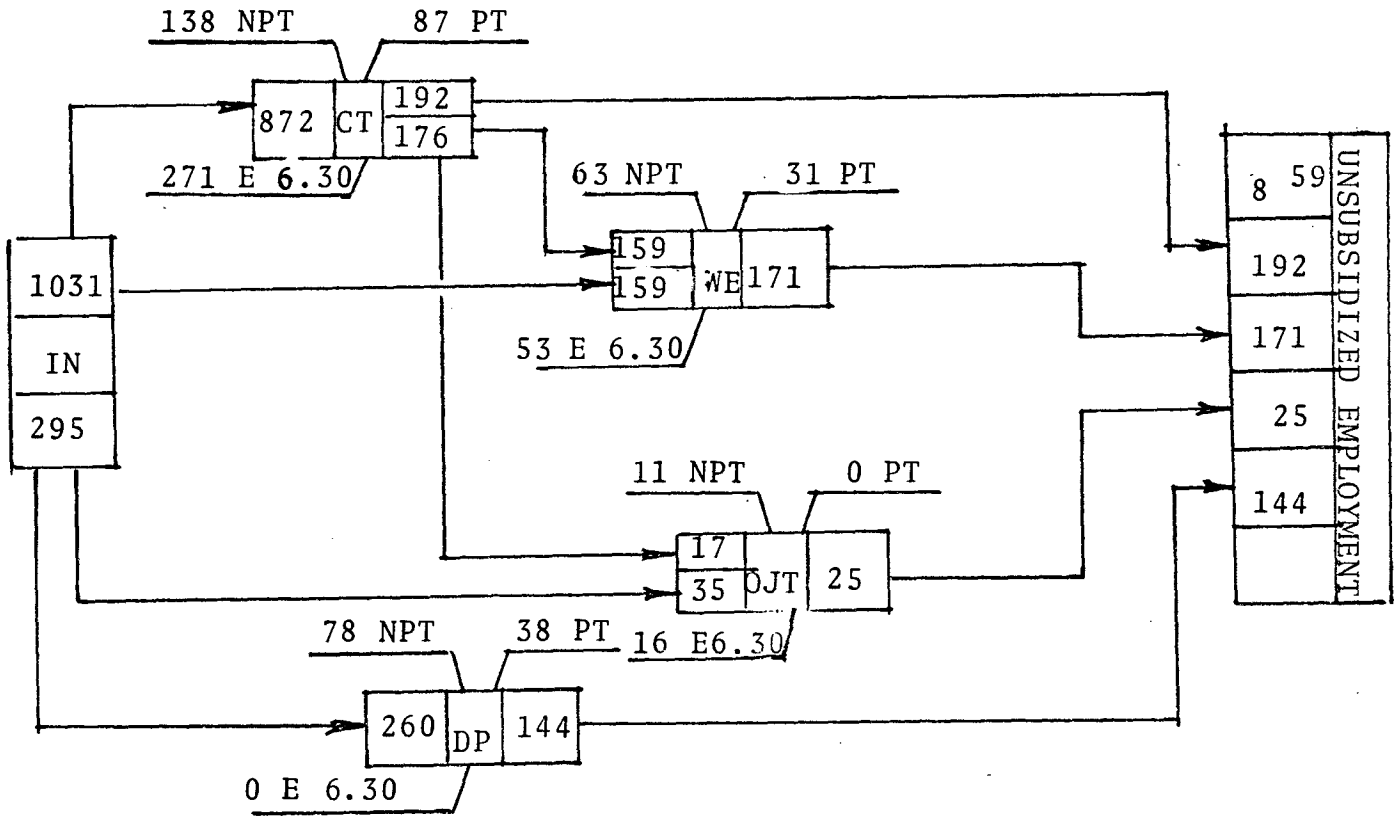
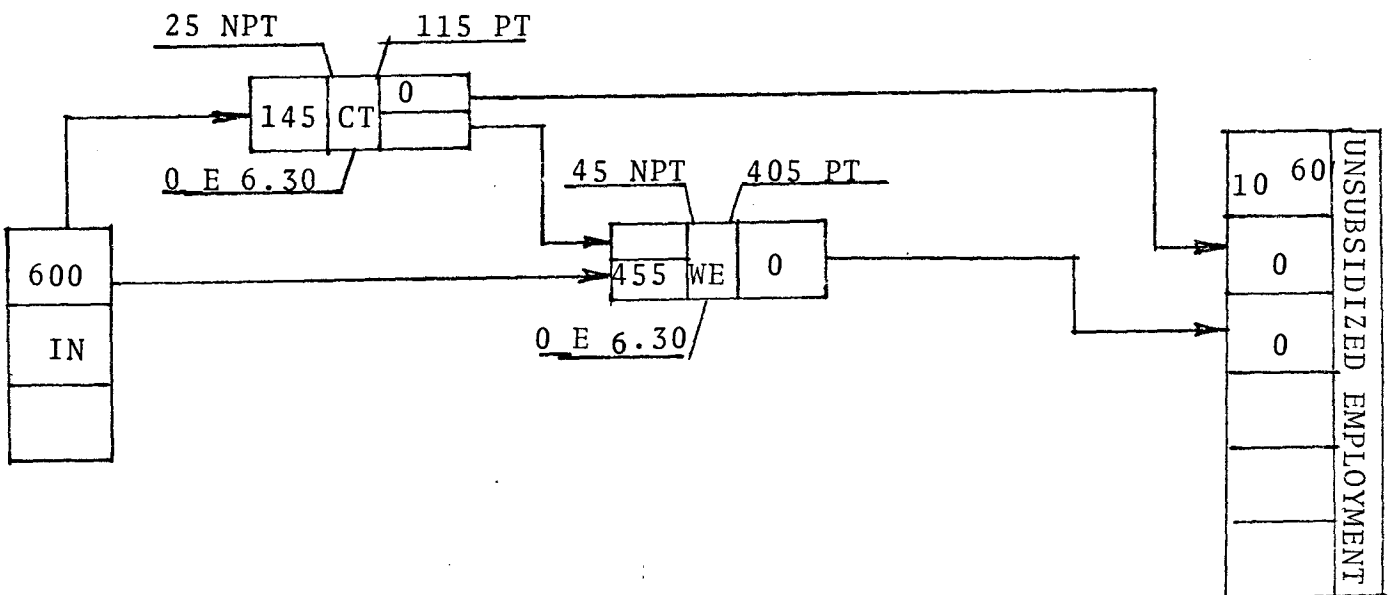


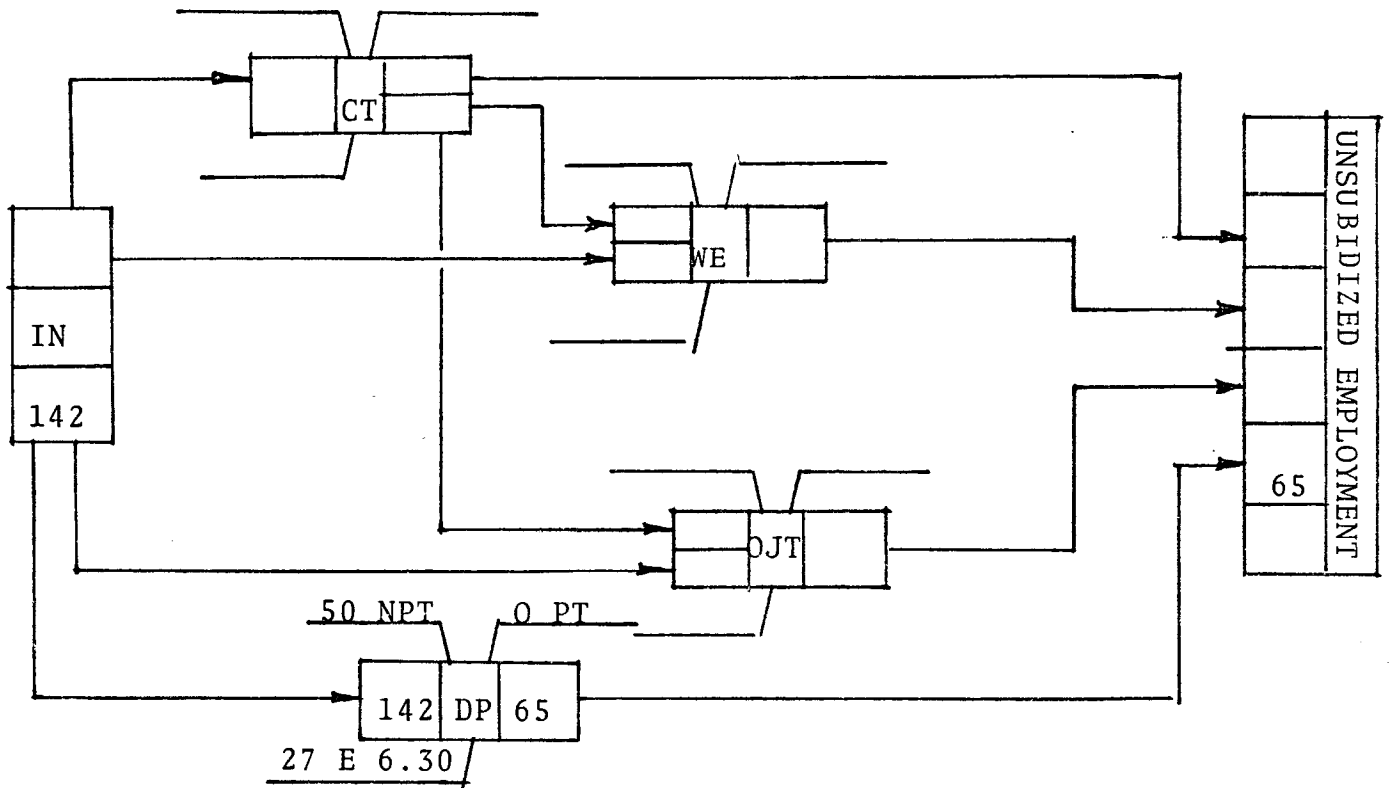
Diagram 3 FY 76 Title I: CETA IN SCHOOL



59. Represents 8 self placements originating from CT. but not otherwise counted.

60. Represents 10 self placements; 5 originating from CT & 5 from WE, but not otherwise counted. (124)

Diagram 4 FY 76 Title I: R. I. Hometown Plan



IC 2d Recruitment, Selection, Eligibility Criteria and Methods

This section of the narrative will briefly describe the methods and procedures involved in the outreach (recruitment), screening, and selection process (intake) of persons into the various training programs offered by CETA.

OIC

Outreach and Recruitment is performed by six (6) full-time recruiters, whom, in addition to making the initial contact with prospective applicants, are also responsible for recontact and client recovery. For the purpose of clarification, "recruiting" includes those methods and activities by which contact is made with prospective applicants and at which time, basic information about the various programs at OIC has been conveyed and sufficient information about the prospective client has been obtained by the recruiter to complete a Recruiting Contact Form. "Recontact" refers to the efforts made by recruiters to locate and communicate with individuals with whom initial contacts have been made, but have not yet decided to apply to the program. "Recovery" is the process of locating and communicating with an applicant, enrollee, or client pending placement, with whom contact has been lost.

Recruiting efforts are carried out throughout the City of Providence. Each recruiter is assigned to a particular area or areas, in which the target group of economically disadvantaged unemployed persons are identified and sought out by such outreach activities as door to door contact, as well as direct contacts initiated in neighborhood drop-in centers, recreational facilities, shops, on street corners - wherever community people can be found. In addition, by maintaining on-going cooperative relationships with community leaders, the clergy,

social and service organizations, and the guidance personnel in the City's High Schools, recruiters are able to further identify and contact possible applicants, e.g., by making group presentations. Other indirect recruiting activities include the use of flyers and posters, bulk mailings, and presentations and advertisements developed for recruiting through the media.

Client screening and selection is performed by OIC's Intake Component. Staffed by Intake Counselors and Clerks, Intake responsibilities include all those activities (i.e., applications, intake, counseling, orientation) associated with processing individuals interested in applying for OIC/CETA services. Stationed in different target group geographic locations, there are four (4) Intake Units or Teams to which recruited prospects or walk-ins have access.

The specific responsibilities of Intake includes that of interviewing applicants to (1) determine CETA eligibility, and (2) determine the next processing step for interested and eligible applicants. At the time of the client interview, an Intake Form is completed by the Intake Counselor, wherein pertinent personal data and an initial assessment regarding an individual's needs and goals and how they relate to OIC programs, is contained. On the basis of such information, it is then the responsibility of the Intake Counselor to determine the disposition of the applicant who will be taken through one of the following steps:

- (1) The applicant is accepted for CETA services and is processed through Orientation.
- (2) The applicant needs OIC/CETA services other than training, in which case, the applicant is enrolled and;

- (a) transferred to Counseling for special services, or
  - (b) Intake Counselor transmits Client Intake Form to Job Development/Placement Services for review. If the Job Developer believes the client is job ready and can be placed, an appointment is secured with the client. On the basis of information stated on the Intake Form and gathered during the interview, the Job Developer will either initiate a client transfer from Intake to Placement Services or he/she will transmit the Intake Form back to the Intake Counselor who will then make the necessary client referral to program training or another agency.
- (3) The applicant can best be served by referral to another agency. The applicant is enrolled and referred to the appropriate agency.
  - (4) The Applicant is found to be ineligible for the OIC/CETA program and is not accepted for enrollment, or if eligible but a non city resident, referred to the Governor's Office of Manpower Affairs.

The Intake Component is also responsible for Orientation and upon the availability of an Orientation class, the applicants accepted for training are scheduled to report. In the instance where an individual cannot be absorbed into a particular Orientation class, he/she is assigned a pending status and is placed on a waiting list on a first come, first serve basis. When an applicant fails to respond to notification to report to Orientation, or ceases to actively participate, it is the further responsibility of Intake, in conjunction

with Recruiting personnel, to initiate recovery to reactivate the applicant. Applicants who do not respond to recovery efforts, who cannot be located, or are no longer interested in participating, become Non-Enrollee Terminations.

To be eligible for the OIC program an individual must be a resident of the City of Providence 16 years of age and over and be either economically disadvantaged and/or unemployed as defined by the Rules and Regulations governing the CETA program. Participants will be recruited according to the following characteristic:

|                                    |     |
|------------------------------------|-----|
| Male -----                         | 45% |
| Female-----                        | 55% |
| White-----                         | 35% |
| Black-----                         | 55% |
| Other-----                         | 10% |
| Economically<br>Disadvantaged----- | 90% |
| AFDC-----                          | 25% |
| Other Public<br>Assistance-----    | 15% |
| Veterans-----                      | 10% |

#### CETA In-School

Recruitment of enrollees for the In-School Program is accomplished through referrals from State and City Governmental Agencies; community based Civic Action groups; Providence School Department; diverse religious denomination, schools and groups; In-School Staff; and from present and past In-School Program enrollees.

The initial packet of forms used when an applicant applies for enrollment in the In-School Program consists of: an application; two W-4's, one for City Hall, and one for the applicant's file; five work



permits; one intent to employ form for the 14 to 15 year olds; four work papers and one intent to employ form for the 16 to 18 year olds. At this time, the applicant must also present his social security card for photostating. A folder is made for the applicant bearing his name. After all forms are filled out completely and signed, the folder is processed for eligibility. If the applicant is found to be eligible the folder is so designated afterwhich a notice of employment (5 copies), a U. S. Government form MA 101, and a 3 x 5 card are made.

After initial eligibility has been determined, those applicants selected must exhibit a number of "potential drop-out characteristics". Those exhibiting the greatest number of characteristics are selected first. Characteristics utilized are as follows:

- Frequent absenteeism.
- Poor grades and repeated subject failure.
- Financial problems.
- Frequent transfers from one school to another.
- Immediate desire to work and earn money.
- Health problems or physical disfiguration.
- Over average high school age.
- Marriage or pregnancy.
- A record of repeated confrontations with police authorities.
- Overcrowded living quarters.
- Record of family members dropping out of school.
- Social difficulties with peers.
- Record of dropping out among peers.
- Unstable household.

Alcoholism or drug addiction in family.

Lack of parents' support of guidance.

Lack of interest and participation in school activities.

Attitudinal or adjustment problems.

Lack of motivation.

Unwillingness to have learning ability tested.

To be eligible for enrollment in the In-School Program the applicant must be a Providence resident and must be a member of a family which is economically disadvantaged as defined by the Rules and Regulations governing the CETA Program and be between the ages of 14 and 21 years of age and exhibit a high number of drop out characteristics. Once an applicant qualifies under the above criteria applicants will be recruited according to the following characteristics:

|                              |      |
|------------------------------|------|
| Male-----                    | 53%  |
| Female-----                  | 47%  |
| White-----                   | 57%  |
| Black-----                   | 32%  |
| Other-----                   | 11%  |
| Economically Disadvantaged-  | 100% |
| AFDC-----                    | 30%  |
| Other Public Assistance----- | 30%  |
| 14 and 15 year olds-----     | 58%  |

Rhode Island Hometown Plan

The Rhode Island Hometown Plan includes outreach and recruitment of minorities for the construction trades under an agreement called the Rhode Island Construction Industry Employment Opportunity Plan, effectuated April 21, 1970, between the Governor of Rhode Island and

representatives of the various trade unions in the State.

The Hometown Plan recruits minorities, determines eligibility which includes the criteria of not being a building trades union member, and of being 25 years of age and over. All recruits under 25 years of age are referred to the Recruitment and Training Center, a separately funded program. All eligible enrollees are placed in a holding situation until such time as participating trade unions request referrals. Providence residents will be recruited according to the following characteristics:

|               |     |
|---------------|-----|
| Male-----     | 95% |
| Female-----   | 5%  |
| Black-----    | 90% |
| Other-----    | 10% |
| Veterans----- | 20% |

IC 2e Consideration for Veterans

The major agent in FY 76 for delivering Title I Manpower Services orientated towards the economically disadvantaged and unemployed Veterans will be OIC. It is planned that a minimum of 10% of all enrollee's in OIC's Program will be veterans. Within OIC's Special Program functional division there is a fully staffed unit which deals only with veterans. A specialized veterans counselling unit provides educational, discharge review and other services. Veterans are encouraged to take advantage of the full array of services provided through OIC. In the instance of the disabled veteran who is not yet deemed employable, and for those veterans who require specialized counseling on veteran affairs, referrals will be made to the appropriate agency.

In addition to OIC's services, for those veterans who are minorities and desire to work in the trades occupations the Rhode Island Hometown Plan will attempt to recruit 20% of its clients from this group.

The CETA Staff has maintained contact with the local veterans employment service representative during the planning of the FY 76 CETA Program for the purpose of obtaining statistics relative to the status of Providence Veterans and their consequential need for manpower services.

The Providence Office of Public Employment, the agent for all PSE activities in the City posts all jobs with DES specifically for Special and Vietnam Era Veterans only prior to a general widespread posting for the general population. In FY 76, 30% of all PSG jobs will be targeted for Vietnam Era Veterans.

All FY 76 CETA Agents will in FY 76 distribute on a monthly or sooner if necessary, information to all Providence Veterans organizations relative to training and/or job services available during the up coming month.

IC 2f Newly Eligible Prime Sponsors

Not applicable for Providence.

Part C

IC3a & b Description of Internal Administrative Controls, Personnel Standards, Accounting Requirements, Evaluation Procedures, Monitoring Procedures, In-Service Training and Technical Assistance, and Placement Accountability

The prime sponsor's management and administrative plan has been designed in light of the "Comprehensive Employment and Training Act of 1973", rules, regulations, policies and procedures as are promulgated by the Department of Labor and in conformance with applicable State of Rhode Island General Laws, City of Providence laws, regulations and policies, CETA administrative policies and procedures as well as individual delivery agency capabilities. The management and administrative plan with its associated restrictions is applicable for all subgrantees and contractors regardless of the Title which is their funding source.

I Internal Administrative Control & Personnel Standards

A basic weakness in the Prime Sponsor's FY 75 internal administrative control and personnel management system was in its decentralization which resulted in a fragmented and disorganized approach. In and for FY 76, the prime sponsor will implement corrective action designed to centralize all internal administrative control and personnel management around one CETA administrative staff function and person. Designated responsibilities will at a minimum include:

- . the establishment, management and monitoring of internal CETA administrative and personnel standards;

- . to maintain a liaison relationship with the City's Personnel Department;
- . to provide technical assistance and insure that all CETA sub-grantees establish and/or update their internal administrative controls and personnel standards, and to monitor compliance thereof;
- . to act as an independent arbitrator in any administrative controls and personnel problems thereof.

In order to accomplish what is going to be done as cited in the paragraph above, the designated CETA staff member will:

- . Develop job descriptions for all CETA administrative staff positions and will insure each staff employee retains a copy thereof and fully comprehends the substance.
- . Reconcile job responsibilities of CETA administrative positions with Titles, Classifications, Pay Scales, and City Pay Compensation Plan.
- . Lend technical assistance to all sub-grantees in their development of job descriptions, reconciliations, and insure distribution thereof.
- . Reorganize and maintain a central personnel file for all CETA administrative staff applicants, past and present employees, with individual personnel folders for each past and present employee and lend technical assistance and insure all CETA sub-grantees do the same.
- . Develop and maintain a centralized personnel information system which includes for all CETA administrative

and sub-grantee employees data pertaining to name, address, position title, salary, employment and promotional history, age, sex, racial/ethnic characteristics and job description.

- . Develop and maintain a personnel manual affecting all CETA administrative staff which includes a description of the employee's rights, benefits, and responsibilities as well as the employer's rights, benefits, and responsibilities, and to insure distribution of such manual to all employees.
- . Lend technical assistance to each sub-grantee in their update and/or development of a personnel manual, insure distribution is made thereof and monitor compliance.
- . Develop and implement CETA administrative staff evaluation procedures relative to their fulfillment of associated responsibilities.
- . Lend technical assistance to sub-grantees in their development and use of employee evaluation instruments.
- . Receive, process, and arrange if necessary for arbitration of CETA administrative staff grievances.
- . Establish and monitor CETA administrative and sub-grantee recruitment and hiring process.
- . Maintain CETA administrative staff records on sick leave, vacation leave, overtime, accrued time, and attendance.

- . Authorize weekly employee time sheets and recommend approval or disapproval for payment.

Through accomplishing the personnel related tasks as described above, the City feels it will overcome its FY 75 weakness and maintain an accessible and effective internal administrative control and personnel practices for itself and its sub-grantees.

## II Financial Management

In order to maintain a financial management system which will provide accurate, current, and complete disclosure of the financial results of each grant activity by Title of the Act as well as by cost category and program activity, and provide the ability to evaluate the effectiveness of program activities and fulfill with timely and accurate information the Department of Labor financial reporting requirements, the following fiscal procedures will be established within the Providence CETA Program. The procedures cover the areas of custody of assets, including cash receipts; cash disbursements and inventory control; procedure for disbursing costs to delivery agents; reports required from delivery agents; procedure for reporting to the Department of Labor from the prime sponsor; books of account; audits and inspections, and procedure for assuring compliance with Federal requirements by delivery agents.

### A. Custody of Assets

#### 1. Cash Receipts

Assuming that a letter of credit system will be used, all receipts from the Department of Labor will be deposited directly



into the bank account of the sponsoring agent. A separate bank account will be established for the CETA Program financial transactions.

The following City employees, with associated CETA responsibilities, will be authorized to sign the TUS 5401 (Payment Voucher on Letter of Credit Form): the CETA Director, the CETA Deputy Director, the City Controller, and the City Treasurer.

A photostatic copy of the TUS 5401 is forwarded to the City Controller's Office by the CETA staff Chief of Fiscal Affairs so that the amount drawn down for the account of the sponsoring agent can be credited to the account of the sponsoring agency.

Cash receipts other than those received through a letter of credit are recorded in the cash receipt journal of the prime sponsor and are then forwarded to the City Controller's Office, credited to the sponsor's account, and then deposited into the proper bank account by the City Treasurer's Office.

## 2. Cash Disbursements

Funds can be disbursed by the City by three methods: Direct Payments, Purchase Orders, and Payroll.

The primary type of payment made by the City through the CETA Program will be direct payments. This type of payment is used when advances or reimbursements are made to delivery agencies; when payments are made to contractors for professional services; or when payments are made for utilities, telephone, space or other costs which do not require a purchase order. The procedure for direct payment is as follows:

The bill or request for payment is received by the prime sponsor's fiscal office and it is verified and checked for accuracy. If the claim is valid or eligible, a 4-part City invoice is prepared and signed by the CETA Director or in his absence the CETA Deputy Director. The fourth copy of the invoice (green) along with the original invoice or request for payment, is retained by the prime sponsor's fiscal office in a suspense file.

The first three copies of the invoice, along with a photostatic copy of the documentation, are then forwarded to the City Controller's Office, specifically to the Assistant City Controller for Federal Programs. There the invoice is stamped with a date and time of receipt. The invoice is then inspected for a proper authorized signature, documentation, proper program title, account coding, and mathematical accuracy.

The account of the sponsor is then checked for sufficient funds. If all these criteria have been met, the invoice is stamped with an approval stamp and is assigned a check number and issuing date and the amount of the invoice is deducted from the cash book which is maintained by the Controller's Office for each program account. The first copy (white) bearing a date, check number and the approval stamp is then sent to I.S.I. (Information Sciences, Inc.) where the check and cash disbursements register is then returned to the Controller's Office where the checks are attached to the remittance copy (pink) of the invoice, and they are encoded with machine readable bank account

numbers. The checks and remittance copies are forwarded to the City Treasurers Office along with a copy of the check register and they are mailed to the Payee. The first copy and the documentation are retained by the City Controller's Office, and the third copy (yellow) bearing a check number and date, are returned to the prime sponsor where they are attached to the fourth copy and documentation, and are retained as the primary documentation for all cash disbursements.

Disbursements for payroll are made through the City Payroll Office and I.S.I. using a similar method except that approval of the CETA Director, Personnel Office, and the City Controller's Office are required to initiate any changes in the rate of pay contained on the payroll forms.

### 3. Inventory Control

All delivery agents and the prime sponsor will be required to complete inventory record cards for each piece of equipment purchased with CETA funds, or carried over into the fiscal 1976 CETA Program. Periodically, and at least annually, a physical inventory will be taken by the sponsoring agency fiscal staff and the inventory will be recorded on special forms designed for that purpose.

## B. Procedure for Disbursing Cash to Delivery Agents

### 1. Advance Basis

Once it has been determined that a delivery agency is eligible to receive cash advances, the following procedure will be used. The delivery agent will forward a request for funds

similar to Exhibit F, "Sample of Requisition for CETA Cash"  
Page X-4, CETA Fiscal Activities Training Draft, Department of  
Labor, March, 1974.

A log of advances, disbursements, and accrued expenditures  
will be maintained for each delivery agent, and information  
presented on the requisition will be checked against the in-  
formation in the program log for accuracy and availability of  
funds. If the requisition is eligible for payment, an invoice  
will be processed and the funds will be drawn from the U.S.  
Treasury as close as possible to the date of disbursement of  
funds to insure that advances of funds are kept as close as  
possible to minimum cash needs, and that CETA funds are not  
disbursed in excess of contractual amounts.

Disbursements on a reimbursable basis will be made  
in a manner similar to payment for contractual services, that  
is the costs will be verified for eligibility and assurances  
will be required to demonstrate that the funds have already been  
disbursed.

C. Reports Required from Delivery Agents

A monthly cost control statement will be required from all  
delivery agents by the tenth of each month for the previous  
month's activities. This statement will be prepared on an  
accrual basis and will present both monthly and cumulative costs,  
and budgeted amounts by project activity and cost category.

A copy of a delivery agent's trial balance will be required  
at the same time. The trial balance sheet will provide a check

upon the accuracy of the figures presented on the cost control statement, and will show the current cash balance, and the amount of encumbrances.

Where practical a listing of the actual costs presented on the cost control statement will be required.

This report along with the information presented in the requisition for grant payment, will provide adequate control over the day to day operations of the delivery agents, will generate the information necessary to complete the reports required by the Federal government, and will provide the necessary information to monitor the fiscal performance of the delivery agents.

D. Procedure for Reporting to the Department of Labor

1. Report of Federal Cash Transaction

The information necessary to prepare this report can be gathered from the cash account within the general ledger and from the cash receipts and disbursements journals. A log will be maintained of each draw down against the letter of credit so that there will be control to insure that the cash balance is kept as close as possible to daily cash needs, and does not exceed the letter of credit.

2. Quarterly Progress Report (Q.P.R.)

The information gathered on the monthly cost control statements which are prepared by the delivery agents and forwarded to the Prime Sponsor will be summarized and entered into the books of account of the sponsoring agent. These book of

accounts will contain control accounts for each program activity with subsidiary accounts for each applicable cost category within each program activity. This information can then be transferred into the appropriate sections of Q.P.R.

3. Monthly Progress Report (M.P.R.)

Telephone reports are required on the third (3rd.) calendar day of the month from delivery agents receiving Title II or Title VI funds. This report will contain the enrollment of the end-of-the-month and the cumulative accrual expenditures through the end of the reported month.

A monthly progress report will be required from all delivery agents on the sixth working day of the month.

E. Books of Account

A set of books of account will be kept by the prime sponsor and be required as well by delivery agents. The books will contain the following journals:

- . Cash Receipts Journal
- . Cash Disbursements Journal
- . General Journal for Non-Cash Items
- . General Account Ledgers

(Within the general account ledgers will be the following accounts, unless a specific listing is not provided by the Department of Labor).

- . Cash
- . Petty Cash
- . Accounts Receivable CETA Grant

- Accounts Receivable (Other)
- Advances to Delivery Agencies
- Advances to Other
- Expenditure Accounts for each Program Activity with
- Subsidiary Accounts for each Appropriate Cost Category
- Accounts Payable (with subsidiary accounts if necessary)
- Unearned CETA Grant
- Unearned Other Grant
- CETA Grant
- Earned Other Grant

F. Audits

Audits in accordance with the Standards for Audit of Governmental Organizations, Programs, Activities, and Functions will be performed of all delivery agents at least annually, by an independent certified public accountant, contracted by the Prime Sponsor. The delivery agents will also be subject to periodic and, if necessary, frequent on site inspections by the Prime Sponsor's Fiscal Staff to insure that accountability is being maintained and proper acceptable accounting procedures are being followed. An inspection of the delivery agent's accounting system will be made before any funds are disbursed by the prime sponsor.

G. Compliance of Delivery Agents with CETA Regulations

Before any CETA funds are disbursed to a delivery agent, the following procedure will be complied with at a minimum.

There will be a contract/grant agreement, which will include a budget and maximum amount of funds which are payable.

This contract will also include in the form of transmittal notices, all appropriate CETA Regulations, Regulations contained in Circulars FMC 74-4, FMC 74-7, and appropriate local requirements.

The prime sponsor will require evidence that all persons responsible for the custody and the recordkeeping of CETA funds are covered by fidelity bonding, and that proper signature cards for persons authorized to sign checks and approve payments are on file with the prime sponsor, and that a bank account has been properly established.

H. Required Fiscal System for Delivery Agents

Since all of the delivery agents will be required to use a uniform procedure for reporting expenditures of CETA funds, the prime sponsor will require the delivery agents to use a uniform accounting system. This requirement will be waived only if the CETA grant is not a substantial portion of the delivery agent's total activity and if the delivery agent has a fiscal system which is adequate to protect the CETA resources and provide the necessary fiscal information to prepare the monthly Cost Control Statement and is adequate to justify all expenditures when it is audited. But this waiver will only be granted if both of these conditions are present.

The required accounting procedure will be similar to the procedure used by the prime sponsor. The delivery agent will be required to maintain a set of books similar to the books described in Section E of this report. The system must also



provide for separation of responsibility for approving payments, issuing checks and record keeping. Finally, the system must provide for a means of maintaining complete documentation of all disbursement of CETA funds.

### III. Programmatic Management

In order to assess whether CETA funded program activities have been designed and operated with the promulgation of economic self-sufficiency on the part of the participants; in order to examine the performance of a program in meeting its stated goals and objectives; in order to measure the effectiveness and impact of the program in resolving manpower problems; programmatic accountability shall be required of all CETA program Delivery Agents.

Through the guide of the Department of Labor's Management Information Systems Guide and Program Assessment Guide and through experience gained by the prime sponsor in measuring the performance of other federal programs and through experience gained in management of the FY75 CETA Program, the following management system and program assessment outline is offered as that which will be followed during FY76.

The information system has been designed to meet the CETA requirements as well as to provide necessary data on activities and clients for the management, for program control, assessment, corrective action and evaluation. The Management Information System (MIS) data in conjunction with fiscal data will generate and create information needed for improving the plans and

evaluation of the program through program assessment.

The MIS model will meet federal requirements by maintaining client records and submitting monthly and quarterly reports as required by the DOL Regional Office. However, the system will not be concerned solely with meeting the federal requirements. It will provide timely, accurate, and reliable program data for the following functions:

- Reporting
- Planning
- Operation and Control
- Performance
- Monitoring
- Corrective Action
- Evaluation and Assessment

The prime sponsor will require whatever information is deemed necessary for the efficient and effective management and delivery of the various program components.

The system is divided into two major categories which are input and status functions. The first category, input function, includes four sub-functions which are:

A. Input Function

1. Intake Sub-Function - Data on all clients entering the program are recorded by this sub-function. This process is concerned with the registration, determination of eligibility, enrollment, and initial assignment of the client. The basic data compiled include the characteristics of applicants, distribution of clients as to job readiness or need for supportive

services, quantitative and qualitative information for reporting, management control and assessment. The process begins when an individual becomes a client of the program, that is, receives trained or given work experience and is, therefore, assigned to a specific activity. The intake process ends with the recording of initial assignments of the client to an activity and the transmittal of intake record to the status function.

2. Client Change Sub-Function - Changes in a clients activity status and in personal data are recorded by this sub-function. It collects information pertaining to the client activity, transfer and other relevant information such as supportive services provided, i.e. child care, legal aid, medical/dental, etc. The process begins after the intake sub-function authorizes services for the client or assigns the client to an activity. Changes recorded are transmitted to the status function.

3. Termination and Placement Sub-Function - It provides basic information for clients terminating from the program and placements in un-subsidized employment. The termination process is initiated with a request for a termination investigation and ends with the distribution of information to the status function and the tracking and follow-up sub-function. Terminations from the program are to be justified under the rules and regulations.

The placement process begins when a client is determined job ready and ends when the client is placed in un-subsidized

employment, transfer to another activity, or terminated from the program. The placement information is transferred to the status function and the tracking and follow-up function.

4. Tracking and Follow-Up Sub-Function - The follow-up efforts are performed on a scheduled basis and used to assist in the evaluation of each former client's success after leaving the program, whether through placement or termination. The sub-function periodically reports follow-up data on the client's occupational status and other personal data changes. The process begins when the termination notice is received from the termination and placement sub-function. The information collected is transmitted to the status-function.

B. Status Function

The second category, status function, includes two sub-functions which are:

1. Processing Sub-Function - Data received from the input function are recorded and processed by this sub-function which has the Central Records Unit where the information is classified into two general categories - client and activity. Information on clients contains the records of every individual enrolled in the program. The activity files are used to record and store client data in relationship with the specific activities sponsored under the program. The processing sub-function will provide necessary data as tools for effective and efficient management and meet the federal requirements for reports under the CETA Legislation.

Data received from the input function will generate needed reports and upon request from the reporting sub-function, the processing sub-function will create other compilations to be used for management control and program assessment.

All major data processing will be performed by the processing sub-function, therefore, in automating the MIS, this sub-function is given the primary consideration. The management will have immediate access to program data base by using faster and sophisticated computerized data processing which could not be done with a manual system.

2. Reporting Sub-Function - The generation of reports required by the legislation and creation of reports needed for the management control and program assessment are the responsibility of this sub-function. Following type of reports will be produced.

- Quarterly Summary of Client
- Characteristics
- Quarterly Progress Report
- Monthly Progress Report
- Other Internal Reports

The Quarterly Summary of Client Characteristics (QSCC) provides the data on all clients for the entire grant period and for each quarter. The Quarterly Progress Report (QPR) compiles cumulative data on total program enrollment, terminations, and placements and current similar data for each of the program activities. This report is essential for the total program assessment measurements.

Reports produced by the reporting sub-function in conjunction with relevant fiscal data, will develop assessment information on actual program results to determine the extent of which the original objectives have been achieved through most effective use of funds.

In order to fulfill its management function, the following steps will be taken:

- a Design Process, which includes:
  - 1. Establishment of program objectives, identification of specific objectives which will be evaluated through the assessment system.
  - 2. Selection of Criteria; three types of assessment measures will be used, namely program effectiveness, impact and cost-effectiveness.
  - 3. Determination of Data Requirements.
- b Operating Process and Assessment, which includes:
  - 1. Collection and Computation Data: information developed by the MIS will be computed into the selected impact or effectiveness measures.
  - 2. Analysis and Presentation of Data
  - 3. Replanning and/or Corrective Action.

The Contractual Agreement for the use of CETA funds by and between the City and each delivery agent will include sections relevant to the responsibilities each delivery agent shall accept relative to the functioning of the MIS system.

Monthly project status reports will be required from each delivery agent by the sixth (6th) of each month following the previous month's activities. Policies, standards, procedures reporting formats, and technical assistance will be furnished by the CETA staff.

The operation of the Providence CETA, MIS and Assessment System will include both desk monitoring (e.g. receipt, validation and summarization of reports in the CETA Staff Office) and on site visitation on a regular scheduled basis.

The purpose of on-site visitations will include technical assistance, validation of each delivery agent's internal record system and accuracy of data, sample interviews with clients, inspection of training facilities, equipment and classes and inspection of work sites. Both clients, participants, and training staff and employee will be spot surveyed to obtain their attitudes and opinions. Thus, through the accumulation of hard data and soft data, assessment reports can be compiled.

Monthly summaries will be forwarded by the CETA MIS staff to the Director as well as the Manpower Planning Council with, when appropriate, recommendations for action be it corrective or auxiliary.

Summaries also will be furnished to other CETA staff members in order to establish a feed back mechanism, illustrate program trends, and provide a basis for future decision making.

It is felt that all programs will ultimately benefit from this on-going evaluation process with clients for whom programs are designed receiving maximum benefits and services.

The CETA staff, as well as certain key staff members of selected delivery agents, have benefited from extensive CETA training seminars sponsored by the Department of Labor. In light of this training, CETA staff members will offer periodic technical assistance to delivery agent staff members in order to insure all elements, as provided under the Providence CETA Program, are conducted in full accordance with the requirements of the Comprehensive Employment and Training Act of 1973, as amended.

#### IV Placement Accountability

~~Placement Accountability~~ assumes generally the same format regardless of the Delivery Agent. The CETA In-School program is an exception, as placement in an unsubsidized occupation is not a direct objective of the program. However, placement takes on a new meaning in light of the in-school program, as described in detail in Part C IC2b. In summary, a termination-exit interview is held with each termination, be it positive or non-positive. During this session, which is conducted prior to the enrollee leaving the in-school program, the enrollee, counselor and coach discuss from the enrollee's point of view as well as the staff's point of view, the enrollee's achievement of his or her objectives, the formulation of future objectives, be they employment or education oriented and the provision of referrals to other agencies for continual services if needed. Follow up on accountability for placement will be on a 90 day



basis for direct, indirect and self placement if any are to occur, termination of either a positive or non-positive basis will be followed up 180 days after each occurrence.

The OIC placement and follow-up activity is provided through the OIC Placement Service Staff. The purpose of the approach is that of providing each participant with a single staff group responsible for his or her progress. Within the group, various skills and perceptions normally exist. The staff's responsibility is to develop and implement an employability plan which is consistent with the enrollee's capacities, credentials, and goals. The Placement Service Staff is therefore a natural vehicle to provide further counsel and follow-up after employment for both the employee and employer.

Within the OIC program, placement can be either by direct (an individual who has been placed by OIC after only receiving supportive services), indirect (an individual who has received training in at least one classroom type of activity prior to employment) or self placement (a participant while receiving training finds his or her own unsubsidized employment) methods. Placement is not valid until the individual has reported to work. At this point, the follow-up activity takes over. Records are maintained for each successful placement on a 30, 60, 90 day basis. Within this time frame, a minimum of three visitations to the employer's site are made by the Services Staff for counseling and interview purposes. If problems have arisen, more visits occur and/or further referrals for supportive services are made. During this

ninety day period, records are maintained by OIC, relative to said employee's progress. Termination follow-up will be maintained 180 days after a termination has occurred.

The Rhode Island Hometown Plan experiences direct placements. The Hometown Plan recruits and signs up eligible participants and places all enrollees into a holding category. As jobs are developed, direct placement is made from the holding category. One other category of planned placements occur within the Hometown Plan, that of other positive placements. According to the Hometown Plan, the objective is to place minorities into specific unionized building trades at a rate of eighty per year. However, since opportunities arise to place minorities in non-union jobs, the Hometown Plan does so and records such placement as other positive placement. Self-Placements do not occur within the Hometown Plan due to the fact that jobs normally are up front prior to transferring a participant directly from the holding category to the placement category.

The Hometown Plan, as differentiated from OIC, does not validate an employee as placed, until such employee has been on the job for thirty days.

Additional records maintained by the Hometown Plan for each placement include for each individual placed; the name, address, social security number; the trade and classification in which each is employed; employee's status; union status; employer; wage rate; work record and training status. Field Representatives employed by the Hometown Plan maintain a regular relationship with each employee and employer during the first three months

of employment.

The Title II PSE program will verify placements utilizing a system similar to that utilized by other Title I sub-grantees. The system involves an exit interview between a counselor and the participant which results in a form filled out that is attached to a Client Status Change Notice and Termination Notice. The information contained within these three forms provide a complete history of the client as well as placement information. For employment terminations, a follow-up will be accomplished on a 30-60-90 day basis through contact with the employer, terminated individual or his or her relative. For other positive and non-positive terminations, follow-up will be accomplished on a 180 day basis after termination through contact with the individual or relative. A participant is counted as placed from the PSE program if said participant appears on the job the first day after placement occurs.

As discussed earlier in Part C IC3a, as part of the Prime Sponsor's management and administrative plan, the Prime Sponsor's staff function of management will also emphasize the monitoring and assessment of placement and follow-up functions including examination of work sites, interviewing of both the employee and employer to determine their respective attitudes and needs, as well as the traditional types of desk monitoring and assessment.

IC3c PRIME SPONSOR ORGANIZATIONAL STRUCTURE

Presented for consideration are 6 functional organization charts:

- TABLE 19 Prime Sponsor Functional Organization
- TABLE 20 Prime Sponsor Administrative Staff by Function,  
Position and Percent of time allocated to CETA
- TABLE 21 Functional Relationships of Agents
- TABLE 22 OIC Functional Organization
- TABLE 23 CETA In School Functional Organization
- TABLE 24 R.I. Hometown Functional Organization

The organizational chart of the Title II PSE Program will be submitted as an addendum to this application at the time such narrative is presented.

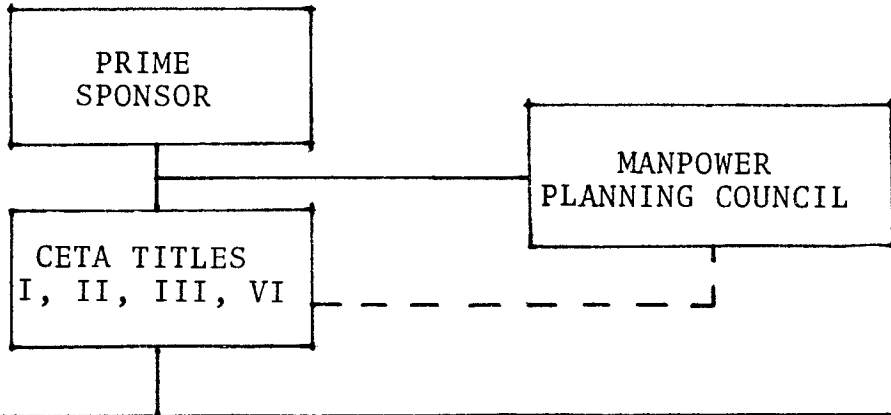
As illustrated in the accompanying tables each Agent has a slightly different organizational setup. In the city's opinion, however, each organizational structure allows for basic organizational functions to take place; including direction, definition and allocations of responsibility, delegation of authority, span of control, management hierarchy and functional interchange. The structures have been designed to promote both formal and informal relationships considering such factors as client flow, mix of activities and service, and specific skills, interests and

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specialties of staff members.

The basic structure of each organizational unit will collectively insure that capabilities exist to extend a maximum effort towards achieving the provisions of the FY76 PROVIDENCE CETA PROGRAM.

TABLE 19 Prime Sponsor Functional Organization



| ADMINISTRATION                      |   |
|-------------------------------------|---|
| * RECOMMEND AND IMPLEMENT POLICY    | * PERSONNEL ADMINISTRATION                            |
| * MANPOWER PLANNING COUNCIL SUPPORT | * EQUAL EMPLOYMENT OPPORTUNITY AND AFFIRMATIVE ACTION |
| * CITY ADMINISTRATION SUPPORT       | * CETA STAFF SUPERVISION                              |
| * LIAISON WITH D.O.L.               |   |
| * CONTRACT DEVELOPMENT              |   |
| * PUBLIC RELATIONS                  |   |

| MANAGEMENT, ASSESSMENT AND OPERATIONS  |  |
|--|--|
| MIS                                    | FINANCE  |
| PROGRAMMATIC ASSESSMENT & VERIFICATION | * FINANCIAL ASSESSMENT & VERIFICATION                    |
| PROGRAMMATIC AUDITS                    | * FINANCIAL AUDITS                                       |
| PROGRAMMATIC DOL REPORT SUPPORT        | * FINANCIAL DOL REPORT SUPPORT                           |
| CETA STAFF REPORTS                     | * CETA STAFF REPORTS                                     |
| PROGRAMMATIC CONTRACT COMPLIANCE       | * FINANCIAL CONCEPT DEVELOPMENT                          |
| TECHNICAL ASSISTANCE                   | * FINANCIAL CONTRACT COMPLIANCE                          |
| PROGRAMMATIC CONCEPT DEVELOPMENT       | * TECHNICAL ASSISTANCE                                   |
|  | * ALLOWANCE PAYMENT SYSTEM SUPPORT                       |
|  | * PAYROLL, PURCHASING, PROCUREMENT AND INVENTORY CONTROL |

TABLE 20 Prime Sponsors Administrative Staff by Function, Position and Percent of time Allocated to CETA

| ADMINISTRATION                 |      |
|--------------------------------|------|
| DIRECTOR                       | 20%  |
| DEPUTY DIRECTOR                | 100% |
| CLERK IV                       | 100% |
| PERSONNEL TECHNITION           | 100% |
| EEO TECHNITION                 | 100% |
| ADMINISTRAIVE ASSISTANT        | 40%  |
| RECEPTIONIST-SWITCHBOARD OPER. | 40%  |
| DUPLICATING EQUIPMENT OPER.    | 40%  |

| MANAGEMENT, ASSESSMENT AND OPERATIONS |      |                                  |      |
|---------------------------------------|------|----------------------------------|------|
| <u>MIS</u>                            |      | <u>FINANCE</u>                   |      |
| CHIEF MIS                             | 100% | CHIEF FISCAL AFFAIRS             | 60%  |
| SENIOR MIS RESEARCH ASSISTANT         | 100% | SENIOR FISCAL RESEARCH ASSISTANT | 100% |
| RESEARCH ASSISTANT                    | 100% | ACCOUNTANT II                    | 20%  |
| SENIOR MIS RESEARCH ASSISTANT         | 80%  |                                  |      |

TABLE 21 Functional Relationships of Agents

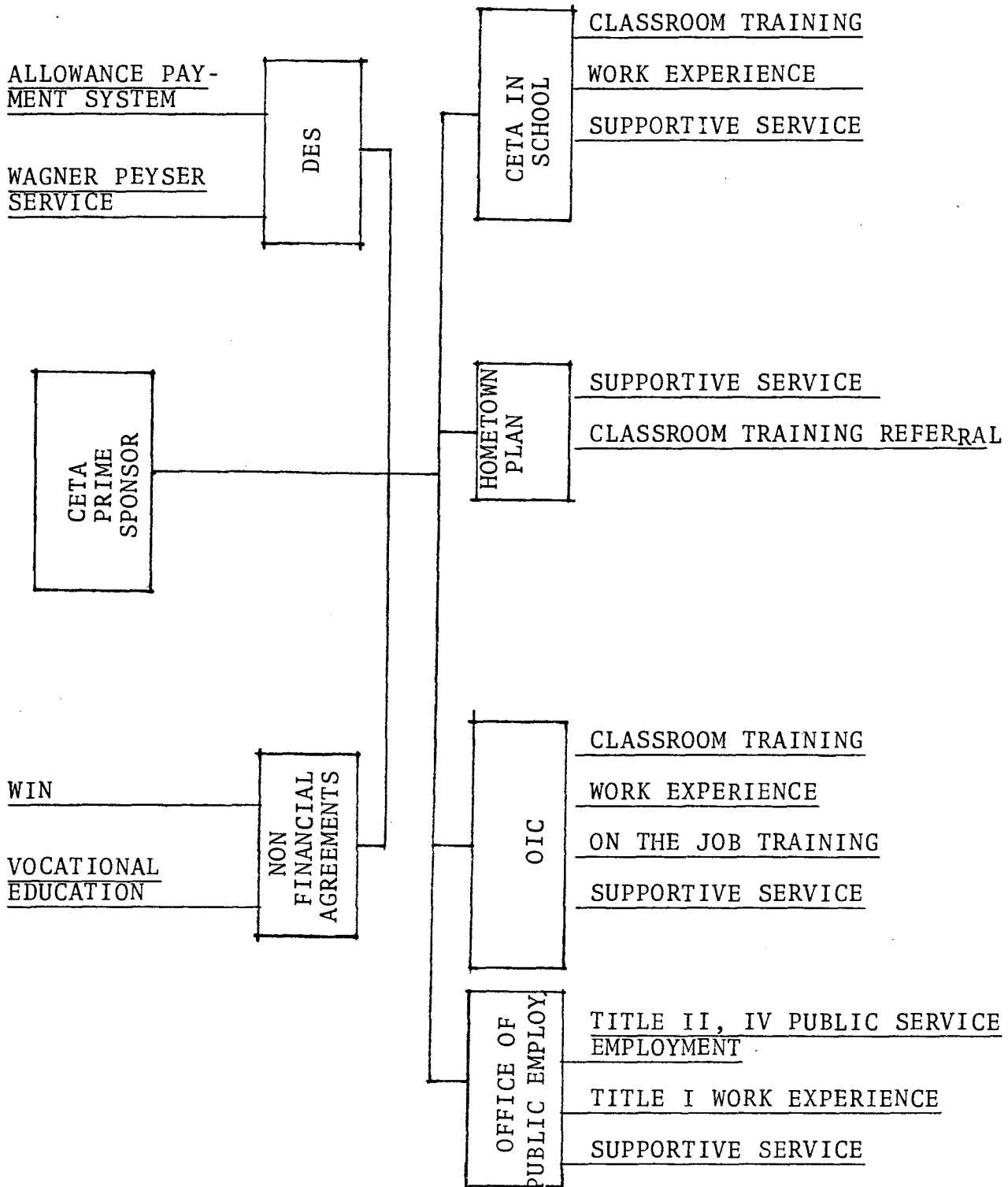




TABLE 24 Rhode Island Hometown Functional Organization

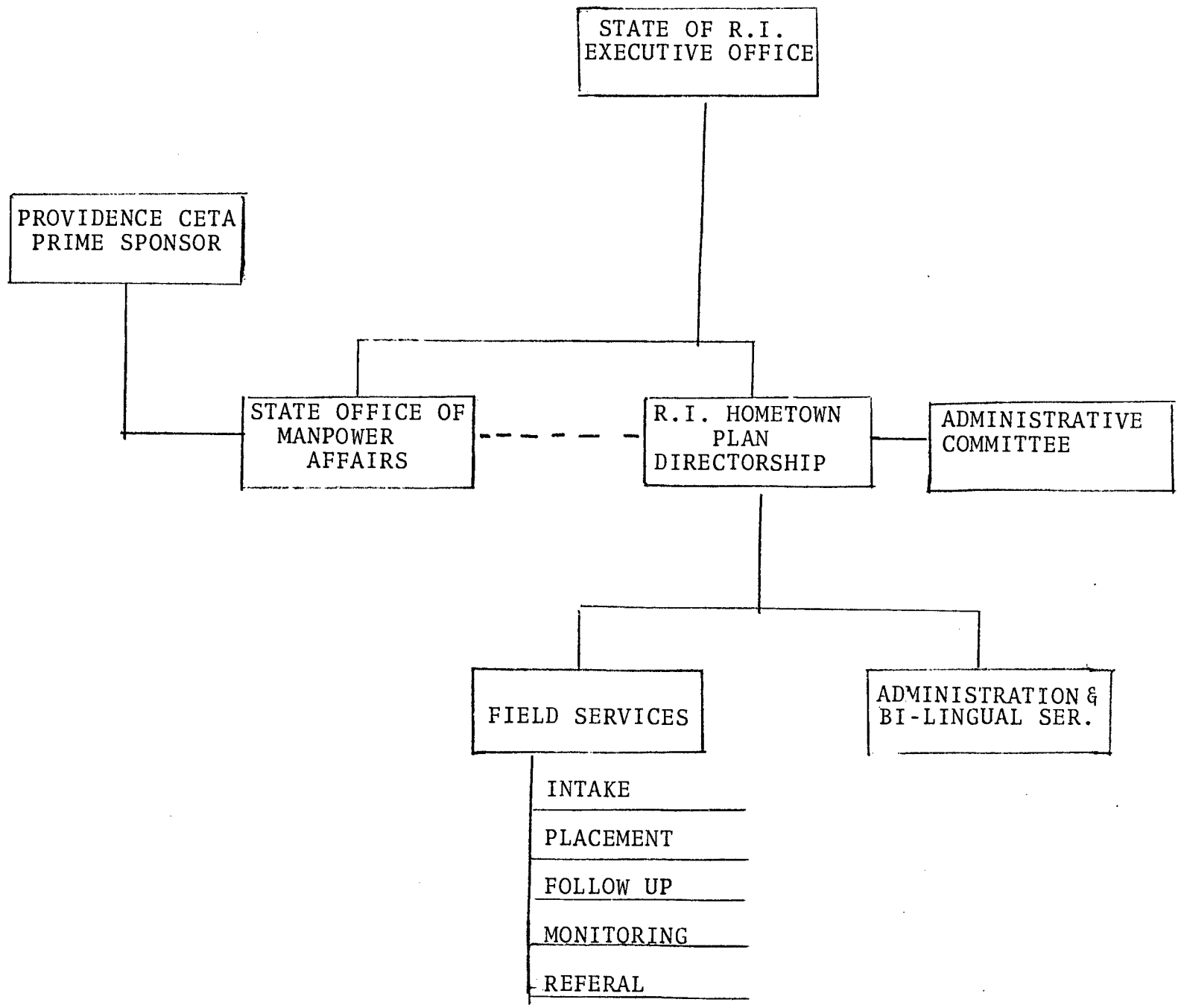


TABLE 22 OIC Functional Organization

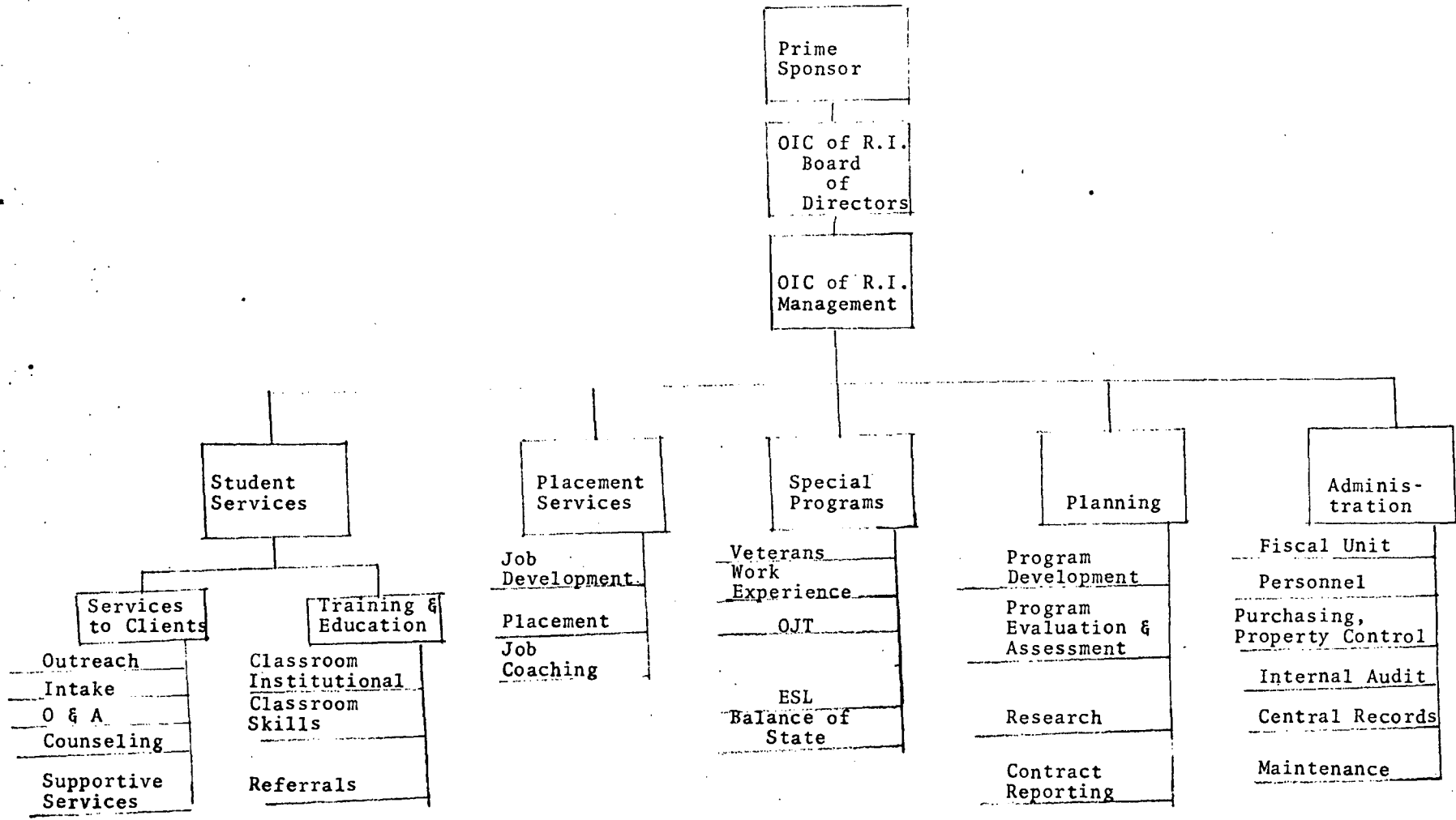
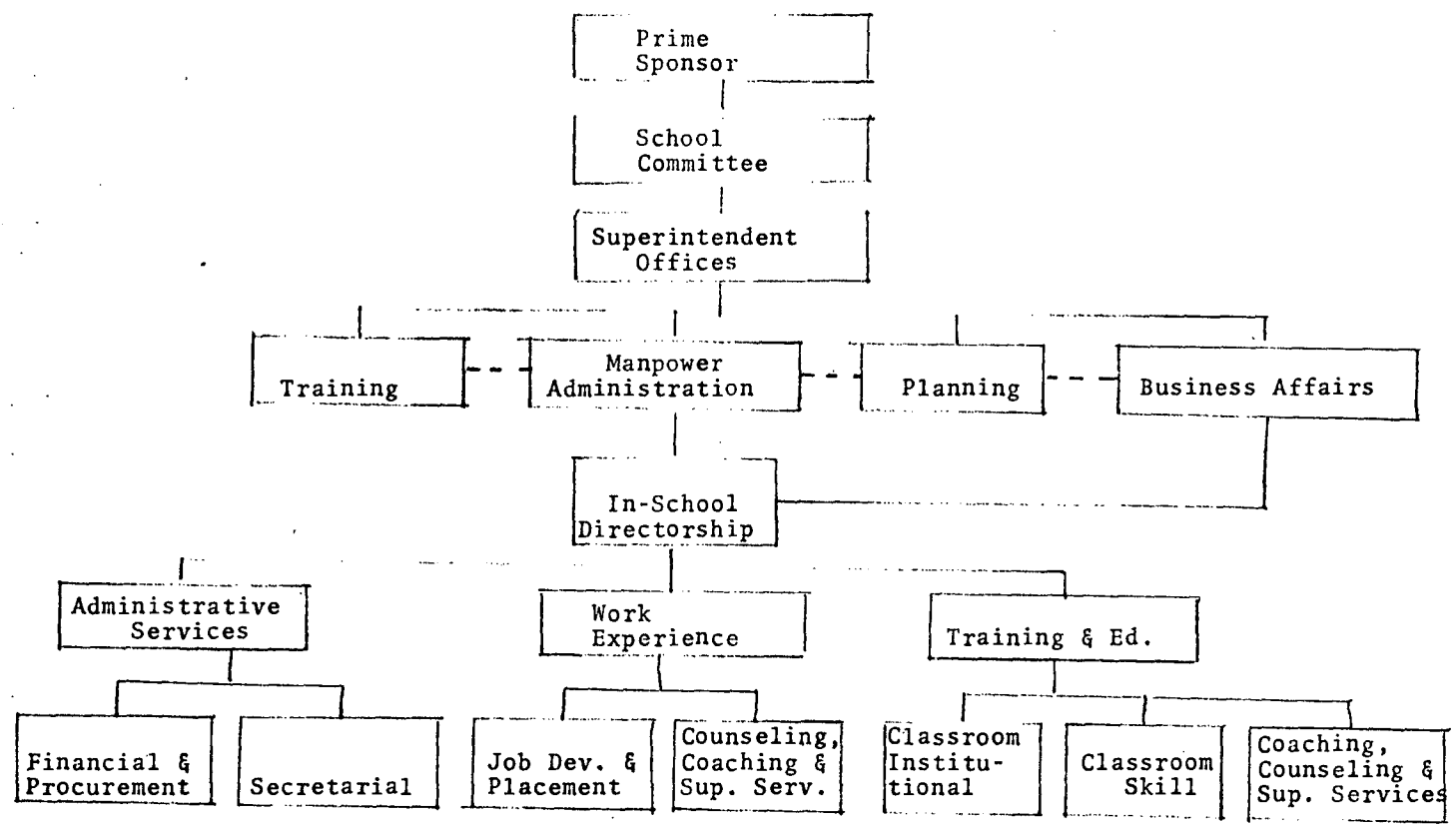


TABLE 23 CETA In School Functional Organization



IC 3d Allowance Payment System

In accordance with Paragraph 95.34 "Training Allowances" of the proposed Federal Register, Volume 40, Number 46, March 7, 1975, and the CETA Technical Assistance Guide "Procedure for Payment of Training Allowances and Expenses", a unified allowance payment system shall be established and maintained. In FY 75, the State Department of Employment Security has been subcontracted by the City for the purpose of providing a unified allowance payment system. A copy of such subcontract which specifies in detail the contents of the unified system has previously been submitted to the Department of Labor. In FY 76, the City will either continue its subcontractual arrangements with the Department of Employment Security or conduct the system itself. The decision rests mainly on two factors: (1) the willingness of the City and capability of the City to undertake this effort and; (2) the cost to the City in relationship to the cost of the system with DES. The decision will be firmed up prior to the commencement of FY 76 activities, and a copy of the subcontract will be forwarded to the Department of Labor. Regardless of the sponsor of the unified allowance payment system, the system's design will be similar to that which currently is in operation.

IC 3e Review System for Handling Pre-Grievances

As stated in IC 3f below, the CETA EEO Technition as one of his or her responsibilities will have the task of designing, implementing and publicizing a unified process for the resolution of issues which may arise between a participant, potential participant or staff member and the subgrantee and/or Prime Sponsor.

In FY 75 each CETA subgrantee had an internal system of handling issues arrising from participants, staff, or potential participants. Only one such issue failed to be resolved at the subgrantee level. The CETA EEO Officer therefore entered the process as an independent arbitrator and ultimately the issue was resolved to the satisfaction of all involved parties.

The practice of the EEO Officer as an arbitrator is as follows:

1. Interviews complainant and records his or her statement.
2. Prepares typewritten statement.
3. Reviews typewritten statement with complainant and modifies if necessary until the complainant agrees with the statement.
4. Provides a copy of the statement to the complainant.
5. Meets with parties involved other than the complainant and repeats steps 1-4 above.
6. Brings all parties together to achieve resolution.
7. Upon resolution submits a written report to all parties.
8. If resolution can not be achieved notifies the complainant in writting of the official grievance process available.

In Fy 76 the CETA EEO Officer will establish a unified system applicable to all subgrantees for resolving issues and will establish and publicize a standard grievance procedure.

IC 3f Non-Discrimination and Equal Employment Opportunity

An immediate posture of the Mayor of the City of Providence upon assuming office in January 1975 was the establishment of a twenty-one member task force for the purpose of recommending an equal employment opportunity and affirmative action plan to the Mayor accompanied by a program design to effectuate its implementation. Once adopted, the plan and implementation mechanism will be applied city wide affecting all departments, divisions, agencies, organizations, and contractors which the Mayor has direct or indirect influence over. Time schedules now available indicate that a draft of the task force's recommendations will be reviewed by the Mayor in early May with full implementation tentatively projected for Fiscal Year 1976.

Where conflicts may occur between the City's Plan and implementation mechanism and the CETA Plan and implementation mechanism, the City's will take precedence.

In FY 76 the CETA administrative staff will work towards the strengthening and expansion of its FY75 equal employment opportunity<sup>61</sup> and affirmative action<sup>62</sup> efforts.

During FY 75 each CETA sub-grantee developed an equal employment and affirmative action program and the CETA staff commenced analyzing data relative to racial-ethnic, age, sex, position, and salary characteristics of all CETA employees. The staff also began the analysis of CETA placements according to racial-ethnic, age, and sex characteristics

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61. Equal Employment Opportunity is used in the context of individuals having an equal opportunity to compete for and obtain employment and training.

62. Affirmative action is used in the context of avoiding under-utilization or over-utilization of women and minority groups in training or in staffing in relationship to the target population to be served.

in relationship to occupation wages and training activity. In FY 75 a CETA staff member was also assigned, as a part-time responsibility, equal employment opportunity and affirmative action functions.

In Fiscal Year 1976, in order to assure an effective CETA EEO program, a full-time EEO position directly responsible to the CETA Director will be established. The general EEO and AA goals shall be based upon the assumption that:

- . Discrimination in employment and/or training based upon race, color, national origin, sex, age, handicap, religion, political affiliation, or beliefs shall be prohibited,<sup>63</sup>
- . All individuals shall have an equal opportunity to compete for and obtain employment and for training based upon personal merit and fitness for a particular assignment.<sup>64</sup>
- . EEO and AA mechanisms shall be fully intergrated with the other elements of the CETA Program, policy and management practices.

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63. Pursuant to Part 98.21 of Vol. 40, No. 46, of the Proposed Federal Register 37.75, the prohibition against age discrimination shall not be interpreted to prohibit establishment of training and employment programs under the Act designed to serve the legitimate needs of specific age groups. The prohibition against age discrimination shall not be interpreted to prohibit establishment of bonafied qualifications for participation in any program under the Act.

64. Precluded from this effort shall be the imposition of quotas or preferential hiring systems.

The responsibilities of the CETA EEO staff member will included:

- . To develop for the Director an EEO policy declaration.
- . To act as the focal point for all EEO activities, particularly development and implementation of the effective (affirmative) action plan.
- . To take the lead in the development of policies, objectives, and guidelines for a unified and intergrated program of equal employment opportunity.
- . To encourage adequate review of the comprehensive manpower plan by community groups to ensure responsiveness to various minority groups.
- . To inititiate and conduct pre-award compliance reviews and investigations of any existing complaints against a potential sub-grantee or contractor.
- . To plan and implement a system for monitoring compliance with EEO standards.
- . To review and analyze management data and operating reports for the purpose of initiating and/or recommending appropriate actions.
- . To design and implement a system for receiving and investigating complaints of discrimination.
- . To provide expertise and knowledge in the conciliation and negotiation of EEO matters.
- . To provide training and technical assistance to all staff components relating to various responsibilities in the equal employment opportunity program.



- . To establish and maintain liaison with Federal, State or local EEO units, other government EEO organizations such as EEOC, OFFCC, and FEPC, State Civil Rights agencies, and with minority groups and other public or private organizations concerned with equal employment opportunity.
- . To maintain records of all EEO and AA activities.

In order to carryout the responsibilities as identified above reliance will be placed on the utilization of the "how to" suggestions promulgated by the Department of Labor through EEO related training publications issued periodically throughout Fiscal Year 1975.<sup>65</sup>

Technical assistance will be requested from the Department of Labor, on an as-needed basis, and the EEO staff member will continue to take advantage of Department of Labor MTI courses relating to non-discrimination and equal employment opportunity.

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65. Publications include a "Guide to an Effective Mechanism for Assuring EEO," "Equal Empl. Opportunity Management Planning," "EEO TAG," Design for Community Rel. Program Planning for EEO Activities."

Part C

IC4 Analysis of FY75 CETA Activities

The following six tables illustrate cumulative performance by aggregated data of the Providence CETA program through the end of the third quarter (March 31, 1975) of Fiscal Year 1975.

Although the statistics are self explanatory two areas are perhaps noteworthy of further comment. As indicated in the Title I Enrollment and Termination Summary, the City has achieved 73% of its placement goal. In May 1974, at the time the goal was established, it was not foreseen that the unemployment rate which was in the 7% range would increase to the 18% range in a year's period. Thus for the City to achieve 73% of its placement goal during a period of escalating unemployment is, the City feels, a very positive situation.

The second comment is offered relative to the achievement of service goals oriented toward the Spanish surname population. Throughout the CETA program, there has been a continual problem in the recruitment of Spanish clientel. Towards alliviating this problem and increasing the participation of Spanish individuals in the CETA process, OIC, as the major deliverer of services for the Spanish population has in April 1975, convened a special task force comprised of representatives of a number of Spanish speaking organizations and client groups. It is hoped that through the participation of this task force, an improved effort can be maintained in services oriented towards the Spanish population.

The following tables for the period ending March 31, 1975  
include:

Table 25 Title I Enrollment and Termination Summary

Table 26 Title I Individuals Served by Significant Segments

Table 27 Title I Program Activity Expenditures

Table 28 Title II & VI Enrollment and Termination Summary

Table 29 Title II & VI Individuals Served by Significant Segments

Table 30 Title II & VI Program Activity Expenditures

Table 25 Enrollment and Termination Summary Title I As of March 31, 1975

| SUBGRANTEE                                | Total Individuals Served |            |          | Total Individuals Terminated |        |          | Total Individuals Entering Employment |        |          | Direct Placements |        |          | Indirect Placements |        |          | Self Placements |        |          | Other Positive Terminations |        |          | Non Positive Terminations |        |          | Total Individuals Enrolled End of 3rd Quarter |        |          |
|---|--------------------------|------------|----------|------------------------------|--------|----------|---------------------------------------|--------|----------|-------------------|--------|----------|---------------------|--------|----------|-----------------|--------|----------|-----------------------------|--------|----------|---------------------------|--------|----------|---|--------|----------|
|   | planned (P)              | actual (A) | % A to P | planned                      | actual | % A to P | planned                               | actual | % A to P | planned           | actual | % A to P | planned             | actual | % A to P | planned         | actual | % A to P | planned                     | actual | % A to P | planned                   | actual | % A to P | planned                                       | actual | % A to P |
| OIC                                       | 1232                     | 1296       | 105%     | 703                          | 816    | 116%     | 488                                   | 326    | 67%      | 75                | 101    | 135%     | 375                 | 216    | 58%      | 38              | 9      | 24%      | 53                          | 178    | 336%     | 162                       | 312    | 193%     | 529   | 480    | 91%      |
| CETA IN SCHOOL                            | 575                      | 934        | 162%     | 65                           | 57     | 81%      | 0                                     | 7      | 0        | 0                 | 0      | 0        | 0                   | 0      | 0        | 0               | 7      | 0        | 20                          | 0      | 0        | 45                        | 50     | 111%     | 510   | 877    | 169%     |
| CETA OUT OF SCHOOL                        | 63                       | 70         | 111%     | 49                           | 37     | 75%      | 30                                    | 5      | 17%      | 10                | 0      | 0        | 16                  | 3      | 19%      | 4               | 2      | 50%      | 7                           | 11     | 157%     | 12                        | 21     | 175%     | 14  | 33     | 236%     |
| R. I. HOMETOWN PLAN                       | 143                      | 142        | 99%      | 28                           | 142    | 507%     | 17                                    | 102    | 600%     | 9                 | 102    | 113%     | 8                   | 0      | 0        | 0               | 0      | 0        | 11                          | 0      | 0        | 0                         | 40     | 0        | 115   | 1      | 1%       |
| STATE OF R. I. OFFICE OF MANPOWER AFFAIRS | 306                      | 101        | 33%      | 175                          | 62     | 35%      | 136                                   | 51     | 38%      | 0                 | 0      | 0        | 136                 | 51     | 35%      | 0               | 0      | 0        | 0                           | 0      | 0        | 39                        | 11     | 28%      | 131   | 39     | 30%      |
| TOTAL CETA TITLE I                        | 2319                     | 2543       | 110%     | 1020                         | 1114   | 109%     | 671                                   | 491    | 73%      | 94                | 203    | 216%     | 535                 | 270    | 50%      | 42              | 18     | 43%      | 91                          | 189    | 208%     | 258                       | 434    | 168%     | 1299  | 1430   | 110%     |



Table 27 Expenditures by Program Activity Title I as of March 31, 1975

| SUBGRANTEE                                | Total Program Activity Expenditures |            |          | Classroom Training |            |          | On the Job Training |            |          | Public Service Employment |            |          | Work Experience |            |          | Services to Clients |            |          | Other Activities |            |          |
|---|-------------------------------------|------------|----------|--------------------|------------|----------|---------------------|------------|----------|---------------------------|------------|----------|-----------------|------------|----------|---------------------|------------|----------|------------------|------------|----------|
|   | planned (P)                         | actual (A) | % A to P | planned (P)        | actual (A) | % A to P | planned (P)         | actual (A) | % A to P | planned (P)               | actual (A) | % A to P | planned (P)     | actual (A) | % A to P | planned (P)         | actual (A) | % A to P | planned (P)      | actual (A) | % A to P |
| COIC                                      | 1756                                | 1580       | 90%      | 983                | 804        | 82%      | 12                  | 0          | 0        |                           |            |          | 387             | 407        | 105%     | 374                 | 369        | 99%      |                  |            |          |
| CETA IN SCHOOL                            | 507                                 | 491        | 98%      | 128                | 115        | 90%      |                     |            |          |                           |            |          | 373             | 376        | 101%     |                     |            |          |                  |            |          |
| CETA OUT OF SCHOOL                        | 68                                  | 61         | 89%      |                    |            |          |                     |            |          |                           |            |          | 68              | 61         | 89%      |                     |            |          |                  |            |          |
| R. I. HOMETOWN PLAN                       | 18                                  | 17         | 92%      |                    |            |          |                     |            |          |                           |            |          |                 |            |          | 18                  | 17         | 92%      |                  |            |          |
| STATE OF R. I. OFFICE OF MANPOWER AFFAIRS | 376                                 | 105        | 28%      | 215                | 92         | 43%      | 161                 | 13         | 8%       |                           |            |          |                 |            |          |                     |            |          |                  |            |          |
| TOTAL CETA TITLE I 66                     | 2719                                | 2254       | 83%      | 1326               | 1011       | 76%      | 173                 | 13         | 8%       |                           |            |          | 828             | 844        | 102%     | 392                 | 386        | 98%      |                  |            |          |

66. Does not include DES or CETA Admin. expenditures.







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Table 30 Expenditures by Program Activity Title II & VI as of March 31, 1975

| SUBGRANTEE   | Total Program Activity Expenditures |            |            | Classroom Training |            |          | On the Job Training |            |          | Public Service Employment |            |            | Work Experience |            |          | Services to Clients |            |          | Other Activities |            |          |
|--|-------------------------------------|------------|------------|--------------------|------------|----------|---------------------|------------|----------|---------------------------|------------|------------|-----------------|------------|----------|---------------------|------------|----------|------------------|------------|----------|
|  | planned(P)                          | actual (A) | % A to P   | planned(P)         | actual (A) | % A to P | planned(P)          | actual (A) | % A to P | planned (P)               | actual(A)  | % A to P   | planned(P)      | actual (A) | % A to P | planned(P)          | actual (A) | % A to P | planned(P)       | actual (A) | % A to P |
| CITY OF PROVIDENCE<br>OFFICE OF PUBLIC<br>EMPLOYMENT<br>TITLE II | 617                                 | 532        | 86%        |                    |            |          |                     |            |          | 617                       | 532        | 86%        |                 |            |          |                     |            |          |                  |            |          |
| CITY OF PROVIDENCE<br>OFFICE OF PUBLIC<br>EMPLOYMENT<br>TITLE VI | 282                                 | 236        | 84%        |                    |            |          |                     |            |          | 282                       | 236        | 84%        |                 |            |          |                     |            |          |                  |            |          |
| <b>TOTAL CETA<br/>TITLES II &amp; VI</b>                         | <b>899</b>                          | <b>768</b> | <b>85%</b> |                    |            |          |                     |            |          | <b>899</b>                | <b>768</b> | <b>85%</b> |                 |            |          |                     |            |          |                  |            |          |
|  |                                     |            |            |                    |            |          |                     |            |          |                           |            |            |                 |            |          |                     |            |          |                  |            |          |
|  |                                     |            |            |                    |            |          |                     |            |          |                           |            |            |                 |            |          |                     |            |          |                  |            |          |
|  |                                     |            |            |                    |            |          |                     |            |          |                           |            |            |                 |            |          |                     |            |          |                  |            |          |

The following four tables for the period July 1, 1974 through January 31, 1975 contain data relative to:

Table 31 CETA Title I Placements by Occupation and Industry

Table 32 Characteristics of CETA Title I Placements by Occupation  
Sex, and Race

Table 33 Wage and Salary Characteristics of CETA Title I Placements  
by Occupations

Table 34 Comparison of CETA Title I Placements to DES Placements,  
Characteristics of the Unemployed, Growth Demand of Occupations.

References have been made to the information contained in these tables in earlier sections of this grant application. However, the tables are presented here in their entirety as the conclusions evident from these tables are important in determining the success of the first seven months of Title I Program activities, especially in light of the city's unemployment rate. In addition the data contained within these four tables contribute heavily to the FY76 Program Design Justification.

It is important to note that while the analysis for the months of February and March 1975 are not contained within these four tables, the program succeeded in placing an additional 126 enrollees in unsubsidized employment during these two months in comparable situations. This we might add occurred with the city's unemployment rate running in the 17 - 18% range.

Table 31

CETA Title I Placements by Occupation and Industry

July 1, 1974 - January 31, 1975

| OCCUPATIONAL<br>CATEGORY                      | Total Individuals<br>Placed | Subtotal: Individuals<br>placed from OIC | Subtotal: Individuals<br>placed all others | Total Individuals placed by Industry |               |                           |                         |                                    |          |            |
|---|-----------------------------|--|--|--------------------------------------|---------------|---------------------------|-------------------------|------------------------------------|----------|------------|
|   |                             |  |  | CONSTRUCTION                         | MANUFACTURING | TRANSP., COMM., PUB. UTIL | WHOLESALE, RETAIL TRADE | FINANCE, INSURANCE,<br>REAL ESTATE | SERVICES | GOVERNMENT |
| Professional, Technical<br>Managerial, & Rel. | 51                          | 44                                       | 7  |                                      | 7             |                           | 6                       | 2                                  | 20       | 16         |
| Clerical & Kindred                            | 56                          | 53                                       | 3  | 2                                    | 7             | 2                         | 12                      | 13                                 | 16       | 4          |
| Sales   | 28                          | 28                                       | 0  |                                      | 2             |                           | 19                      |                                    | 7        |            |
| Service, exc, hsehld.                         | 31                          | 27                                       | 4  |                                      | 1             |                           | 3                       |                                    | 24       | 3          |
| Craftsman                                     | 134                         | 38                                       | 96   | 70                                   | 54            |                           | 6                       |                                    | 4        |            |
| Operatives                                    | 50                          | 42                                       | 8  | 5                                    | 34            | 1                         | 3                       |                                    | 4        | 3          |
| Non Farm Laborers                             | 15                          | 0  | 15   | 15                                   |               |                           |                         |                                    |          |            |
|   |                             |  |  |                                      |               |                           |                         |                                    |          |            |
|   |                             |  |  |                                      |               |                           |                         |                                    |          |            |
|   |                             |  |  |                                      |               |                           |                         |                                    |          |            |
| TOTAL   | 365                         | 232                                      | 133  | 92                                   | 105           | 3                         | 49                      | 15                                 | 75       | 26         |

Table 32

Characteristics of CETA Title I Placements July 1, 1974 - Jan. 31, 1975

by Occupation, Sex, and Race

| OCCUPATIONAL<br>CATEGORY                    | Placement Characteristics   |                    |                  |                   |                   |                   |  |  |  |  |  |
|---|-----------------------------|--------------------|------------------|-------------------|-------------------|-------------------|--|--|--|--|--|
|   | Total Individuals<br>Placed | Female Individuals | Male Individuals | White Individuals | Black Individuals | Other Individuals |  |  |  |  |  |
| Professional, Techn.,<br>Managerial, & Rel. | 51                          | 30                 | 21               | 22                | 27                | 2                 |  |  |  |  |  |
| Clerical & Kindred                          | 56                          | 42                 | 14               | 18                | 34                | 4                 |  |  |  |  |  |
| Sales                                       | 28                          | 9                  | 19               | 8                 | 19                | 1                 |  |  |  |  |  |
| Service, exc hsehd.                         | 31                          | 17                 | 14               | 20                | 11                |                   |  |  |  |  |  |
| Craftsman                                   | 134                         | 5                  | 129              | 46                | 75                | 13                |  |  |  |  |  |
| Operatives                                  | 50                          | 19                 | 31               | 19                | 29                | 2                 |  |  |  |  |  |
| Non Farm Laborers                           | 15                          | 0                  | 15               | 0                 | 15                | 0                 |  |  |  |  |  |
| % of Total                                  | 100%                        | 33%                | 67%              | 36%               | 58%               | 6%                |  |  |  |  |  |
| Total Individuals                           | 365                         | 122                | 243              | 133               | 210               | 22                |  |  |  |  |  |

Table 33

Wage and Salary Characteristics of CETA Title I Placements by Occupation

July 1, 1974 - January 31, 1975

| OCCUPATIONAL CATEGORY            | Total Individuals Placed | OIC Placements                                       |                                    |   |                                      | All CETA Title I Placements including OIC |                                    |   |                             | Wage Diff.  |   |
|----------------------------------|--------------------------|--|------------------------------------|---|--------------------------------------|---|------------------------------------|---|-----------------------------|---|---|
|                                  |                          | Average Hourly Wage before training or CETA services | Average Hourly Wage upon Placement | Average yearly salary before CETA training or services <sup>2</sup> | Average Yearly Salary upon placement | Average Hourly Wage before <sup>1</sup>   | Average Hourly Wage upon placement | Average yearly Salary before <sup>2</sup> | Average Yearly Salary after | Average Annual Salary difference before, after OIC Placements | Aver. Ann. Sal. diff. before, after total placements, includ, OIC |
| Professional, tech., Man. & Rel. | 51                       | \$2.37   | \$2.85                             | \$4,930   | \$5,928                              | \$2.65                                    | \$3.03                             | \$5,512                                   | \$6,302                     | +\$998  | +\$890  |
| Clerical & Kindred               | 56                       | \$2.29   | \$2.63                             | \$4,763   | \$5,470                              | \$2.17                                    | \$2.60                             | \$4,514                                   | \$5,408                     | +\$707  | +\$894  |
| Sales                            | 28                       | 2.70   | 2.90                               | 5,616   | 6,032                                | 2.70                                      | 2.90                               | 5,616                                     | 6,032                       | +416.   | +416.   |
| Service, exc hsehd.              | 31                       | 2.29   | 2.81                               | 4,763   | 5,845                                | 1.99                                      | 2.72                               | 4,139                                     | 5,658                       | +1,082  | +1,519  |
| Craftsman                        | 134                      | 2.78   | 3.40                               | 5,782   | 7,072                                | 3.81                                      | 4.84                               | 7,925                                     | 10,067                      | +1,290  | +2,142  |
| Operatives                       | 50                       | 2.67   | 2.93                               | 5,554   | 6,090                                | 2.54                                      | 2.96                               | 5,283                                     | 6,157                       | +540  | +874  |
| Non Farm Laborers                | 15                       | --   | --                                 | --  | --                                   | 3.88                                      | 6.54                               | 8,070                                     | 13,603                      | --  | +5,533  |
|                                  |                          |  |                                    |   |                                      |   |                                    |   |                             |   |   |
|                                  |                          |  |                                    |   |                                      |   |                                    |   |                             |   |   |

<sup>1</sup>Average Hourly Wage before is based upon the wage earned the last time the individual worked.

<sup>2</sup>Average yearly salary based upon hourly salary x 40 hours x 52 weeks.

Table 34

Comparison of CETA Title I Placements to DES Placements

to Characteristics of the Unemployed and to Growth Demand of Occupations

July 1, 1974 - January 31, 1975

| July 1, 1974 - January 31, 1975            |   |                              |  |                                       |   |   |
|--|---|------------------------------|--|---------------------------------------|---|---|
| OCCUPATIONAL<br>CATEGORY                   | Total Providence<br>Individuals placed<br>DES | % of Total DES<br>Placements | Total Providence<br>CETA Title I Place-<br>ments | % of Total CETA Title<br>I Placements | Characteristics of the<br>insured unemployed:DES<br>% of Total <sup>1</sup> | % of Total demand by<br>occupation 1969-1975 <sup>2</sup> |
| Professional, tech.,<br>managerial, & rel. | 283   | 9.3                          | 51   | 14.0                                  | 8.1   | 22.3  |
| Clerical & Kindred                         | 552   | 18.1                         | 56   | 15.3                                  | 16.3  | 24.2  |
| Sales                                      | 143   | 4.7                          | 28   | 7.7                                   | *   | 9.1   |
| Service, exc hsehold                       | 536   | 17.6                         | 31   | 8.5                                   | 7.5   | 17.1  |
| Craftsman                                  | 594   | 19.5                         | 134  | 36.7                                  | 26.**   | 14.8  |
| Operatives                                 | 890   | 29.2                         | 50   | 13.7                                  | 31.***  | 9.2   |
| Non Farm Laborers                          | --  | --                           | 15   | 4.1                                   | --  | 0.2   |
| Other                                      | 49  | 1.6                          | --   | --                                    | 10.3  | 3.1   |
| Total                                      | 3047  | 100.0%                       | 365  | 100.0%                                | 100.0%  | 100.0%  |

<sup>1</sup>Based upon a 7 month average of monthly averages

<sup>2</sup>R.I. Industry & Occupational Projections 1969 - 1975, DES

\*Included in Clerical

\*\*Includes DES Category of structural work & machine trades

\*\*\*Includes DES Category of bench work, processing, Misc.

IC 4a Delivery Agents

The City of Providence, as prime sponsor of the Fiscal Year 1976 CETA Program, will as part of its Title I and Title II Program enter into Subgrant Agreements, <sup>67</sup> Financial Agreements of Understanding, <sup>68</sup> Contracts, <sup>69</sup> or Non-Financial Agreements <sup>70</sup> as the case may necessitate with the following agents for the purpose as defined in the tables below.

Table 35 FY 76 CETA Agents: Finances Exchanged

| Agent                           | Summarized Purpose  |
|---------------------------------|---|
| OIC<br><br>(Subgrant Agreement) | To provide adults, with emphasis on the age groups of 16-44, who are economically disadvantaged, or unemployed, with manpower services including outreach, recruitment, intake, assessment, orientation, counseling, coaching, institutional classroom training, skill training, work experience, OJT, job placement, and follow-through and supportive services including transportation, health family services, legal aide referral, and financial aide. |

67. Subgrant Agreements shall be used when the City enters into an assistance type of relationship with an independent non-City organization and where money is exchanged.

68. Financial Agreements of Understanding shall be used when the City enters into an assistance type of relationship with another City or quasi-city department, agency, or division and where money is exchanged.

69. Contracts shall be used when the City enters into a procurement relationship with a non-city or non-quasi city entity where price competition considerations are material, and where money is exchanged.

70. Non-Financial Agreement shall be used when the City enters into an assistance type of relationship with another entity where no money is exchanged between the two parties.

Table 35 FY 76 CETA Agents: (Continued)

| Agent  | Summarized Purpose  |
|--|---|
| Governor's Office of Manpower Affairs: R.I. Hometown Plan (Subgrant Agreement Title I)   | To promote an increase in the degree of minority employment in the building trades, for individuals 25 years of age and over.   |
| Providence Department of Public Schools (Financial Agreement of Understanding: Title I)  | To provide in-school disadvantaged students of Providence Public schools, ages 14-21 years, with work experience, classroom training, and supportive services.  |
| Office of Public Employment (Financial Agreement of Understanding: Title I FY 75 funds)  | To provide work experience up to 3 months duration as an alternative activity for OIC trained enrollees whom have not been placed in unsubsidized employment, and after 3 mos. if placement has not occurred to transition enrollees to Title II or VI P.S.E.   |
| Department of Employment Security (Contract: Title I) or City of Providence Finance Department (Financial Agreement of Understanding: Title I) | To provide a uniform system of allowance payments.  |
| Office of Public Employment (Financial Agreement of Understanding: Title II)   | To provide transitional public service employment for the unemployed, specifically the long term unemployed, with emphasis on the recruitment and selection of significant population segments (e.g. veterans, former manpower trainees, low income, minority, youths, spanish speaking and females.) |



Table 36 FY76 CETA Non-Financial Agreements

| Agent  | Summarized Purpose   |
|--|--|
| WIN/SRS/DES <sup>71</sup>                                      | To provide CETA training to a specified number of WIN eligible clients in light of the CETA Act of 1973 Section 105(a) 3D, and Social Security Act Amendments 1971, Section 432(d) |
| R.I. Dept. of Education:<br>Vocational Education <sup>72</sup> | To establish an ESL project and a health occupations project for economically disadvantaged Providence CETA enrollees.   |
| DES  | To provide certain services to Providence in light of the Wagner-Peyser Act.   |

The above designated agents have been included in the CETA delivery system in Fiscal Year 1976 based upon:

1. FY75 performance in meeting their respective goals and objectives (Refer to Section IC 4, "Analysis of FY75 CETA Activities" for details.)
2. Ability to provide those manpower services which the prime sponsor has determined as necessary to train or retrain the economically disadvantaged and the unemployed in order that they may gain the attitudinal and skill preparations in order to compete in the unsubsidized labor market.

Two FY75 Delivery Agents have been dropped from consideration in FY76, although their services will be in FY76 undertaken by either OIC or the Providence School Department.

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71. The FY75 non-financial agreement for 200 WIN eligibles was executed on Feb. 19, 1975 and became immediately operational.

72. The FY75 non-financial agreement was executed Oct. 16, 1975, however, as of April 22, 1975 the agreement had not yet been implemented.

The State of Rhode Island Office of Manpower Affairs, the entity to which in FY75, the City subcontracted its on-the-job training efforts, has decided that because of the weakened economy it can not adequately address both the needs of the City and the Balance of State. The Office has, therefore, decided to concentrate its efforts in addressing the Balance of State need only in FY 76. OIC will undertake the CETA OJT responsibilities in FY 76.

The CETA NYC Out-of-School Program which received CETA FY 75 funding will not be funded in FY 76. In FY 75 it was projected that through the first three quarters 48% of the total enrollees would enter unsubsidized employment, 11% would be "other positive terminations" (return to school, enter the armed forces or enter another manpower program) and 13% would be dropouts from the program. Actual performance indicate that 7% entered unsubsidized employment (80% of which entered at the minimum wage), 15% were other positive terminations (7% returned to school, 1% entered the armed forces, and 7% entered other manpower programs) and 30% of the enrollees were program dropouts. A major reason contributing to the low percentage of unsubsidized placements is the condition of the economy, reinforcing the adage that the least prepared are the least likely to be hired in recessionary times.

It has been decided that the clientel of the Out-of-School Program fall generally into two categories. One group, the so-called hard core trainee, tends to relate in a very limited fashion to either a Public School situation or a manpower effort. This group normally is isolated from returning to school and experiences an educational gap to such a dimension that they would become 16 year old oddities sitting in a 2nd or 3rd classroom level if they were to return to school.

The second group can be generally defined as potential returnees to school provided a major effort is extended towards counseling and motivating the individuals.

OIC will do the intake and testing for the entire client group. Those which are defined as potential school returnees will be assigned to the CETA In-School Program and those who are defined as hard core will be enrolled in OIC's efforts.

As previously stated, on October 16, 1974 a non-financial agreement was executed between the R. I. Department of Education and the City of Providence for the purpose of providing English as a second language training through OIC to approximately 60 Spanish speaking Providence clients and to provide through the WIN program training for a career as a pharmacy technician and/or operating room technician for approximately 10 Providence WIN eligibles. As of the date of this writing, April 22, 1975, the R. I. State Department of Education has not yet given Providence a notice to proceed. It appears that the bureaucratic process of the individual State Departments involved in this agreement, directly or indirectly are so complex that the definition of roles and responsibilities as a prerequisite to implementing the program is next to impossible to work out in an expedient manner in order to allow the program to proceed.

To address a non-financial agreement, at this time, for FY 76 when that which was intended for FY 75 is marred down in process is inappropriate.

It is the City's recommendation that the Department of Labor reanalyze the vocational education appropriation, program design, and contracting process for the purpose of expediting the process in order that the necessary services can be expeditiously offered for those clients most in need.

IC4b Duplication and Provision of Quality Service

As indicated in Section IC4a non-financial agreements are to be continued with WIN/SRS and DES in order to increase coordination with CETA, reduce service duplication and effectuate and maximize the services each agent offers.

Within the confines of the City of Providence there appears to be only one other manpower agent which seriously affects a portion of the clientel that the CETA program addresses. This agent, the Recruitment and Training Center indirectly funded by the Department of Labor through the R. & T. National Office coordinates its actions with both the Rhode Island Hometown Plan and OIC and regularly attends in a non-voting capacity the City's manpower council.

The City will in FY 76 attempt to identify HEW funded manpower related services affecting Providence residents, other than WIN, to establish where it's feasible coordinative relationships.

IC4c Coordination of Non-CETA Funded Services

In Section IC4a above, the coordinative aspects of the CETA program are discussed, incorporating a listing of non-CETA delivery agents with which non-financial agreements hopefully will be negotiated. In addition, where and when necessary, supportive services can be purchased through the CETA program for day care, legal services, transportation, and drug and alcoholic treatment.

IC4d Selection of Delivery Agents after Submission of Grant Application

Not applicable.

Part C

IC5a Ceta Cost Plan

The developmental process of the CETA Cost Plan mirrored the Department of Labor CETA cost model methodology and has been developed in light of and in conformance with the Act, the rules and regulations supporting the Act, and the Department of Labor determinations. The CETA planning staff has on file supportive justification and documentation relative to the determinations all costs.

It is the Prime Sponsor's contention that all costs as documented are justifiable and represent, at a minimum, that which is necessary to operate the CETA FY76 Program in order to accomplish the purpose and supportive goals and objectives. Exhibits 1, 2, 3, 4, 5, 6, and 7, as attached, represent the Cost Control Matrix Summary by Program Activities and Cost Category for all delivery agents. The cost matrixes form the base for the Budget Information Summary.

The following table represents an administrative cost summary based upon estimated actual expenditures for the CETA FY76 Program.

TABLE 37 SUMMARY OF FY76 ADMINISTRATIVE COSTS: TITLE I

| Delivery Agent                       | Administration Cost Category | % of Delivery Agent CETA Budget |
|--------------------------------------|------------------------------|---------------------------------|
| Prov. School Dept.<br>CETA In-School | \$ 92,277                    | 13.0%                           |
| OIC                                  | 465,920                      | 21.7%                           |
| R.I. Hometown Plan                   | 0                            | 0                               |

TABLE 37 SUMMARY OF FY76 ADMINISTRATIVE COSTS: TITLE I  
 (Continued)

| Delivery Agent                       | Administration Cost Category | % of Delivery Agent CETA Budget |
|--------------------------------------|------------------------------|---------------------------------|
| City CETA Admin. Staff               | \$102,050                    | 100%                            |
| DES or City Allowance Payment System | 54,000                       | 100%                            |
| TOTAL                                | \$714,247 <sup>73</sup>      | 23.5%                           |

TABLE 38 SUMMARY OF FY76 ADMINISTRATIVE COSTS: TITLE II

| Delivery Agent                   | Administration Cost Category | % of Delivery Agent CETA Budget |
|----------------------------------|------------------------------|---------------------------------|
| City Office of Public Employment | XXX <sup>74</sup>            | XXX <sup>74</sup>               |

Administrative costs were determined through the use of the Organizational Allocation Structure cost model, in which was listed each position, its corresponding salary and fringe benefits, program activity, cost category and percent allocation to each. Indirect overhead (e.g. heat, rent, utilities, xerox, etc.) costs were computed and were added to direct overhead to form the overall administrative overhead budget, which in turn was pro-rated among the various program activities on a proportional basis.

73. \$714,247 is 23.5% of \$3,038,958.

74. The administrative cost and corresponding % of the City's FY76 Title II Program will be determined at such time as the Title II Grant Application is submitted to DOL.

Based upon the work program and organizational structure of each delivery agent, judgments were made as to whether a staff member's time was devoted to administrative functions or devoted to operational functions (e.g. direct staff member-client relationship). In many cases positions were pro-rated on a time shared basis between administration and operations.

As viewed in Table 37, the overall administrative costs of the Providence Title I CETA program represents 23.5% of the total CETA Title I funds projected to be expended in FY76. Paragraph 98.12 (F) (6), Allowable Federal Costs, of the Proposed Federal Register dated March 7, 1975, states that administrative costs should not exceed 20% of the overall grant.

In the Fiscal Year 75 CETA Title I Grant Application the City projected an overall administrative cost percentage of 29.4% with OIC'S administrative cost share representing 28.9% of their total allocation and CETA In School representing 15.2% of their respective allocation. The City further stipulated at that time, that it would during FY75 work towards a FY76 administrative cost allocation of 20%.

The City argues that it has effectively worked towards reducing its overall administrative costs projected for FY76 while maintaining its capability to effectively operate a quality program. OIC has reduced its administrative percentage from a FY75 projection of 28.9% to a FY76 projection of 21.7%. CETA In School has reduced its administrative percentage from a FY75

projection of 15.2% to a FY76 projection of 13.0%. Non programmatic administrative cost (CETA Staff and Allowance payment expenses) have been reduced by 32% from the FY75 projection and in FY76 the City will not be responsible for R.I. Hometown Plan administrative costs.

For the City to approach the 20% figure in FY76, the resultant ramification would be that OIC would have to reduce its administrative percentage to 16.8%. The City argues that this action would restrict OIC to such an extent, that OIC could not administer a comprehensive manpower effort and the negative effect of this action would seriously affect the City's manpower capability.

The City further argues that the results of its FY75 program effort, indicate that the City has effectively implemented and conducted its CETA Program. In fact according to Department of Labor measurement criteria, the Providence Program in relationship to other Region I programs has been a consistently high achiever. In order to continue in FY76 its trend of performance as exhibited during FY75, the City argues that its overall administrative costs are necessary, relevant and justifiable.



EXHIBIT 1

SUMMARY

COST CONTROL MATRIX

| PROGRAM ACTIVITY                | - COST CATEGORIES - |                  |                  |                 |                  |                  |           | PROGRAM ACTIVITY TOTALS |
|---------------------------------|---------------------|------------------|------------------|-----------------|------------------|------------------|-----------|-------------------------|
|                                 | ADMINISTRATION      | ALLOWANCES       | WAGES            | FRINGE BENEFITS | TRAINING         | SERVICES         | OVERHEAD  |                         |
| CLASSROOM TRAINING              | \$62,995            | \$670,954        |                  |                 | \$337,100        | \$20,649         | \$258,860 | \$1,350,558             |
| ON THE JOB TRAINING             | \$11,790            |                  | \$121,372        | \$9,628         |                  | \$24,838         | \$43,827  | \$211,455               |
| BUSINESS DEVELOPMENT EMPLOYMENT |                     |                  |                  |                 |                  |                  |           |                         |
| WORK EXPERIENCE                 | \$26,620            |                  | \$573,006        | \$22,305        |                  | \$232,083        | \$185,661 | \$1,039,675             |
| SERVICES CLIENTS                | \$31,208            |                  |                  |                 |                  | \$312,776        | \$83,439  | \$427,423               |
| OTHER ACTIVITIES                | \$9,547             |                  |                  |                 |                  |                  | \$300     | \$9,847                 |
| OVERHEAD                        | \$572,087           |                  |                  |                 |                  |                  |           |                         |
| <b>TOTALS</b>                   | <b>\$714,247</b>    | <b>\$670,954</b> | <b>\$694,378</b> | <b>\$31,933</b> | <b>\$337,100</b> | <b>\$590,346</b> |           | <b>\$3,038,958</b>      |

EXHIBIT 2

COST CONTROL MATRIX

| PROGRAM ACTIVITY              | - COST CATEGORIES - |            |           |                 |           |           |           | PROGRAM ACTIVITY TOTALS |
|-------------------------------|---------------------|------------|-----------|-----------------|-----------|-----------|-----------|-------------------------|
|                               | ADMINISTRATION      | ALLOWANCES | WAGES     | FRINGE BENEFITS | TRAINING  | SERVICES  | OVERHEAD  |                         |
| CLASSROOM TRAINING            | \$8,099             | \$561,858  |           |                 | \$298,203 |           | \$193,650 | \$1,061,810             |
| ON THE JOB TRAINING           | \$11,790            |            | \$121,372 | \$9,628         |           | \$24,838  | \$37,391  | \$205,019               |
| RELIEF / PART TIME EMPLOYMENT |                     |            |           |                 |           |           |           |                         |
| WORK EXPERIENCE               | \$23,442            |            | \$204,542 | \$16,227        |           | \$158,874 | \$89,911  | \$492,996               |
| RESOURCES CLIENTS             | \$31,208            |            |           |                 |           | \$248,538 | \$70,429  | \$386,175               |
| OTHER ACTIVITIES              |                     |            |           |                 |           |           |           |                         |
| OVERHEAD                      | \$391,381           |            |           |                 |           |           |           |                         |
| TOTALS                        | \$465,920           | \$561,858  | \$325,914 | \$25,855        | \$298,203 | \$468,250 |           | \$2,146,000             |

EXHIBIT 3

COST CONTROL MATRIX

| PROGRAM ACTIVITY | - COST CATEGORIES - |            |           |                 |          |          |          | PROGRAM ACTIVITY TOTALS |
|------------------|---------------------|------------|-----------|-----------------|----------|----------|----------|-------------------------|
|                  | ADMINISTRATION      | ALLOWANCES | WAGES     | FRINGE BENEFITS | TRAINING | SERVICES | OVERHEAD |                         |
| ASS ROOM ADJNG   | \$896.              | \$109,096  |           |                 | \$38,897 | \$20,649 | \$24,100 | \$193,638               |
| THE JOB ADJNG    |                     |            |           |                 |          |          |          |                         |
| TRN PLMNT        |                     |            |           |                 |          |          |          |                         |
| DRY PEFENCE      | \$3,178             |            | \$368,464 | \$6,078         |          | \$73,209 | \$64,103 | \$515,032               |
| RVIES CLIENTS    |                     |            |           |                 |          |          |          |                         |
| HEI ACTIVITIES   |                     |            |           |                 |          |          |          |                         |
| ERHEAD           | \$88,203            |            |           |                 |          |          |          |                         |
| TOTAL            | \$92,277            | \$109,096  | \$368,464 | \$6,078         | \$38,897 | \$93,858 |          | \$708,670               |

EXHIBIT 4

COST CONTROL MATRIX

| PROGRAM ACTIVITY      | - COST CATEGORIES - |            |       |                 |          |          |          | PROGRAM ACTIVITY TOTALS |
|-----------------------|---------------------|------------|-------|-----------------|----------|----------|----------|-------------------------|
|                       | ADMINISTRATION      | ALLOWANCES | WAGES | FRINGE BENEFITS | TRAINING | SERVICES | OVERHEAD |                         |
| ASS ROOM TRAINING     |                     |            |       |                 |          |          |          |                         |
| IN THE JOB TRAINING   |                     |            |       |                 |          |          |          |                         |
| ON THE JOB EMPLOYMENT |                     |            |       |                 |          |          |          |                         |
| WORK EXPERIENCE       |                     |            |       |                 |          |          |          |                         |
| SERVICES TO CLIENTS   |                     |            |       |                 |          | \$28,238 |          | \$28,238                |
| OTHER ACTIVITIES      |                     |            |       |                 |          |          |          |                         |
| OVERHEAD              |                     |            |       |                 |          |          |          |                         |
| GRAND TOTALS          |                     |            |       |                 |          | \$28,238 |          | \$28,238                |





EXHIBIT 7

COST CONTROL MATRIX

| PROGRAM<br>ACTIVITY             | - COST CATEGORIES -   |            |       |                 |          |          |          | PROGRAM ACTIVITY<br>TOTALS |
|---------------------------------|---|------------|-------|-----------------|----------|----------|----------|----------------------------|
|                                 | ADMINISTRATION  | ALLOWANCES | WAGES | FRINGE BENEFITS | TRAINING | SERVICES | OVERHEAD |                            |
| ASSISTANCE                      |   |            |       |                 |          |          |          |                            |
| ON THE JOB<br>TRAINING          |   |            |       |                 |          |          |          |                            |
| RECRUITING<br>AND<br>EMPLOYMENT |   |            |       |                 |          |          |          |                            |
| WORK<br>EXPERIENCE              |   |            |       |                 |          |          |          |                            |
| STUDENT<br>FELLOWSHIPS          |   |            |       |                 |          |          |          |                            |
| OFFICE<br>EXPENSES              |   |            |       |                 |          |          |          |                            |
| OVERHEAD                        |   |            |       |                 |          |          |          |                            |
| TOTAL<br>CATEGORY<br>TOTALS     | The cost control matrix for Title II shall be submitted with the grant application at a later date. |            |       |                 |          |          |          |                            |

IC5b Non CETA Funds

Non CETA funds will in FY76 support the administrative capability of the CETA administrative staff. Non CETA funds will cover rent, heat, electricity, xerox, telephone and vehicle use for the CETA staff. As stipulated in Section IC3c, a majority of CETA administrative staff will be funded directly by CETA funds with other staff receiving a portion of CETA funds in direct relationship to their time spent on CETA activities.

Non CETA funds will also be solicited by OIC from other funding sources to support part of their administrative and overhead costs. The Office of Public Employment who is responsible for PSE type activities also receives from non CETA funds its space and utility costs.

The CETA administrative finance staff will continually monitor both CETA and non CETA fund usage to be assured that their use is as intended. The concept that CETA funds could possibly be used to replace other funds for the administration of the FY76 program is inconceivable at this time, as the real cost of administering the CETA program is much higher than that which is being charged to the CETA budget.



PART C

ID Geographic Locations Served

The first settlement in Rhode Island was made at Providence by Roger Williams in 1636. Banished from Massachusetts for his political and religious opinions, he fled to Narragansett Bay where a new colony grew based on religious tolerance and democratic principles.

Providence became a City in 1832 and since that time, due to the spread and growth of its population, there was eight annexations of portions from adjoining towns. In 1900 a constitutional amendment made Providence the permanent capitol of Rhode Island.

Until about 1840, Providence grew mainly as a seaport town, and for many years the wealth of the City was derived from its commerce of the seas. During the industrial revolution of this country and through the 1950's, Providence was the industrial center for Southern New England with an economy based upon a foundation of manufacturing enterprises that support and require a wide variety of trade and service activities. With the advent of Urban Renewal accompanied by transportation development and an exodus to the suburbs in the fifties of both people and manufacturing, Providence's economic base waivered. However, the sixties and seventies have brought on a rebirth of Providence as a major financial, professional, business and insurance center highlighted by its downtown renewal; a recreation-exhibition-convention center highlighted by the downtown Civic Center, new hotels, the historic Benefit Street and South Water Street

developments; a major cultural-educational center highlighted by the Trinity Square Theater, a nationally reknown repertory theater; Brown-Pembroke College; Providence College; Rhode Island School of Design; Rhode Island School of Music; Johnson and Wales College; Providence branch of Roger Williams College; Rhode Island Jr. College; the University of Rhode Island; and numerous professional, technical and business schools and private preparatory schools.

The Port of Providence is experiencing a rebirth and the downtown commercial center, stimulated by an extensive pedestrian shopping mall is beginning to recover from "suburbitis".

Residents who fled the City in the fifties and sixties are being replaced by an affluent, educated and professional population as evidenced by the sudden rise of upper income apartment buildings and town houses located in downtown Providence and the City's east side.

Large scale manufacturing has been replaced by speciality, City oriented, light manufacturing and as a result Providence is no longer seen as a single purpose City based upon one economy, but as a City diversified and dependent upon a multitude of economies from which to depart into the future.

The City of Providence is governed by a Mayor and a City Council of 26 members, two from each ward. The total area of Providence is 20.0 square miles with a total land area of 18.1 square miles. The mean temperature in January is 29.9<sup>o</sup> and in July 72.8<sup>o</sup>, with a mean annual percipitation of 39.4 inches.

Situated at the head of Narragansett Bay on the Providence River, the City is 43 miles south of Boston and 175 miles northeast of New York. The City is bounded partly by the City of Pawtucket and partly by the City of North Providence on the North; by the Town of Johnston on the West; by the City of Cranston on the South; and by the City of East Providence on the East.<sup>75</sup> According to the U.S. Census, the number of inhabitants from 1920-1970 was as follows:

TABLE 39 PROVIDENCE INHABITANTS (1920-1970)<sup>76</sup>

| Year | Population | Change  |
|------|------------|---------|
| 1920 | 237,595    | --      |
| 1930 | 252,981    | +22,386 |
| 1940 | 253,504    | + 523   |
| 1950 | 248,674    | - 4,830 |
| 1960 | 207,498    | -41,176 |
| 1970 | 179,223    | -28,275 |

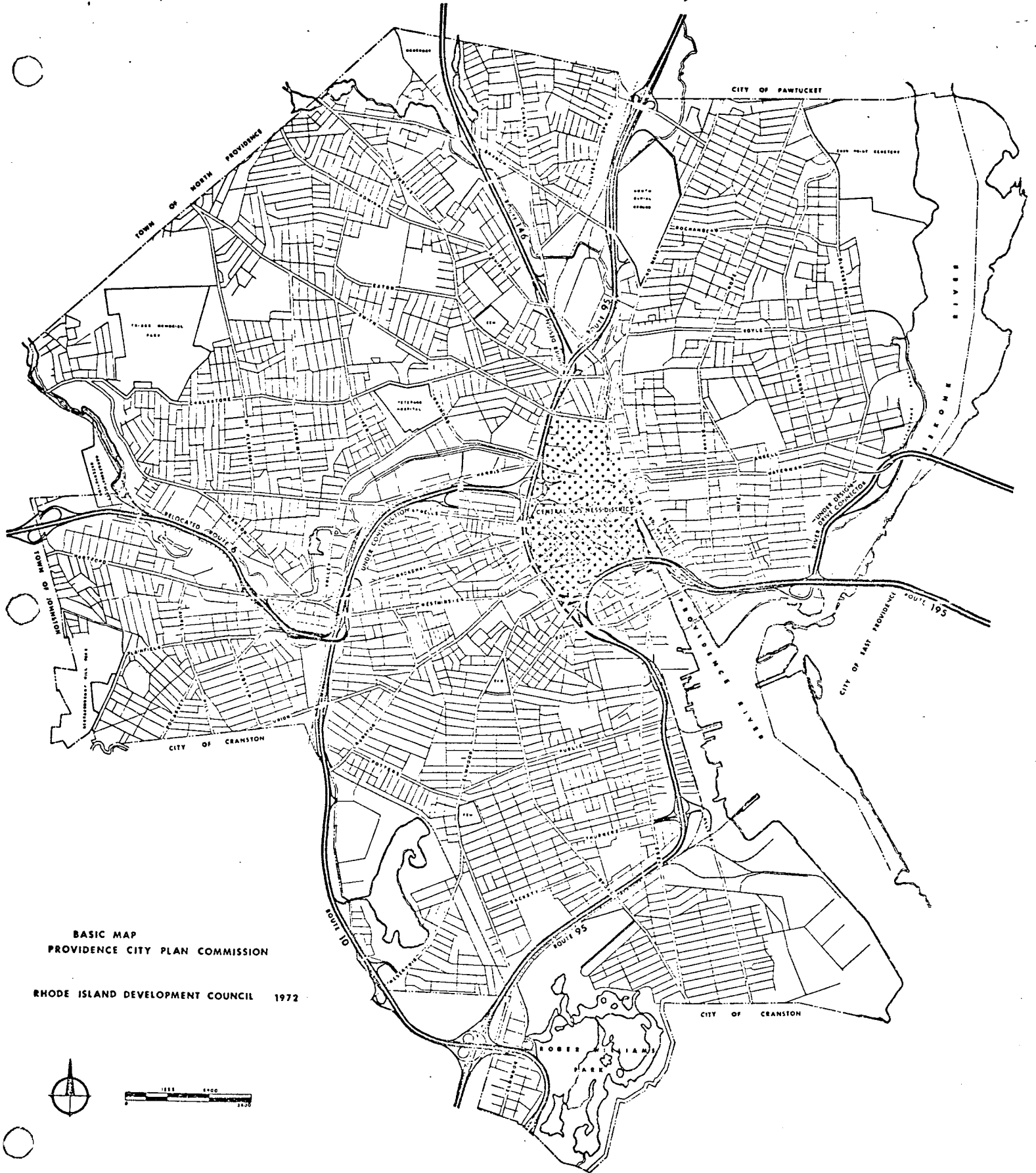
The following maps are presented as Exhibit Eight and Exhibit Nine. Exhibit Eight is a basic street map of the City, and Exhibit Nine is a census tract map of the City relevant to the statistics referred to in the Population Analysis.

75. Much of the preceding history of Providence was paraphrased and is contributable to the R. I. Development Council as the basic source.

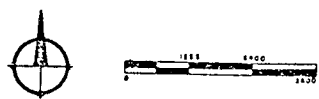
76. R. I. City and Town Monographs, R. I. Development Council, Providence, October 1972.

EXHIBIT EIGHT

Providence, R. I. FY 76  
CETA Titles I & II Application  
June 2, 1975

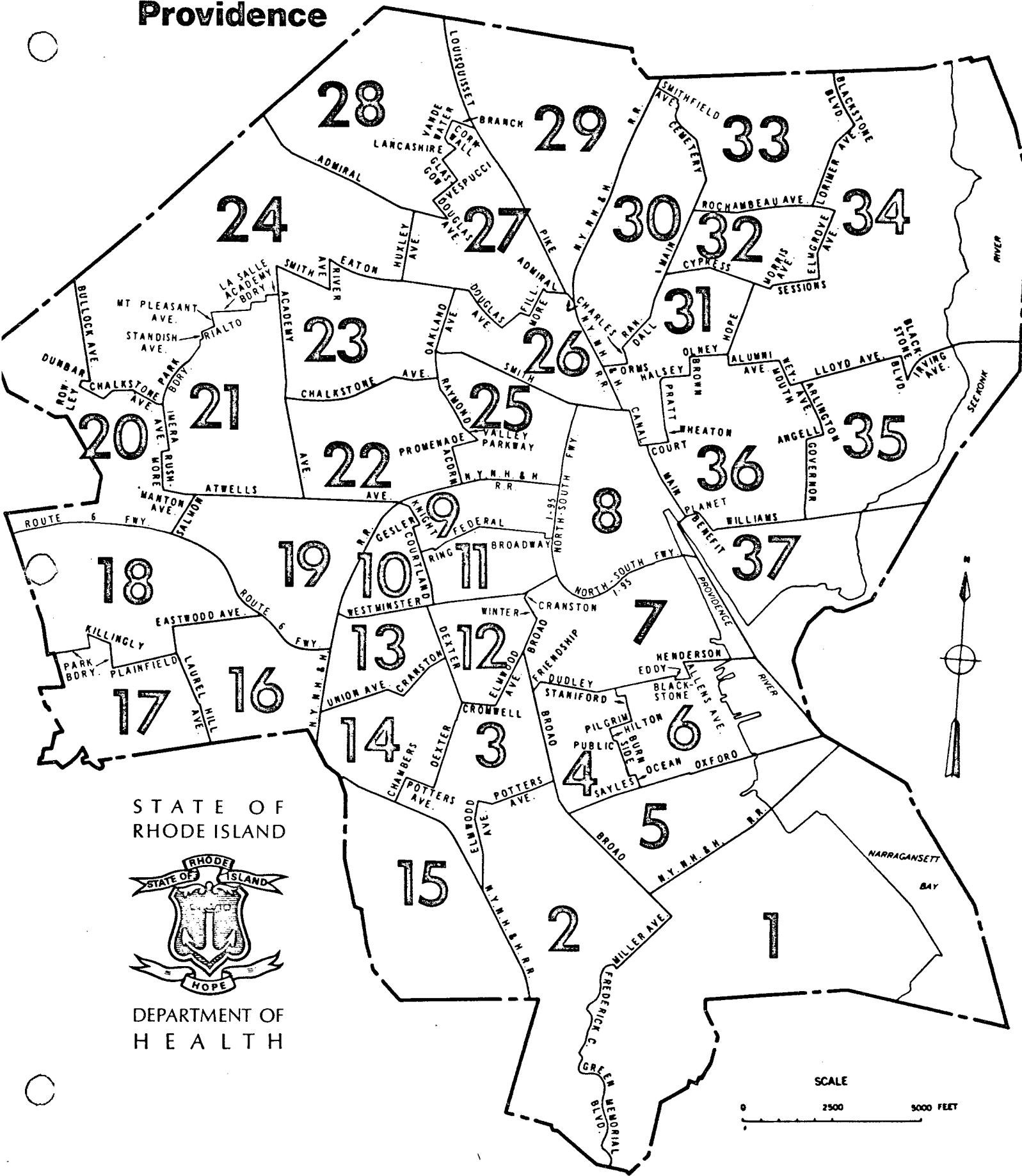


BASIC MAP  
PROVIDENCE CITY PLAN COMMISSION  
RHODE ISLAND DEVELOPMENT COUNCIL 1972

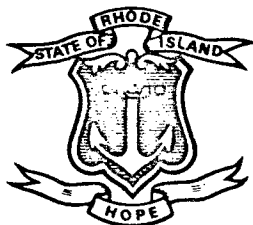


# CENSUS TRACTS

## Providence



STATE OF RHODE ISLAND



DEPARTMENT OF HEALTH



Part C

II Items Related to State Agencies

This section is not applicable to the City of Providence.

Part C

III Public Service Employment Program: Title I

The City of Providence has not planned to allocate funds from its Fiscal Year 76 Title I Grant for the program activity of public service employment.

Part C

IV Narrative Description of the FY76 Title II Program

The City's Title II application for Fiscal Year 1976 will be submitted as an addenda to this grant application in accordance with a time schedule yet to be determined.

Part C

V Program Planning Summary

VA. Program Planning Summary: Title I

Submitted is a CETA Program Planning Summary for the FY76  
Title I Program for the period July 1, 1975 - June 30, 1976.



|  |  |  |
|--|--|--|
| <b>a. GRANTEE'S NAME AND ADDRESS</b><br>City of Providence<br>Office of the Mayor<br>City Hall<br>Providence, Rhode Island 02903 | U.S. DEPARTMENT OF LABOR • Manpower Administration<br><b>CETA PROGRAM PLANNING SUMMARY</b> | <b>b. GRANT NUMBER</b><br>44-5-056-10  |
| <b>c. GRANT YEAR</b><br>From <b>July 1, 1975</b> To <b>June 30, 1976</b>   |  | <b>d. TYPE OF PROGRAM</b><br>1. <input checked="" type="checkbox"/> Title I      3. <input type="checkbox"/> Title III Specify _____<br>2. <input type="checkbox"/> Title II      4. <input type="checkbox"/> Title VI |

| FOR REGIONAL OFFICE USE ONLY |       |      |            |      |     |      |                |                |            |           |        |       |     |      |    |    |    |            |    |    |    |
|------------------------------|-------|------|------------|------|-----|------|----------------|----------------|------------|-----------|--------|-------|-----|------|----|----|----|------------|----|----|----|
| CONTRACT KEY                 |       |      |            |      |     |      |                |                |            |           |        |       |     |      |    |    |    | DATE RECD. |    |    |    |
| TRANS.                       | ORIG. | SEQ. | Proj. Code | Reg. | Sl. | F.Y. | Project Number | Sub. Proj. No. | Comp. Code | Rep. Type | Q or F | Month | Day | Year |    |    |    |            |    |    |    |
| 1                            | 2     | 3    | 4          | 5    | 6   | 7    | 8              | 9              | 10         | 11        | 12     | 13    | 14  | 15   | 16 | 17 | 18 | 19         | 20 | 21 | 22 |

**INSTRUCTIONS FOR COMPLETING SECTIONS I, II, AND III**

**Section I:** A (Total Enrollments) is the sum of A.1 and A.2. B (Total Terminations) is the sum of B.1 through B.3. C (Planned Enrollments) is A minus B.

**Section II:** Enter in line (a) Enrollments in each program activity cumulatively through the grant year, and in line (b) the number of participants planned to be enrolled in each program activity at the end of each quarter; participants who are concurrently enrolled in more than one activity should be counted in each activity in which they are enrolled.

**Section III:** Enter the cumulative number of participants in each segment to be enrolled during the grant year. Participants should be counted in as many significant segment groups as are applicable.

| I. ENROLLMENT AND TERMINATION SUMMARY<br>GRANT YEAR-TO-DATE PLAN |    |       |                      |                         |                              |                       |                        |                    |                      |                        |                   |                 |   |
|--|----|-------|----------------------|-------------------------|------------------------------|-----------------------|------------------------|--------------------|----------------------|------------------------|-------------------|-----------------|---|
|  |    |       | A. TOTAL ENROLLMENTS | 1. Enrollments this yr. | 2. Participants Carried Over | B. TOTAL TERMINATIONS | 1. Entering Employment | a. Direct Pictmts. | b. Indirect Pictmts. | c. Obtained Employment | 2. Other Positive | 3. Non-positive | C. PLANNED ENROLLMENTS (end of quarter) |
| a  | 2  | 0 9 7 | 902                  | 622                     | 280                          | 292                   | 137                    | 75                 | 58                   | 4                      | 28                | 127             | 610                                     |
| b  | 5  | 1 2 7 | 1388                 | 1108                    |                              | 537                   | 260                    | 136                | 116                  | 8                      | 56                | 221             | 851                                     |
| c  | 8  | 0 3 7 | 1726                 | 446                     |                              | 829                   | 411                    | 166                | 232                  | 13                     | 97                | 321             | 897                                     |
| d  | 11 | 0 6 7 | 2068                 | 1788                    |                              | 1701                  | 615                    | 209                | 388                  | 18                     | 676               | 410             | 867                                     |
| 1 2 3  |    |       | 21 22 23 24 25       | 30                      | 35                           | 40                    | 45                     | 50                 | 55                   | 60                     | 65                | 70              | 75                                      |

| II. PLANNED ENROLLMENTS IN PROGRAM ACTIVITIES |    |                       |                    |          |                     |                         |                 |                  |  |  |
|---|----|-----------------------|--------------------|----------|---------------------|-------------------------|-----------------|------------------|--|--|
|   |    |                       | A                  | B        | C                   | D                       | E               | F                |  |  |
|   |    |                       | CLASSROOM TRAINING |          | On-the-Job Training | Pub. Service Employment | Work Experience | Other Activities |  |  |
|   |    |                       | Prime Spons.       | Voc. Ed. |                     |                         |                 |                  |  |  |
| a   | 3  | a) Total Enrollments  | 439                |          | 11                  |                         | 385             |                  |  |  |
| a   | 4  | b) Currently Enrolled | 299                |          | 11                  |                         | 280             |                  |  |  |
| a   | 6  | a) Total Enrollments  | 633                |          | 25                  |                         | 615             |                  |  |  |
| a   | 7  | b) Currently Enrolled | 369                |          | 14                  |                         | 448             |                  |  |  |
| a   | 9  | a) Total Enrollments  | 827                |          | 39                  |                         | 695             |                  |  |  |
| a   | 10 | b) Currently Enrolled | 413                |          | 16                  |                         | 448             |                  |  |  |
| a   | 12 | a) Total Enrollments  | 1017               |          | 52                  |                         | 773             |                  |  |  |
| a   | 13 | b) Currently Enrolled | 271                |          | 16                  |                         | 53              |                  |  |  |
| 1 2 3   |    |                       | 21 22 23 24 25     | 30       | 35                  | 40                      | 45              | 50               |  |  |

**IV. OTHER ACTIVITIES (Reference IIF)**

Indicate other activities or special programs on attachments. Describe their objectives and list milestones toward their achievement in a quantitative or narrative presentation.

See Part CIC3f of the Grant Application

| III. SIGNIFICANT SEGMENTS |                         |       |      |      |                      |                         |       |      |      |
|---------------------------|-------------------------|-------|------|------|----------------------|-------------------------|-------|------|------|
| SIGNIFICANT SEGMENTS      | GRANT YEAR-TO-DATE PLAN |       |      |      | SIGNIFICANT SEGMENTS | GRANT YEAR-TO-DATE PLAN |       |      |      |
|                           | 9/30                    | 12/31 | 3/31 | 6/30 |                      | 9/30                    | 12/31 | 3/31 | 6/30 |
|                           | (a)                     | (b)   | (c)  | (d)  |                      | (a)                     | (b)   | (c)  | (d)  |
| A Male                    | 464                     | 706   | 870  | 1050 | F Econ Disadv.       | 805                     | 1242  | 1531 | 1793 |
| B Female                  | 438                     | 682   | 856  | 1018 | o AFDC               | 233                     | 358   | 439  | 512  |
| C White                   | 386                     | 587   | 704  | 806  | H Public Asst.       | 188                     | 284   | 335  | 379  |
| D Black                   | 423                     | 657   | 844  | 1049 | V Veterans           | 55                      | 88    | 121  | 161  |
| E Other                   | 93                      | 144   | 178  | 213  | J 14-15 yr old       | 232                     | 334   | 348  | 348  |

**V. a. SIGNATURE**

\_\_\_\_\_

**b. DATE SIGNED**

\_\_\_\_\_

(210)

VB Program Planning Summary: Title II

The Program Planning Summary for Providence's FY76 Title II Program will be submitted as an addenda to this Grant Application at a latter date.

Part C

VI Budget Information Summary

VI A Budget Information Summary: Title I

Submitted is a CETA Budget Information Summary for the  
FY76 Title I Program for the period July 1, 1975-June 30, 1976.



Providence R.I. FY76  
CETA Titles I & II Application  
June 2, 1975

VI B CETA Monthly Schedule: Title I

Submitted is a CETA Monthly Schedule for the FY76 Title  
I Program for the period July 1, 1975 - June 30, 1976.

CETA MONTHLY SCHEDULE

TYPE OF PROGRAM  
 Title I  
 TITLE II  TITLE VI

GRANTEE'S NAME AND ADDRESS

GRANT NUMBER

City of Providence  
Office of the Mayor  
City Hall  
Providence, Rhode Island 02903

44-5-056-10

INSTRUCTIONS

I. Enter the total planned number of individuals who will be in the program covered by this schedule on the last day of each month. Only individuals who have been declared eligible for and are receiving a Title II or VI funded service, training, or employment should be counted. The numbers in March, June, September, and December should agree with the entries in Part IC of the Program Planning Summary.

II. Enter the planned number of individuals laid off or terminated from regular, unsubsidized employment by the sponsor or agent during the six months prior to being rehired into a CETA Title II or VI funded public service job. They will be counted here whether they return to the same, or to a similar job with the sponsor or agent. This entry should be for the total number of rehires for the entire program year.

III. Enter the planned accrued expenditures of Title II or VI funds cumulative by month. The totals in March, June, September, and December should agree with the entries in Part F2 of the Budget Information Summary.

I. NUMBER OF INDIVIDUALS PLANNED TO BE ENROLLED AT END OF EACH MONTH

III. CUMULATIVE PROJECTED EXPENDITURES BY MONTH (to nearest thousand)

| MONTH | YEAR |     |
|-------|------|-----|
| JUL   | 75   | 225 |
| AUG   | 75   | 218 |
| SEP   | 75   | 610 |
| OCT   | 75   | 710 |
| NOV   | 75   | 790 |
| DEC   | 75   | 851 |
| JAN   | 76   | 867 |
| FEB   | 76   | 902 |
| MAR   | 76   | 897 |
| APR.  | 76   | 885 |
| MAY   | 76   | 885 |
| JUN   | 76   | 367 |
|       |      |     |
|       |      |     |
|       |      |     |

| MONTH | YEAR |        |
|-------|------|--------|
| JUL   | 75   | \$ 192 |
| AUG   | 75   | 385    |
| SEP   | 75   | 629    |
| OCT   | 75   | 889    |
| NOV   | 75   | 1,151  |
| DEC   | 75   | 1,409  |
| JAN   | 76   | 1,680  |
| FEB   | 76   | 1,949  |
| MAR   | 76   | 2,218  |
| APR   | 76   | 2,481  |
| MAY   | 76   | 2,744  |
| JUN   | 76   | 3,039  |
|       |      |        |
|       |      |        |
|       |      |        |

II. PREVIOUSLY EMPLOYED BY SPONSOR OR AGENT    NONE

VI C Budget Information Summary: Title II

The Budget Information Summary for Providence's FY76 Title II Program will be submitted as an addenda to this Grant Application at a **later** date.

VI D CETA Monthly Schedule: Title II

The CETA Monthly Schedule for Providence's FY76 Title II Program will be submitted as an addenda to this Grant Application at a latter date.



Part C

VII PSE Occupational Summary

An occupational summary for the City's FY76 Title II Program will be submitted as an addenda to this Grant Application at a later date.

Part C

VIII Program Summary

A PSE Program Summary for the City's FY76 Title II Program will be submitted as an addenda to this Grant Application at a later date.