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the iowa labor mobility demonstration project



Final Report - Ottumwa, Iowa Experimental & Development Project

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FINAL REPORT OF
THE IOWA LABOR MOBILITY DEMONSTRATION PROJECT
Iowa Employment Security Commission

A SUMMARY
THE IOWA LABOR MOBILITY DEMONSTRATION PROJECT

In 18 months of operation, the Iowa Labor Mobility Demonstration Project reached 1,515 unemployed and underemployed Iowa workers, relocated 759 of these workers and placed an additional 123 of these workers in permanent employment in their home communities. A professional and clerical staff of 10 achieved these results at a total administrative and relocation assistance allowance cost of \$212,128 or a cost of approximately \$240.59 a worker placed in permanent employment.

The Iowa Project was operationally oriented as a direct result of its close association with the Ottumwa Experimental and Demonstration Project, a project concerned with strengthening the ability of the Employment Service to provide effective manpower services in rural areas through a fundamental restructuring of the service delivery system. In the organizational and operational environment created by the Ottumwa Project, the Mobility Project became the means for introducing an in-depth interarea placement program into the restructured service system. Each project substantially influenced the operational experience of the other. The Ottumwa Project reinforced the operational orientation of the Mobility Project while the Mobility Project converted interarea placement into an effective operating program for the Ottumwa Project.

The Iowa Project's experience indicated that unemployed and underemployed rural workers will relocate for suitable employment and that employers in more urban areas will hire these workers readily. However, the Iowa experience also showed that an extremely efficient and sophisticated interarea job development and placement system is required to translate the opportunities available through relocation into real alternatives for the average rural unemployed worker. The traditional interarea placement system tends to be too slow and too insufficiently oriented to individualized service to effectively serve marginally qualified workers and the employers who are willing, with encouragement, to hire them.

Along with demonstrating a need for strengthened and streamlined interarea job development and placement techniques and procedures, the Iowa Project's experience also indicated that utilization of modern communication devices and techniques can effectively facilitate general Employment Service as well as more specialized interarea placement activities. Internally, a leased line telephone communication system permitted the entire supply area - an area composed of 12 sizeable counties and served by four Employment Service local offices - to be treated as a single labor market. The four physically separated local Employment Service offices could also function as a single unit even though the distance between them was as much as 75 miles. So far as interarea placement and job development activity was concerned, the inevitable consequence was a vastly strengthened performance.

Externally, exploitation of the opportunities offered by commercial television in the "Jobs-A-Go-Go" series indicated that, at least in rural areas of light labor demand, there are sizeable numbers of workers who want and need manpower services but who the Employment Service has not been reaching and apparently cannot reach through print and the other more conventional media. Before service can be rendered, the potential recipient must be reached.

Finally, the Iowa Project's experience showed an acute need for an assortment of supportive services when relocating workers in general and when relocating disadvantaged workers in particular. Too often, the Employment Service is unable to provide these services.

The precise nature of these needs widely vary among individuals. To convert out-of-the-area employment into a live option for some workers, information about the location of job opportunities is enough and streamlined and strengthened interarea placement techniques and procedures would meet the needs of these workers. Other workers are less psychologically and financially independent. Transportation to the pre-employment interview, assistance with moving costs, job adjustment and family counseling services and help in becoming acclimated to the new environment may all be necessary before relocating for employment is a viable alternative for these workers.

Beyond this, uniquely local problems, such as the relative absence of public transportation out of the supply area in the Iowa Project, can complicate the relocation process and aggravate relocation problems for the less independent and less competitive worker. To adequately serve the economic needs of these workers, a flexible program offering a variety of services in varying depths is required. The program must be tailored to the needs of the individuals and to the area, rather than imposed by formula, to be effective.

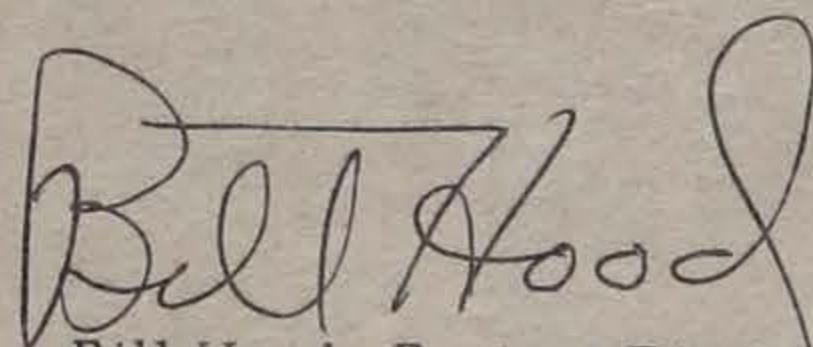
ACKNOWLEDGMENTS

Credit for whatever success the Iowa Project enjoyed must be widely shared; to a substantial degree, project activities as they are recounted in this report evolved from the ideas, the initiative and the effort contributed by a large number of individuals, some of whom were part of the staff and some of whom were not.

The guidance, direction and assistance provided by the Department of Labor's National Office mobility staff, and especially by Mr. Juan Castillo, must be directly acknowledged. Likewise, the support provided to the project by Arnie Solem and Kalervo Makela of the Kansas City Regional Office is to be noted.

Without the full cooperation of the Iowa Employment Security Commission and all of its offices and divisions the project would not have been possible. The contributions made by Jerome Corbett, Employment Service Director; Erwin Frerichs, Chief of Administrative Services; Cheryl Moses, Chief of Information Services; Tom Weinman, Graphic Artist; Kenneth Hays, Chief of Local Office Operations; Leonard Bennett, Supervisor of Federal Claims, and by the managers and staffs of both supply and demand area offices were especially significant.

Finally, the tremendous contributions made by individual members of the Mobility and Ottumwa Experimental and Demonstration Project staffs must be acknowledged. A more dedicated, harder working staff would be hard to imagine - and more than could be asked for.

A handwritten signature in dark ink, reading "Bill Hood". The signature is fluid and cursive, with a large loop at the end of the last name.

Bill Hood, Project Director
Ottumwa, Iowa
March, 1969

TABLE OF CONTENTS

	Page
Chapter 1 Background and Introduction	1
Chapter 2 Organization and Staffing	15
Chapter 3 Operations	27
Chapter 4 The Relocation Process	57
Chapter 5 Conclusions and Recommendations	77
Appendix A The Ottumwa Project	87
Appendix B Iowa Labor Mobility Project Position Description	103
Appendix C Mass Media and Political Reactions to the Iowa Project	115
Appendix D Glossary of Common Employment Service Abbreviations	137
Appendix E Mobility Training Session	145
Appendix F Television Program Materials	149
Appendix G Iowa Labor Mobility Project Relocation Assistance Allowance Forms	157
Appendix H Clinton Demand Area Basic Data Sheet	171
Appendix I Case Histories.	177
Appendix J Sample ES-264 (Iowa).	189
Appendix K Mobility Follow-Up Questionnaire	199
Appendix L Additional Statistical Information	209

CHAPTER 1
BACKGROUND AND INTRODUCTION

CHAPTER 1

BACKGROUND AND INTRODUCTION

Labor Mobility in Iowa

The Iowa Labor Mobility Demonstration Project, operated by the Iowa Employment Security Commission under contract with the U.S. Department of Labor's Bureau of Employment Security, began operation March 1, 1967. Originally funded to operate for eight months, the mobility project was extended twice and relocation activity did not end until September 30, 1968. Between October 1, 1968 and January 31, 1969, an extensive follow-up study of the completed relocations was conducted. All project activity terminated January 31, 1969.

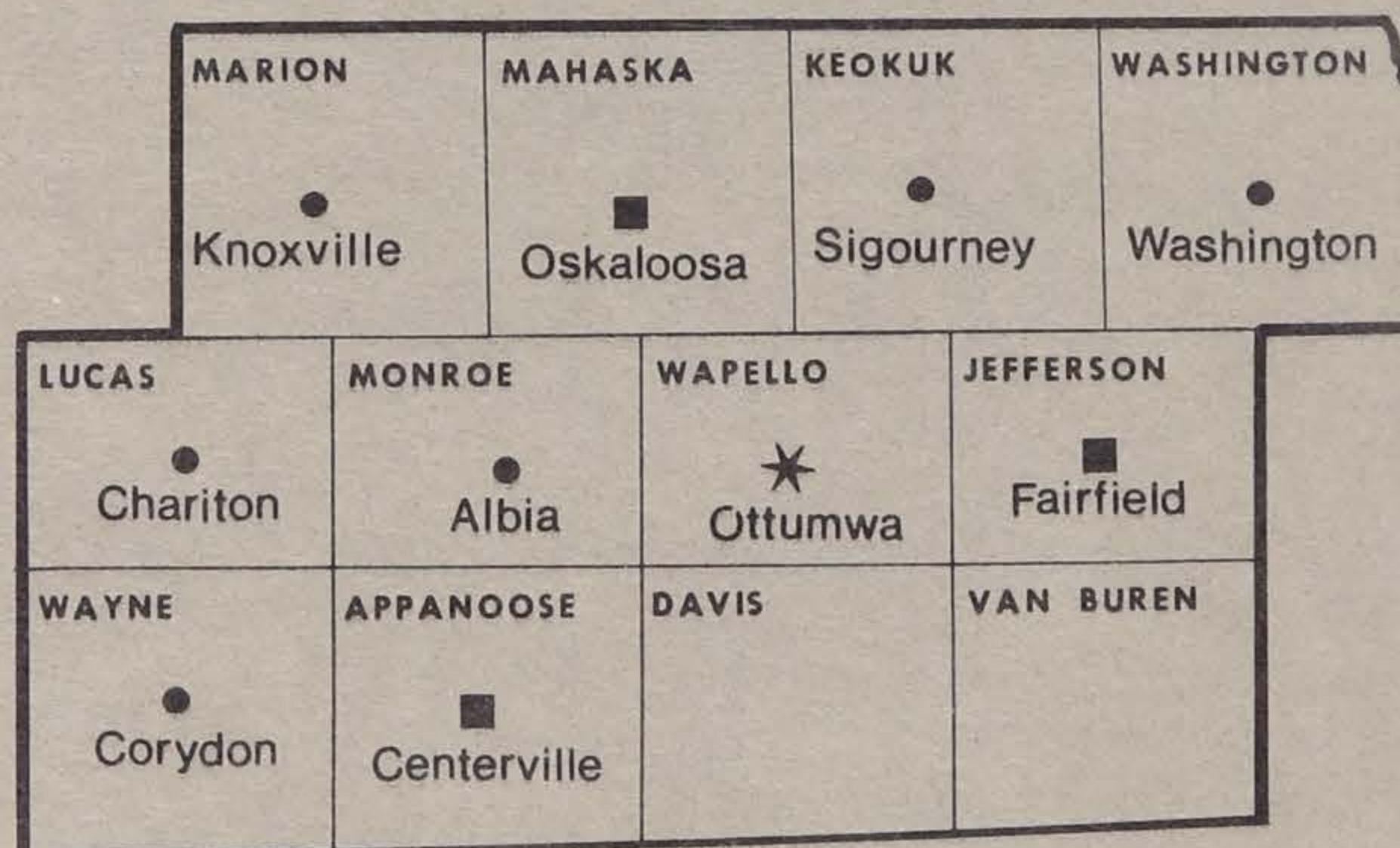
During the 18 months of full project operation, 1,515 unemployed workers were screened into the project, 759 were relocated into jobs in other areas and 123 were placed on jobs in their home communities by project personnel.

The primary objective of the Iowa Project was to determine the degree that the capacity to provide direct financial aid and other specialized assistance to relocating workers would strengthen the employment service's ability to facilitate and make more orderly the migration of unemployed and underemployed rural workers to more urban areas where better jobs were more plentiful. The Iowa Project was started as a part of another experimental demonstration project, known as the Ottumwa Project, which dealt with restructuring and strengthening the delivery system of the rural Employment Service.

In the Ottumwa Project, four previously independent and relatively small rural Employment Service offices were merged into a single operational unit. The 12-county area served by this Ottumwa Experimental and Demonstration Project made up the supply area of the Iowa Labor Mobility Demonstration Project. Headquarters for the labor mobility project was in the Ottumwa Project office.

Figure 1
IOWA MOBILITY PROJECT SUPPLY AREA

▲ Des Moines

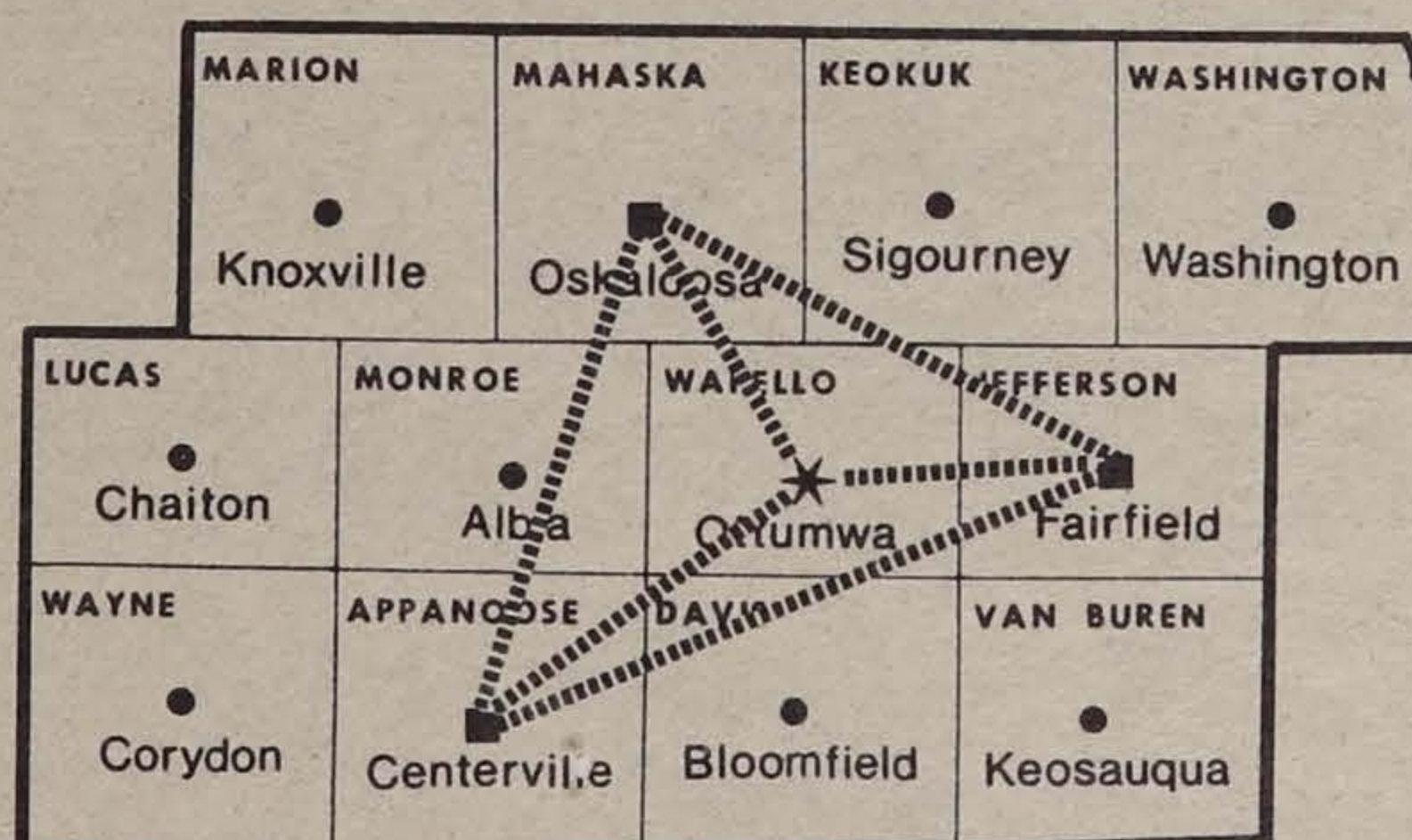


- ▲ STATE E.S. ADMINISTRATIVE OFFICE
- ★ PROJECT OFFICE
- SATELLITE E.S. OFFICES

A leased line telephone communication system was introduced to tie the four satellite offices and the project office together and to provide the necessary unrestricted communication for efficient operation between dispersed operating units. To provide better service throughout the entire area, outstation centers were established in cooperation with other manpower-oriented agencies and organizations in the eight other counties that didn't have regular Employment Service facilities. Through this outstation program, regular Employment Service activities--outreach, intake, local employer relations, local job development and job placement--were effectively extended into every county in the supply areas.

Figure 2
IOWA MOBILITY PROJECT SUPPLY AREA
and Ottumwa E.& D. Project Offices and Facilities

Des Moines



- ▲ STATE E.S. ADMINISTRATIVE OFFICE
- ★ PROJECT OFFICE
- SATELLITE E.S. OFFICES
- OUTSTATION CENTERS
- LEASED LINE COMMUNICATION

Finally, centralized applicant and job order files consisting of duplicate copies of all job applications and employer job orders from both the satellite offices and the outstation centers were established. By being headquartered in the Ottumwa Project office, the Iowa Labor Mobility Project could take advantage of its structural, organizational and technical Employment Service innovations. Their impact on mobility operations was substantial.

Of equal importance was the way in which mobility activities were integrated into Employment Service operations in both the supply and the demand areas. In the supply area, the mobility project director also served as the area employment service manager and as deputy director of the Ottumwa Experimental and Demonstration Project. As a result, the mobility project, the satellite offices and the Ottumwa Project staff shared common direction.

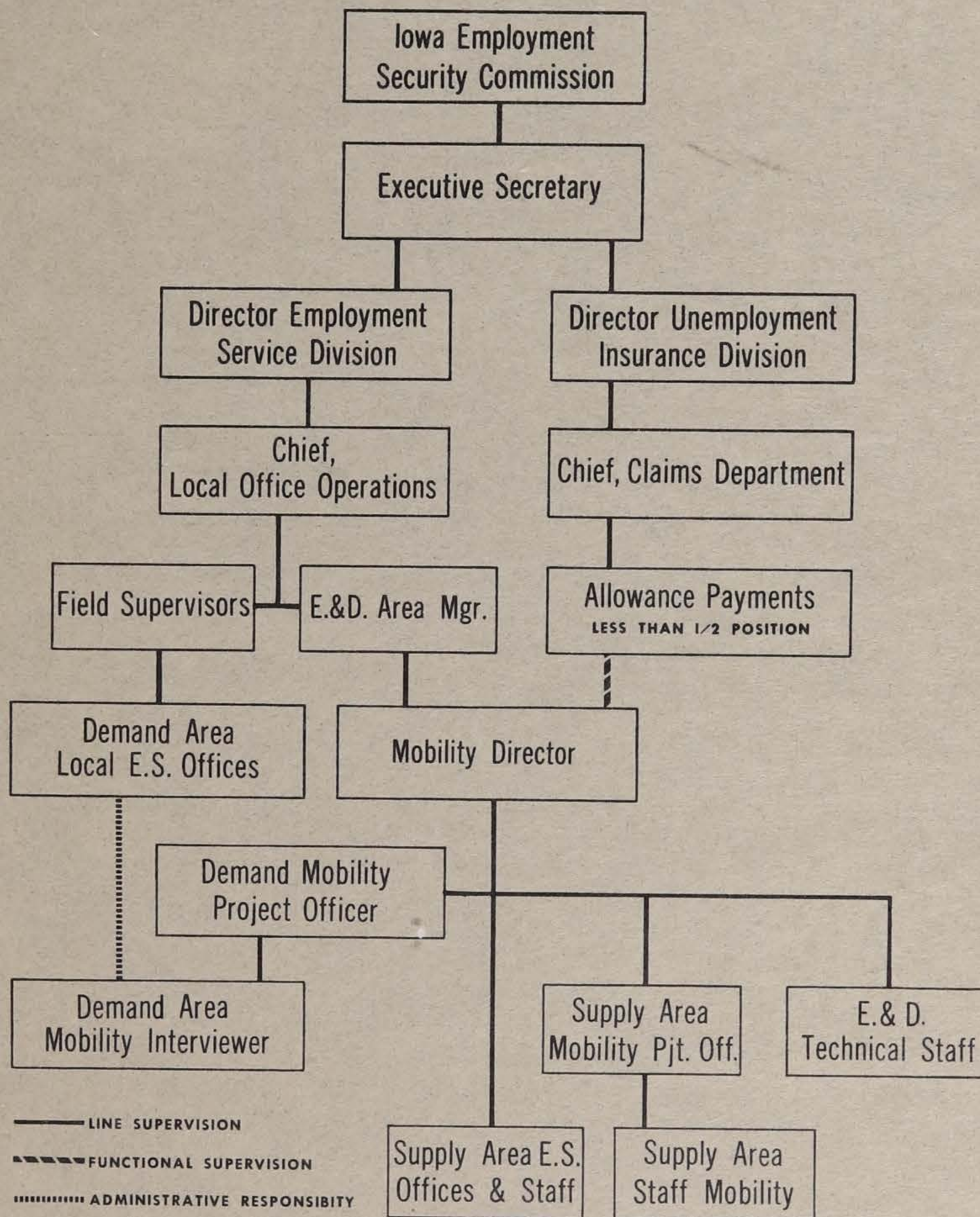
Consequently, primary responsibility for intra-area and interarea placement activity could be realistically assigned to the mobility project while some mobility recruiting, prescreening and supportive service responsibilities could be equally well assumed by satellite office and outstation center personnel as well as by Ottumwa Project technical staff.

As a result, the Iowa Project experimented with mobility as an operational program. In the supply area, mobility activities were thoroughly integrated into Employment Service operations. Mobility assistance, like counseling and Manpower Development and Training Act training, became an alternate type of service available to all interested job seekers who met the eligibility criteria.

The net result was that the Iowa Project was broader in scope and reached and served a larger supply area population than would have otherwise been possible in a similarly staffed and funded project.

One mobility staff member was assigned to each of three, multi-office major demand areas. Since each of these mobility representatives functioned in more than one local Employment Service office, prime responsibility for both the functional and line supervision of demand area staff remained with the mobility project director. Administrative responsibility--maintenance of proper working hours, observation of agency regulations and display of proper office deportment--was delegated to the local Employment Service office managers in which the demand area staff functioned.

MOBILITY and OTTUMWA E. & D. ORGANIZATION
in RELATION to OVERALL AGENCY ADMINISTRATION and OPERATIONS



Although no important problems were encountered, supervisory lines would have been clearer if the demand areas had been organized on an area basis similar to the supply area. Then line authority, as well as administrative responsibility, could have been delegated to demand area management personnel.

Local Employment Service offices in each of the major demand areas were directed by the agency to allow free access to employer order files to mobility personnel. These offices were to also provide reasonable job development and employer relations assistance to the mobility project in cooperation with and during the absence of the mobility representative. The active and enthusiastic assistance and support of local Employment Service office managers and interviewers in the demand areas contributed substantially to mobility project efforts to provide effective service to the relocatees.

Allowance eligibility determinations were made by supply area mobility staff subject to the approval of the mobility project director. Allowance determinations were reviewed by the federal claims supervisor in the claims department of the agency's Unemployment Insurance division and were processed for payment by his staff if all supporting documentation was in order. As a consequence, the federal claims supervisor maintained effective functional control over the payment of allowances. A mobility staff position was not assigned to the Unemployment Insurance division. However, its federal claims section was reimbursed for time spent in processing mobility allowance payments on a "time-used" basis.

The Supply Area:

The project supply area of 12 rural counties in South Central Iowa has been characterized by outmigration and a steady population loss for the past 20 years. In the last 10 years, all but two of the 12 counties have lost population at a greater rate than any other Iowa area. The two counties that didn't lose population barely managed to hold their own.

Part of this trend can be attributed to the reduced agricultural employment opportunities resulting from advanced technology and the consolidation of farms. This area has the highest ratio of economically marginal farms in Iowa. An unpublished 1965 Iowa State University study indicated 57 per cent of the farmers in the area would have to leave the land if the average area farm were to become economically competitive in size today.

Continued industrial attrition is also responsible for part of this trend. From the turn of the century until the late 1940's, the area's prosperity was founded on a thriving coal mining industry. Although the coal is still there, it is so deep that changed technology makes further development no longer economically feasible. No active commercial mines now exist in the area.

Attrition has affected more than the mining industry. In the last five years, the City of Ottumwa has lost five sizeable industries including one whose peak employment was over 1,000 workers.

Predictably, diminishing agricultural employment opportunities coupled with continued industrial attrition has resulted in relatively high unemployment. For example, the Wapello County unemployment rate was 5.6 per cent in 1967 compared to an Iowa unemployment rate of 2.3 per cent. A great deal of underemployment and substandard employment also exists in the area.

As might be expected, the most mobile and best qualified portion of the population has already left. Those who remained tend to be either older or younger, less skilled and less well educated than the majority of Iowans.

TABLE 1		
SUPPLY AREA POPULATION AND LABOR FORCE DATA		
	Project Area	State
Labor Force.	78,994	1,054,322
Unemployed	2,648	33,630
Per Cent unemployed	3.4	3.2
Participants 14-17	4,021	51,578
(14-17 yr. olds) as % of Labor Force	5.1	4.9
Participants 45 and older	36,775	439,520
(45 & older) as % of Labor Force	46.6	41.7
Population over 25	126,755	1,533,638
Completed grade 8 or less	55,430	577,095
as % of population over 25	43.7	37.6
Completed grades 9-11	18,877	242,582
as % of population over 25	14.9	15.8
Completed grade 12 or more	51,763	713,961
as % of population over 25	40.8	46.6

As our table indicates, the relocatee population was predominately, poorly educated by Iowa standards and rural. Both underemployed and unemployed men and women made up this relocatee population. For operating purposes, underemployed was defined as working less than full time.

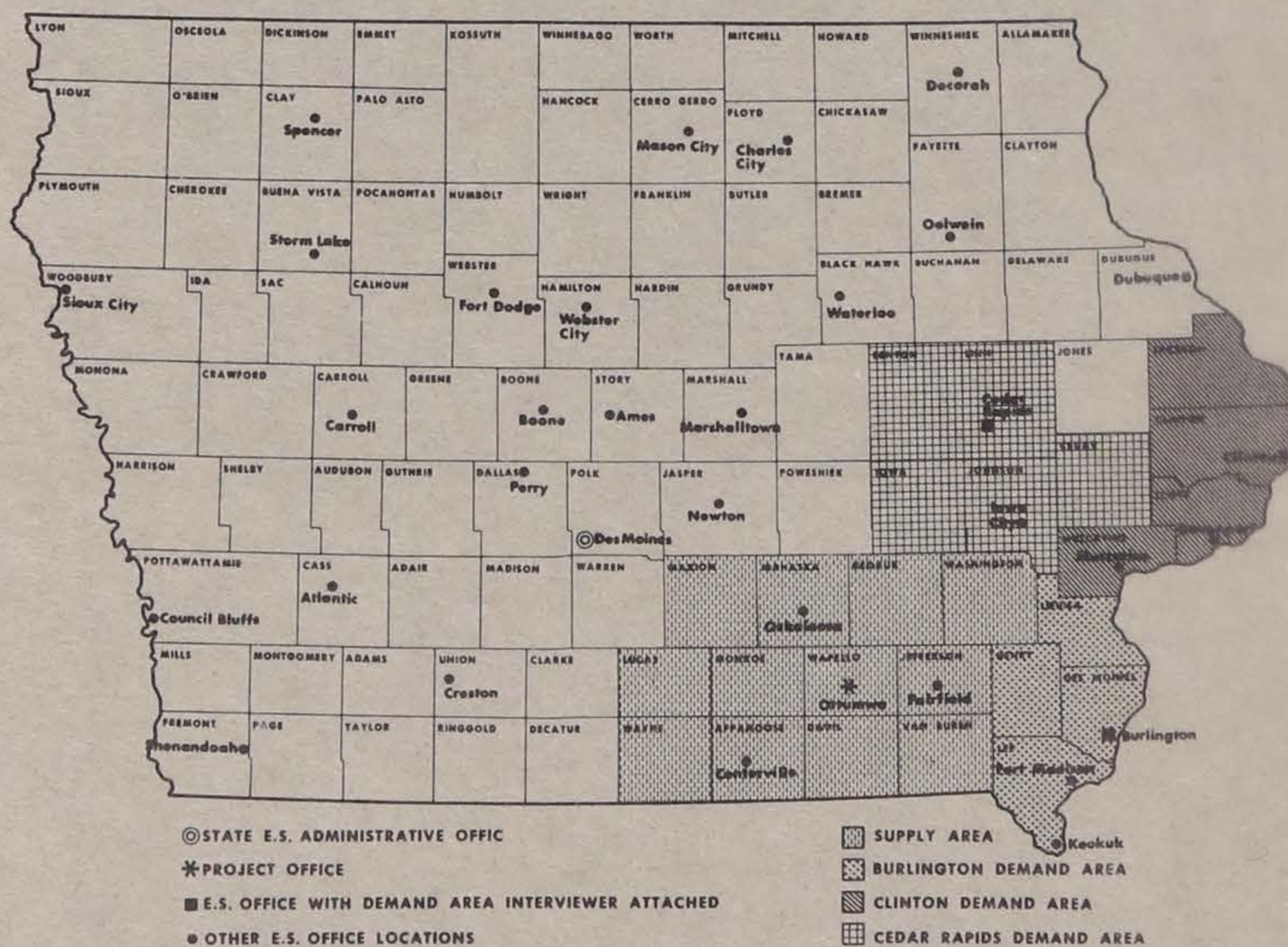
TABLE 2
PROJECT POPULATION CHARACTERISTICS DATA

<u>Sex</u>	<u>Percentage</u>
Male.	76%
Female.	24%
 <u>Age</u>	 <u>Percentage</u>
21 or under.	31%
22-44	54%
45 and older	15%
 <u>Original Residence</u>	 <u>Percentage</u>
Rural (including towns up to 5,000)	59%
Towns 5,000 to 10,000.	22%
Towns over 10,000	19%
 <u>Education</u>	 <u>Percentage</u>
Less than high school graduate	48%
High school graduates or better.	52%
 <u>Length of Unemployment</u>	 <u>Percentage</u>
5 weeks or less	30%
6 to 9 weeks	36%
10 or more weeks	34%

The Demand Areas

While labor markets throughout Iowa as well as adjacent areas of nearby states were extensively exploited to develop suitable job opportunities for the re-locatee population, three multi-county labor markets were concentrated upon as primary demand areas. These three primary demand areas were served by eight local offices of the Iowa State Employment Service.

IOWA MOBILITY PROJECT SUPPLY & MAJOR DEMAND AREAS



Three principal criteria were used in the selection of primary demand areas. First of all, the three primary demand areas were the most active and the fastest growing labor markets in Iowa. Although the overall Iowa unemployment rate was well below the nation as the whole, the unemployment rate in these three primary demand areas was substantially lower than even the Iowa rate.

As a consequence, employers were somewhat receptive to the idea of hiring workers from out of the area. While individual job seekers had to be sold to particular employers, the notion of out-of-area recruitment didn't always require selling. In fact, employers from each of these areas had attempted to recruit workers in the supply area during the period before the Project. Some employers had enjoyed greater success than others but all these employers were almost universally dissatisfied with their recruitment results.

Since their need for additional workers was acute, these employers were anxious to participate in an effort to develop more effective means for recruiting workers from other areas and for retaining these workers once they had been recruited. On the other hand, workers coming into these communities did not threaten to unbalance local labor markets because the need for workers far exceeded the available supply. As a result, opposition from organized labor and from spokesmen for the indigenous disadvantaged was avoided.

The second criterion considered was the diversification of industry within the area. Areas offering a broad mix of both heavy and light industry were sought so the widest possible selection of job opportunities would be available for potential relocatees. Since the project population represented a cross section of the general labor force, this was particularly important. The homogeneity of experience, background and interest found in more narrowly defined project populations was lacking and greater diversification of placement possibilities were required.

Finally, distance was a factor. The primary demand areas were geographically close to the supply area. While distance was the least influential of the three factors affecting the selection of the primary demand areas, the existence of nearby heavy demand areas made concentration on short-haul moves appear the preferable solution to the employment problems of the relocatee population.

CHAPTER 2
ORGANIZATION AND STAFFING

CHAPTER 2

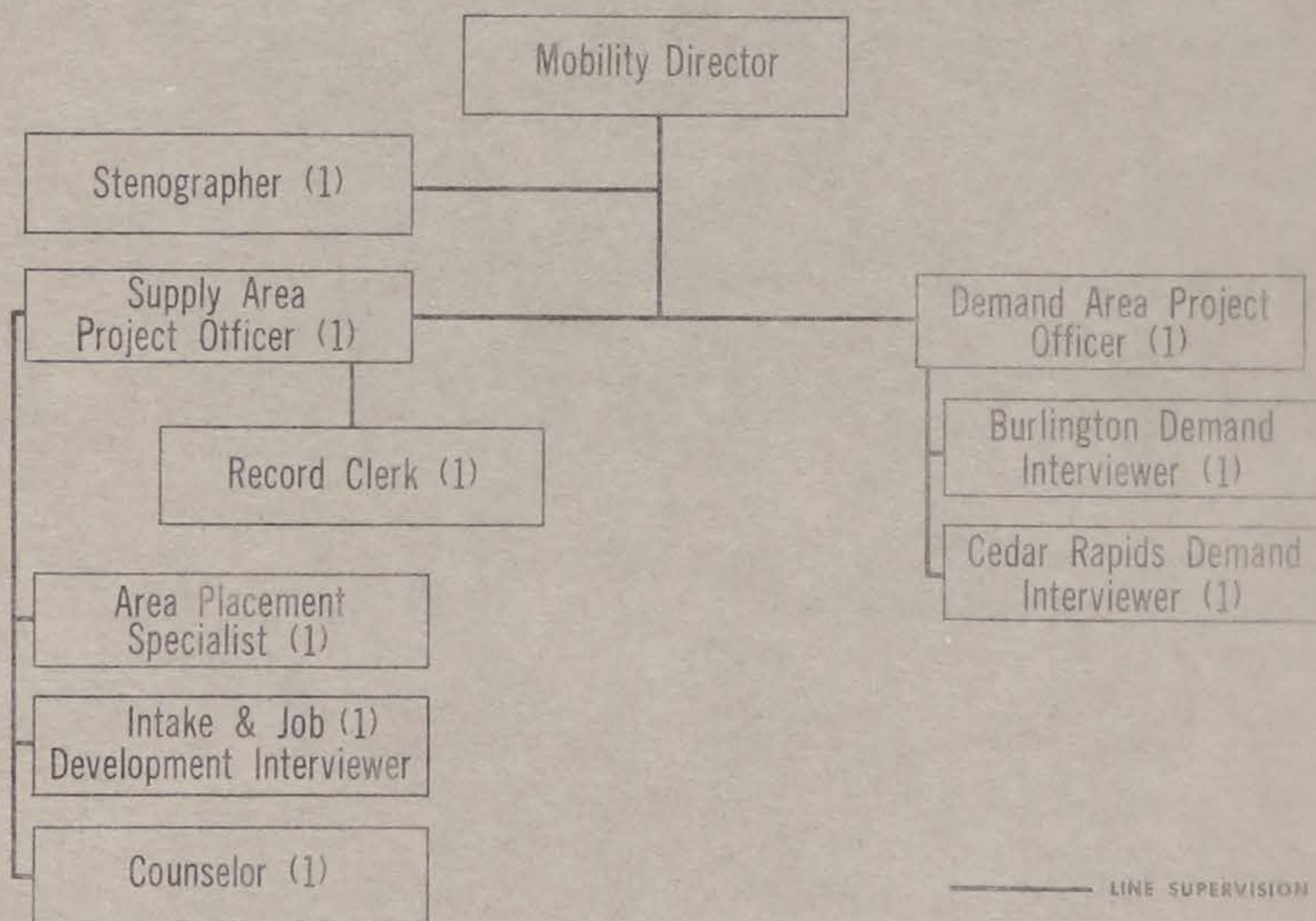
ORGANIZATION AND STAFFING

Organization

In the Iowa Project, administrative and operational responsibility for project activities was borne by the project office which was physically located in the supply area. Ten persons--eight professional and two clerical--staffed the Iowa project. Five professional personnel and both clerical personnel were assigned to the project office and were utilized primarily in the supply area. One professional person and an incumbent was assigned to each of the three major demand areas.

Two distinct advantages were offered by a project office charged with both administrative and operational responsibility and physically located in the supply area. First, the project direction was located where the action was. Project direction was immediately more sensitive and responsive to actual operating conditions and to the problems and opportunities these conditions presented. Just as important, the need for purely administrative staff was materially reduced since virtually the entire staff was extensively involved in production activities. Thus, a relatively small staff was able to provide effective service to a large project population.

MOBILITY PROJECT ORGANIZATION AND STAFFING



Staff Recruitment

Staff was recruited from both within the agency and from outside sources in accordance with Iowa Merit System Council rules and regulations. Whether from within or outside of the agency, prospective employees had to meet the eligibility criteria established for appointment to comparable positions already within the agency.

While rigid adherence to Iowa Merit System Council regulations and hiring did not seriously interfere with the recruitment of interviewers, the recruitment and selection of counselors and supervisory personnel were handicapped. Personnel capably serving as local Employment Service managers didn't necessarily meet the criteria for selection as mobility officers. Likewise, persons lacking a few college credit hours in specified course areas couldn't be appointed mobility counselors despite previous experience and demonstrated ability and the fact mobility project counseling differed substantially from regular Employment Service counseling. As a result, several competent candidates for supervisory and counseling positions from within the agency couldn't be appointed although they would have contributed capably to the project.

Recruitment difficulties were further compounded by the position project personnel occupied within the agency. New employees were required to sign a statement waiving any potential reemployment rights under Merit System Council regulations at the point of hire. Rightly or wrongly, potential employees interpreted this requirement as a guarantee of no job security. This waiver was particularly unfortunate since mobility personnel who wished to remain with the agency after the project terminated did have the opportunity to stay.

Staff Reporting Schedule

The mobility project director and the project stenographer reported for duty at the project office March 1, 1967, the date the project officially began operation. Two interviewers recruited from within the agency reported March 6. One of these interviewers eventually became acting supply area mobility officer since he could not meet the formal criteria for official promotion to this position and since a suitable candidate who could meet the criteria could not be recruited.

Two new interviewers and a new counselor assigned to the supply area also reported March 6 and immediately began two weeks of basic interviewer training in the agency's administrative office in Des Moines. The demand area supply officer reported March 16 and an additional new demand area interviewer began duty April 16 following two weeks of basic interviewer training. The second clerical position wasn't filled until August 1967 when the mobility project assumed responsibility for all interarea placement activity in the supply area as well as the operation of the leased line telephone system.

Staff Characteristics

Despite the recruiting difficulties, the staff that eventually was assembled was particularly competent and effective. With few exceptions, the initial staff was young and relatively inexperienced. Of the four mobility staff members recruited from within the Iowa agency, only the project director and the demand area mobility officer had been with the agency more than two years.

Of the professional staff members newly recruited from outside the agency, only one was over age 35 and two were recent college graduates with no previous full-time work experience. However, what this staff lacked in experience was made up for in resourcefulness and enthusiasm.

On the whole, previous Employment Service experience appeared to be of the most value and importance in the demand areas. Two of the three demand area staff members--the mobility officer and one interviewer--had had previous Employment Service experience while one interviewer did not. Over 90 per cent of the workers relocated to the major demand areas were placed in the areas served by staff with previous Employment Service experience.

Beyond this, settling-in and other supportive services appear to have been provided more smoothly and more evenly in the areas served by experienced staff. While a number of external factors such as the relative demand for workers, the prestige of the firms with job openings and the relative cost of living in the various communities were not completely without influence, the variation in social and labor market conditions among the major demand areas wasn't sufficient to account for the wide variation in relocation experience.

The critical factors appeared to be the job development and placement skill plus the knowledge of both the communities and the labor markets developed by the experienced staff during their service with the regular Employment Service. In addition, familiarity with regular Employment Service routines and procedures permitted the experienced staff to relate more easily to the staff of the demand area Employment Service local offices. As a result, cooperation and assistance from these local offices was greater. Finally, the level of activity in the major demand area served by the interviewer without Employment Service background increased markedly toward the end of the operational phase after job development; placement skill and labor market knowledge had had time to develop. In short, previous Employment Service experience was extremely helpful in the major demand areas.

Apparently, previous Employment Service experience was less important in the supply area. Other than the project director, only the acting mobility office had an Employment Service background. Yet both the quantitative and the qualitative performance of the supply area staff was all that could be asked.

The supply area staff screened 1,515 unemployed workers into the project population and arranged employer interviews in their home labor markets or in other labor markets for 1,320 of these workers who were eligible for financial assistance. Of equal importance, the supply area staff found suitable employment opportunities within the overall supply area, either in their home labor market or in other labor markets within the area, for 270 of these workers. The supply areas were of sufficient geographic size to justify relocation within the area.

The quality of the performance of the supply area staff was equally impressive. To use a traditional method of measuring the quality of service, every worker in the project population received service beyond and in addition to the screening interview. Nearly 90 per cent of the workers in the total project population had at least one employer interview. The remainder either refused offered interviews or were turned over to agencies better equipped to deal with their particular problems.

Over 97 per cent of the workers eligible for financial relocation assistance had at least one employer interview and job development efforts were made for every worker in this group. Nearly 60 per cent of the total project population and 73 per cent of the workers eligible for financial relocation assistance found suitable employment as a direct result of project efforts. An additional 5 per cent of the total project population and an additional 11 per cent of the workers eligible for financial relocation assistance found employment on their own or were placed with the assistance of other agencies or organizations as an indirect result of services offered through the mobility project. This performance was even more impressive since the workers in the project population were, for the most part, regarded as only marginally employable locally although the majority of them could not be considered disadvantaged.

Although a number of factors contributed to the performance level achieved by the supply area staff, the staff itself made the greatest single contribution. About all of the various members of the supply area staff had in common was the lack of an Employment Service background. The counselor was just out of graduate school and had had no previous regular jobs. The intake and job development interviewer had been a home economist with Iowa State University while the interviewer who became the area placement specialist had been in the automobile and small loan business. All the interviewers hired for the supply area as turnover occurred during the project were fresh out of college.

As a consequence, this staff with its resourcefulness and imagination unbridled by traditional notions of what couldn't be done proceeded to go ahead and do it. Finding suitable employment opportunities for workers screened into the project population, doing everything possible to persuade the workers to accept jobs and to help them adjust to their new environments became a challenge. In fact, it became a point of honor. Demand area staff members rapidly became infected with the same attitude. They prodded themselves into even greater job development efforts, successfully approached unapproachable employers, extensively exploited classified advertisements in newspapers and trade journals and cajoled other manpower-oriented agencies and organizations into providing job leads, transportation assistance and other supportive services.

The characteristics and the backgrounds of the individual staff members were vitally important. The acting supply area mobility officer came from one of the most active smaller offices in the Iowa agency and the idea of full participation in production activity was not new to him. Equally important, his previous experience in that office had taught him to distinguish between means and ends. The ends or objectives of the labor mobility project were to learn how to reach out to the unemployed rural residents and to learn what services and forms of assistance they needed to relocate to more urban areas. The means to these ends were the techniques and procedures followed in the course of day-to-day activities. He was agreeable to new procedures and innovative techniques and able to provide the supply area staff with achievement oriented, rather than strictly procedural, direction.

Although the counselor was just out of graduate school, he had grown up in one of the more distressed of the supply area counties. He had also spent several summers working for a major railroad. This background made it extremely easy for him to establish rapport and communication with members of the project population. In a very real sense, he had spanned the gap between the world the project population was leaving and the world into which they were going. As a result, he could effectively function as a bridge for them.

As a former extension home economist in the area, the initial intake and job development interviewer had developed both an ability to communicate effectively with area residents and an understanding of their needs and problems. She had also developed extensive contacts with a large number of agencies, organizations and influential individuals throughout the area. Consequently, she was able to meaningfully interpret the ramifications of relocation to the project's population and to recruit effectively.

Because of the acute lack of job security that plagued the staff throughout the project, vacancies occurred in this position several times as incumbents resigned to accept more secure jobs. Subsequent intake interviewers were new college graduates but were either residents of the area or individuals with similar experiences. Perhaps significantly, women interviewers were more effective than men interviewers in this job.

The role of the area placement specialist took on crucial importance mainly because of the intense adverse public and political reaction to the original announcement of the Iowa Labor Mobility Project. The primary function of the area placement specialist was to make sure potential relocatees were adequately exposed to job opportunities available in the area before out-of-the-area employment was considered. The job opportunities covered those listed with the Employment Service, those advertised through area mass communication media or those accessible through job development.

Successful performance of this job required wide acquaintance within and outside the area. A great deal of drive was also necessary as well as the ability to withstand and persevere after repeated rebuffs. Widely acquainted with the area and impervious to discouragement after his experience in the automobile and small loan businesses, the man who filled this job possessed these attributes in abundance and performed magnificently. Had the duties of the area placement specialist been less competently discharged, the Iowa Project would have had difficulty attaining the public acceptance and the political respectability it ultimately achieved.

Staffing Recommendations

The Iowa experience suggests that different criteria should be used in selecting supply and demand area staff. Previous Employment Service experience, particularly in placement, job development and employer and community relations, is critically important for demand area staff where activity is mainly placement oriented and where cooperation and assistance of regular Employment Service staff is vitally needed. Since the relocatee presents greater placement and adjustment problems than the average job applicant, the greatest skill and expertise the Employment Service can muster should be used in dealing competently with these problems. Therefore, mobility demand area positions should be promotional positions not requiring the waiver of reemployment rights.

In the supply area, the ability to establish rapport with and to communicate with the potential relocatee--the ability to bridge the gap between two different worlds--is most important. Those who can best bridge this gap appear to be those who have in some sense made the transition themselves. Understanding of the area and more importantly understanding of the people and their problems is required. Indigenous personnel who have successfully lived in both worlds regardless of their particular function in either world are needed for supply area positions even though they may not meet the formal criteria for appointment to comparable positions elsewhere in the agency.

Training

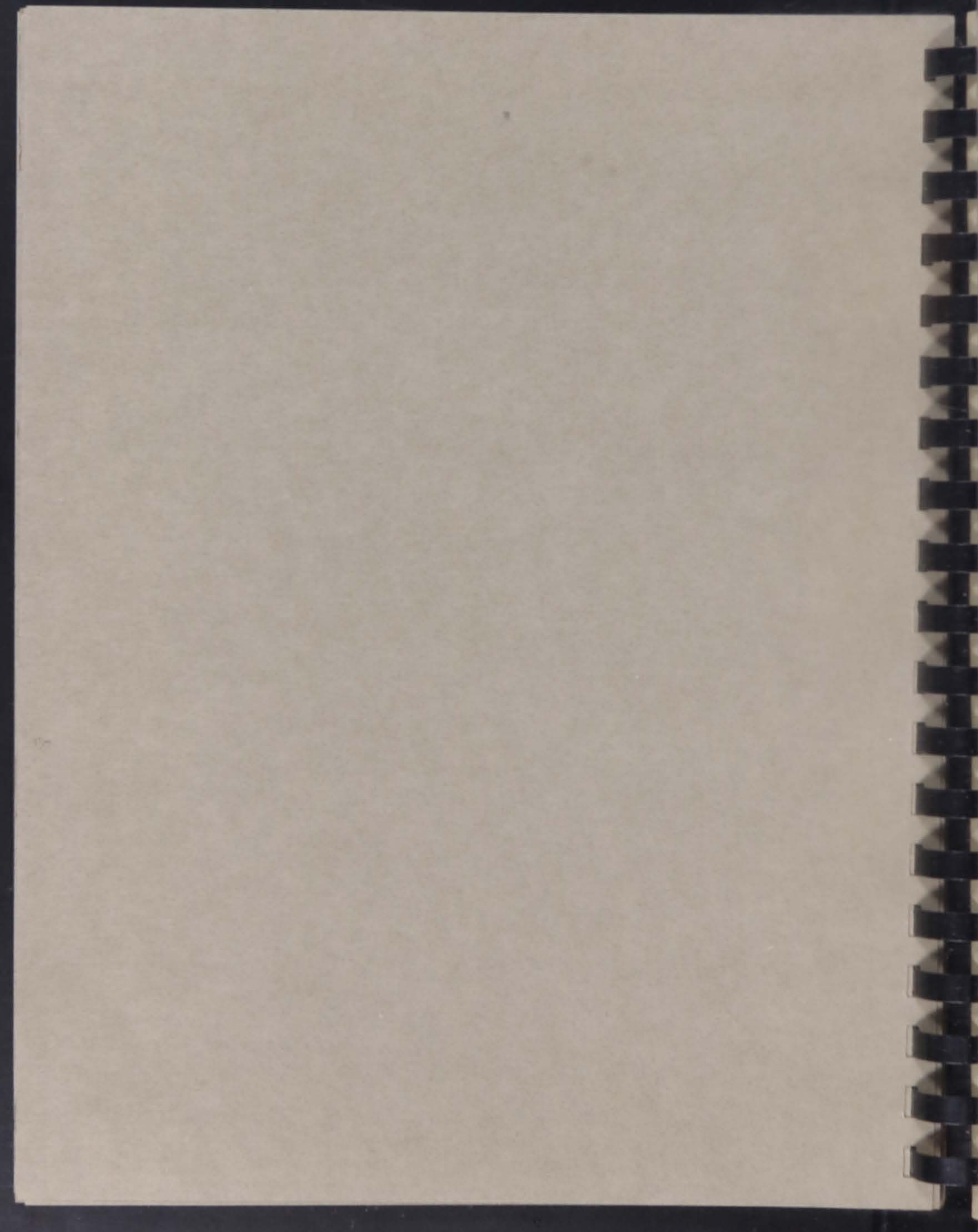
Staff training for the most part was on the job. New employees received basic interviewer training in the administrative office. Orientation to labor mobility activities through self-study and staff sessions was based on the Bureau of Employment Security's Labor Mobility Handbook and the Iowa Labor Mobility Demonstration Project proposal.

Detailed instruction, however, was by precept rather than by concept and the staff learned by doing. Initially the project director worked with the staff members who had had previous Employment Service experience. When these employees had learned the procedures, they were assigned to work with new employees. As newer employees gained proficiency, they were permitted to work under progressively less direct supervision until they could perform with only general direction. This pragmatic approach to training encouraged pragmatism in the work situation. A doctrinaire and legalistic interpretation of the nature of the labor mobility project was avoided.

To familiarize new employees with manpower-oriented agencies and programs and the governmental jargon associated with them, a Glossary of Government Terminology was prepared. An informal week-long training on mobility operations, participated in by a staff member of the Missouri Division of Employment Security's Labor Mobility Project, was conducted for the project staff and the Employment Service managers of the supply and demand areas. The advice and assistance given by Missouri Project personnel helped the Iowa Project to get off to a fast clean start and to avoid unnecessary difficulties.

Even when the circumstances differ substantially, Iowa's experience indicates that utilizing experienced personnel from other operating labor mobility projects to help launch new projects and to help train their staffs is highly desirable.

CHAPTER 3
OPERATIONS



CHAPTER 3

OPERATIONS

Recruitment

A variety of different recruitment techniques were utilized in the Iowa Project. Throughout the project, workers were screened into the project population from the Ottumwa Experimental and Demonstration Project's centralized applicant file. This file consisted of duplicate copies of the application records of all job seekers in the supply area who had registered with the Employment Service. As a result, mobility project staff had direct and immediate access to potential relocatees already in contact with the Employment Service.

At the beginning of the mobility project and periodically throughout the project, this entire file was reviewed. Sought out as potential relocatees were primary wage earners who were seeking permanent full-time work and who had indicated an interest in relocating, who had been out of work six weeks or longer or who had been previously terminated from their last job without hope of recall.

To develop an initial project population, a letter was mailed to each of the potential relocatees identified during the initial file review. The letter briefly explained the services available through the mobility project and requested the workers to suggest a time and place for an interview with a member of the mobility project staff. An initial project population of 170 was developed through this file review and letter contact system. However, only 67 of the 170 were still eligible for assistance.

Since only about 20 per cent of the potential relocatees responded to the recruitment letters, an attempt to reach non-respondents by telephone was launched. Although somewhat hampered by the substantial number of non-respondents without a phone, the telephone recruitment effort permitted all but a handful of potential relocatees to be contacted and their eligibility and interest in mobility assistance to be assessed. A second letter was sent to those who could not be reached by phone.

Subsequently, a telephone, rather than a mail, approach to contacting potential relocatees identified through centralized file review was adopted. During the project, the file review technique with telephone or mail follow-up produced about 10 per cent of the total project population.

Since utilization of the centralized applicant file as a primary source of potential relocatees yielded an excessively high proportion of employed applicants, arrangements were made for direct referral of potential relocations to the mobility project office by regular staff in each of the four Employment Service offices in the supply areas. Training sessions designed to acquaint local office staff with mobility services and eligibility criteria were conducted in each of these offices.

Referral of potential relocatees would be by phone and arrangements for the potential relocatee to talk with a mobility staff member either at the project or local office would be made during this initial phone call. At first, this procedure was hindered by toll telephone costs. However, the installation of leased line telephone facilities and the opening of outstations in counties without Employment Service offices made this direct phone referral the best source of potential relocatees challenged only by direct television recruitment for absolute primacy. Approximately 30 per cent of the total project population was referred directly by regular Employment Service personnel during the project.

Television Recruitment

Four television recruitment shows, each publicized as a "Jobs-A-Go-Go" were aired over station KTVO in Ottumwa between December 1, 1967 and September 22, 1968. Besides being located in the center of the supply area, KTVO is the only television station received uniformly throughout the area and the most widely watched station within the area.

Program format was informal and, although planned, the presentations were ad-libbed. Telephone inquiries from interested workers were invited during the program and during the half hour immediately after the program. Collect calls were accepted. The telephone numbers for workers to call were superimposed on the screen regularly as well as being announced during the broadcasts.

Three or four employer representatives participated in each program. These employers represented different industries in different locations and between them offered a broad mix of job opportunities ranging from unskilled to semi-professional technical positions. Arrangements were made for the employer representatives to hold interviews in Ottumwa during the two days following the broadcasts.

Local musical groups were persuaded to donate their services for the broadcasts. Besides contributing entertainment value and adding holding power, the musical breaks gave interested persons an opportunity to call immediately after one employer presentation without fear of missing another employer's presentation. Labor mobility staff members were on duty to receive calls, provide information, make appointments and assure as much as possible that applicants spoke to a representative of an employer. Mobility staff members reported to the television station at 9 p.m. and worked past midnight on the evening of each broadcast. The broadcasts were hosted by the mobility project director.

Each program was preceded by advance publicity. Posters and grocery stuffers were distributed throughout the area during the week before each show. Both the posters and grocery stuffers were designed and produced by the Information Department of the Iowa Employment Security Commission. The cooperation of this department, the Ottumwa Project information officer and the Ottumwa Project community coordinator in producing and distributing this publicity was extremely helpful. In addition, KTVO provided numerous pre-program promotional announcements over both the TV station and its companion radio station KBIZ. Finally, the programs were planned sufficiently far in advance for TV Guide listings and regular television schedules in local newspapers to carry information about the programs.

Calls started coming in after the programs had been on the air about 10 minutes. After these rather slow starts, all trunk lines into the station would be in heavy use until the programs left the air at 11 p.m. By 11:30 p.m. calls tapered off but by then more than 60 calls per program had been received.

In all, 532 workers or 35 per cent of the total project population responded directly to the four broadcasts. An additional 40 to 50 applicants responded indirectly or after a considerable time after a program.

Of those workers who responded directly, 67 per cent had had no contact with the Employment Service and some 42 per cent of these were at least minimally disadvantaged. Fewer than 20 per cent of these workers were residents of Ottumwa or of Wapello County in which Ottumwa is located.

Some 68 per cent of the direct respondents lived either in the country or in villages and towns with populations of less than 2,000. Ten per cent of the direct respondents and over 50 per cent of the indirect or lapsed-time respondents lived over 75 miles from the project office.

Ultimately, 413 of the direct respondents were placed with employers who participated in the broadcasts and all but about 25 of the direct and indirect program respondents were eventually placed in permanent jobs through the efforts of the mobility staff.

In terms of their objectives of recruitment and placement, the program series was a smashing success. The program series appears to amply illustrate the effectiveness of television as a recruitment device under the proper conditions.

Feedback from the community and discussions of the programs with respondents indicates that these factors contributed substantially to the success of the venture:

1. The presence of "flesh-and-blood" employer representatives on the shows. Their presence lent an authenticity and an immediateness that could never have been achieved through the recitation of available openings by an intermediary.
2. The call-in feature which encouraged impulse buying or striking while the iron was hot.
3. The availability of the employer representatives for local interviews on the following days.
4. The availability of large numbers of jobs. Since each employer had multiple openings, less-than-well-qualified applicants didn't feel they were bidding on one-of-a-kind jobs with little chance of success.
5. A broad job mix offered something for everybody from college graduate to functional illiterate.
6. The program format with its informality, the introduction of an element of entertainment by musical groups even though some people didn't like particular kinds of music and the relatively rapid and changing pace of the shows were also factors. One of the most frequent comments was, "It didn't seem like a government program," with the further implication, "therefore, I watched it." The programs received favorable comment from applicants and several local business and industrial leaders including a bank president and the labor community. Neither the programs nor the presentation by the mobility project brought about unfavorable comment in the community.

While the Jobs-A-Go-Go series was the most spectacular recruitment technique tested by the Iowa Project in a number of ways, a variety of other recruitment activities were also undertaken. Review of the centralized applicant file, referral by regular Employment Service staff and television recruitment accounted for over 75 per cent of the 1,515 applicants in the total project population.

Other Recruitment Techniques

The fourth significant source of potential relocatees had been the project population itself. During the intensive post-project follow-up after relocation activity ceased, the discovery was made that nearly 18 per cent or roughly twice the number found through the file review had contacted the project at the suggestion of relatives or friends who were already receiving assistance through the project. The delivery of fast, effective placement and relocation assistance and the resulting spontaneous word-of-mouth advertising turned out to be an effective means of recruiting.

Among other avenues of recruitment explored were newspaper advertising, news releases, cultivation of referral activity by other agencies and the utilization of special facilities available through other agencies. Referral by other agencies proved most effective and accounted for 5 per cent of the total project population. The Division of Rehabilitation Education and Services (Vocational Rehabilitation) proved to be the most cooperative agency with the Community Action Program agencies in the supply area running a close second. Referrals were also received from the Department of Social Welfare, the Iowa Comprehensive Alcoholism Program and the State Correctional and Parole authorities. The Iowa Project drew heavily on the resources available through these agencies for supportive services needed by potential relocatees before they could be moved.

Recruitment through print whether in the form of paid advertising, brochures or news features proved bitterly disappointing. Despite repeated attempts with advertising paid for by a wide variety of different employers offering a vast array of different types of jobs, response was invariably minute. Less than one-half of one per cent of the total project population responded to newspaper advertising. News feature stories brought somewhat better response with almost 3 per cent of the total project population coming into contact with the mobility project as a direct result of news stories printed in the area paper. A specially prepared pamphlet produced no identifiable results.

Use of facilities available through other agencies produced hardly measurable results. The Iowa Manpower Development Council's mobile manpower information van to recruit in rural areas produced only two or three potential relocatees and the time spent traveling with the van was wasted for the most part. Similarly, placing posters in public buildings, offices and facilities of other agencies when their personnel had not been oriented or acquainted with mobility project activities produced no measurable results. In short, access to facilities without the active cooperation and support of the personnel in them proved to be worthless.

Eligibility

The Iowa Project operated in an environment made unique by the restructuring of rural Employment Service operations through the Ottumwa Experimental and Demonstration Project. Because the Iowa Project bore responsibilities in this effort to restructure and strengthen rural Employment Service operation, it became an experiment with mobility as an operational program. The Iowa Project was one of a variety of manpower services available in varying degrees of intensity to residents of the entire area.

As a result, a mobility service evolved featuring three different levels or degrees--or even types--of service, each with its own eligibility criteria. Screening became a matter of sorting in applicants, rather than sorting out applicants. Some degree of service was available for every worker screened into the project population even though no expectation existed that the delivered services would ever result in anything reportable as a relocation.

To be eligible for the first level of service--placement assistance locally or in an area other than the worker's home labor market--the sole requirement was that the worker be unemployed, underemployed or facing imminent layoff. Second level assistance included transportation to pre-employment interviews, community orientation, assistance in finding housing in the new area and social settling-in services once relocation was made. To obtain this service, the person had to demonstrate an active interest in relocating to secure full-time permanent employment as well as be unemployed or facing imminent unemployment. Over three-fourths of the Iowa Project's relocatees fell into this category because the third level of assistance involving monetary aid was offered only where real need was evident.

To be eligible for monetary assistance, the potential relocatee had to be:

1. A resident of the 12-county supply area and a legal permanent resident of the United States.
2. Involuntarily unemployed or working fewer hours than recognized as full-time for that industry and occupation in the community. Involuntary unemployment was defined as laid off due to lack of work, laid off due to technological trends, discharged or forced to resign other than for misconduct as defined under the Iowa unemployment insurance law, unemployed six or more weeks regardless of the cause or a member of a farm family with less than \$1,200 net farm income.
3. Head of a household or solely responsible for his own support.

Eligibility Determination

The basic determination of the degree of service that each potential relocatee was eligible to receive was made by the individual interviewer based on information developed during the screening, referral and post referral interviews.

Determinations for first and second level service were not subject to review. However, when the determination was for the third level service of financial assistance, documentation was required to establish that eligibility criteria were met. In addition, an indication of the extent of need and a recommendation of the type of direct monetary assistance was given by the interviewer. This recommendation might include funds to move household goods, a lump sum allowance or payment of pre-employment interview expenses.

In the Iowa Project, a determined effort was also made to relate the amount of financial assistance grants to what each particular relocatee actually needed to make the move. While individual relocatees frequently received a lump sum cash allowance or a grant to cover the cost of moving household goods, only rarely did a relocatee receive the full amount that could be granted under the allowance payment formula given in the Bureau of Employment Security's Labor Mobility Handbook. In any case, the decision on the type and amount of the grant in any particular case depended largely upon the information developed through the screening and referral processes and upon the recommendation of the screening interviewer.

Final determinations in all cases involving the payment of allowances were made by the project director, or in his absence, by the supply area mobility officer. If the reviewed documentation supported the interviewer's recommendation for financial assistance, a copy of the "Determination of Eligibility for Allowance," Form ES-995, was sent along with supporting documentation to the agency's benefits department as authority to make payment. If the documentation didn't adequately support the interviewer's recommendation, the payment of allowances was disapproved, the Form ES-995 wasn't signed and the benefits department wouldn't make payments unless a properly signed form was on file. As a consequence, a high degree of control was maintained over the payment of allowances while a uniform interpretation was also attained in the application of eligibility criteria. Although case files were reviewed by the benefits department for completeness, determinations on eligibility made in the field were not substantially reviewed.

Screening

Virtually all screening activity was performed by mobility personnel except for the prescreening of potential relocatees as part of the recruitment process by regular Employment Service and Ottumwa Experimental and Demonstration Project personnel. Even under these circumstances mobility project staff retained responsibility for deciding whether to include the potential relocatee in the project population and for determining the level of service for which the potential relocatee would be eligible. In all other cases and regardless of the recruitment source of the potential relocatee, screening responsibility wasn't shared even to this minimal degree.

The only eligibility criteria imposed on the Iowa Project's population were those on employment status and demonstrated need for financial assistance to relocate. Prejudgment implied by excessive regard for previous work records, family size, marital status, age and sex was considered prejudicial to the experimental nature of the project and, even worse, conducive to the introduction of personal bias into project activities.

As a result, the Iowa Project served a very broad cross section of the population. Workers who were successfully located who would have never been served if any such preconceived notions of "high risk" individuals had been employed.

Out of this welter of experience has come some indication of the factors which materially affect the success of the relocation effort. Some of these could possibly be controlled while others could not be controlled. These factors pertain more to the characteristics of the area than they do to the characteristics of the relocatees themselves. The imposition of criteria to screen out probable failures would have been a mistake. In the Iowa experience, a great deal was learned by screening-in potential relocatees who by tradition should have been screened-out as possible failures.

Job Development

In one sense, virtually every placement made during the Iowa Project was made through job development. In another sense, almost none of them were made through job development. Job development wasn't involved in the sense that the job opportunities did not already exist. At any given time during its operational phase, the Iowa Project staff had knowledge of from 600 to 1,000 job openings in the major demand areas alone.

On the other hand, job development was intensely involved in the sense that the potential relocatees rarely, if ever, were fully qualified for the jobs. While they could do more, the potential relocatees did not usually have the qualifications required by the formal hiring specifications. Beyond this, even the notion of hiring workers from outside the area--workers who would have to relocate--in these job classifications frequently had to be sold to the demand area employers. Some of these employers in the past had had unfortunate experiences with unskilled and semi-skilled employees recruited from out of the area. Others, such as the personnel manager at one of the plants of a national corporation, told a mobility interviewer that he couldn't see the difference between mobility applicants and the culls left in the local labor market. In this particular case, the mobility interviewer pointed out there weren't many culls left in the local labor market. The personnel manager softened up, interviewed a half dozen mobility applicants and hired four who were all successful relocations.

Job Development in the Demand Areas

To open up the multitude of job opportunities to mobility applicants, demand area staff with the cooperation and assistance of regular Employment Service staff personally called upon those industries with the greatest placement potential. They explained the mobility concept, indicated the type and number of workers available through the project and tried to secure interviews for some sample applicants who had already been identified.

Personally contacting major industries in the company of regular Employment Service managerial and employer relations personnel had a number of advantages. In the first place, the legitimacy of the project was immediately established. When a dozen agencies or more may regularly contact the average major employer on behalf of job applicants, identification with or at the very least obvious evidence of coordination with an established and recognized community agency is in itself valuable. Secondly, demand area personnel gained a thorough working knowledge of the type of available jobs and the types of workers being sought and hired to fill these jobs. Finally, the demand area staff became personally acquainted with the employers and their hiring personnel.

Not infrequently, a good presentation on mobility sufficiently aroused the employer's curiosity and created good enough rapport between the mobility interviewer and the employer to allow interviews for mobility applicants to be arranged by phone after the initial personal visit. As future personal visits were made, this rapport developed to the point where requests for interviews were never denied although the applicants were not always hired.

This employer development approach to job development worked best for demand area staff with previous Employment Service experience. Previous exposure to the labor market with its accompanying knowledge of job structure, job families and types of workers employed in different industries enabled experienced personnel to grasp employer needs more quickly. It also helped them to relate the previous experience of mobility applicants to the somewhat different requirements of demand area industry more readily than inexperienced personnel could. The employer development technique functioned well from the beginning of the project in the two major demand areas served by experienced personnel. In the third demand area with an inexperienced staff member, it only began to catch fire near the end of the operational phase of the project.

One distinctive advantage was found in telephone job development in the demand areas. After the initial personal contact and the development of some rapport between demand area personnel and the employer community had been established, the Iowa Project discovered too much hand-carrying frequently resulted in employers feeling the applicants were all unable to function independently and thus were extremely poor candidates for employment.

On the other hand, when interviews were arranged by phone, the employers' first impressions of the applicants were better and the applicants received more serious consideration for jobs. However, though personal employer contacts for specific applicants weren't discontinued, treating most of the contracts as routine and making contacts by telephone diverted the employers' attention from the hand-carrying aspect of the mobility project. Even though many applicants for whom interviews were arranged by phone were still guided to the interview and intensively coached before it, the applicant appeared to stand by himself during the actual interview and impressed the prospective employer more favorably. At the same time, this technique usually strengthened the applicant. Hired or not, he came away from the interview realizing he had carried it off himself and the employer had been interested in him as an individual.

Procedural Innovations

For this approach to job development to function effectively, demand area personnel needed complete, detailed and accurate applicant information rapidly and quick access to the applicants once interviews were arranged. Supply area personnel needed detailed and current information on the job opportunities available in the demand areas. Rapid verification of interview results were especially important in those cases where an applicant was being promoted in more than one demand area.

To cope with these requirements, regular interarea placement procedures between the supply and demand areas were supplanted by a simplified and streamlined system featuring:

1. The direct extension of employer job orders from the demand areas to the supply area by
 - a. Copies of the Employer Job Order (Form ES-514) taken in the demand area local office being transmitted directly to the supply area by mail.
 - b. Telephone extension of the job order information transmitted by demand area mobility personnel, regular Employment Service personnel or the employer at the suggestion of Employment Service personnel.
 - c. Weekly demand lists submitted for each demand area by mobility personnel.

2. The direct extension of available applicant information to the demand area by
 - a. Xerox copies of the ES 511 application form, checked for completeness, and with relevant information on housing needs, family size and other special requirements.
 - b. Telephone transmission of specific information requested by demand area personnel or needed to arrange particular referrals.
 - c. Bi-weekly available applicant lists prepared by the supply area staff indicating the status and interests of currently available applicants.
3. The use of the phone, rather than mail, to arrange interviews, contact applicants and obtain the results of referrals.

Besides simplifying procedures, revision of the interarea placement system also fundamentally affected the nature of the interarea placement service. Traditionally and, with few exceptions, interarea placement has been a service extended only to better applicants and to those employers offering better jobs. The run-of-the-mill applicant and employer was served locally or not at all. The direct exchange of applicant and job order information and the extensive use of long distance telephone created in effect a single geographically super-large job market encompassing both the supply and demand areas. The labor pool for employers to tap was substantially increased while supply area applicants were exposed to a much broader variety of possible job opportunities.

A substantial increase in the number of interarea job placements was almost unavoidable. Access to jobs considered second class but not substandard in areas of great labor demand by job applicants considered second class but by no means unemployable in an area of substantially less labor demand could not help but be beneficial to both job applicants and employers. During the last phase of the project, a similar approach to interarea placement and job development was extended throughout Iowa. The only difference was the absence of periodic demand and available applicant lists.

Positive Recruitment

An indirect result of this revised approach to interarea placement was a significant expansion of positive recruitment activity in the supply area. Once the availability of an adequate supply of suitable job applicants was adequately demonstrated, employers proved to be willing to come into the area to recruit.

Between October 1967 and the termination of the operational phase of the project in September 1968, 23 different employers sent recruiters into the project office. Since several of these employers recruited in the area more than once, at least one employer was in the project office every other week. Except for two employers from bordering states, all these employers were recruiting for plants located within Iowa.

All these employers offered entry level as well as technical and skilled jobs. The lowest starting wage was \$1.88 an hour for an inexperienced worker. The smallest recruiting firm employed 350 persons and the largest, Iowa's biggest industrial firm, employed over 10,000 workers.

Except for two of the employers, these employers were engaged in manufacturing or in processing. Their products included munitions, electronic equipment, meat and poultry products, a wide variety of metal goods and petrochemical products. The other two employers were from service producing firms. These recruiting employers represented a broad cross-section of midwestern firms as well as the types of job opportunities these firms have available. The firms, the wages and the jobs were both competitive and respectable.

Other Job Development Techniques Tried in the Demand Areas

The Iowa Project also experimented with a variety of other approaches with varying degrees of success. Postal cards to promote general mobility service or individual applicants produced little results. Profile letters of applicants proved equally ineffective.

Although all interarea placement orders from within Iowa and job inventories from bordering states were received, significant results weren't obtained as long as regular interarea placement procedures were followed. Somewhat better results were obtained when mail referral was discontinued and the revised interarea placement procedures implemented. The few unskilled and lower skilled jobs listed in the job inventories and in the interarea employer orders remained a limiting factor.

Job Development from the Project Office

The same types of intensive job development activities were pursued within the supply area. While most personal employer contacts were made by mobility staff members, regular Employment Service and Ottumwa Experimental and Demonstration Project personnel contacted many employers especially those in areas serviced through the outstation center program. Of course, the leased line communication system greatly facilitated telephone job development within the area and the centralized employer order filed guaranteed immediate access to job openings listed with the Employment Service throughout the area.

Extensive use was also made of the classified help-wanted advertisements in area and regional newspapers and in trade journals and magazines. Within the area, advertising employers were directly contacted when a suitable applicant was available. In other areas, the appropriate Employment Service office was contacted to discover if the job opening had been listed. If a job order was on file, arrangements were made to refer the applicant for an interview. If a job order wasn't on file, sufficient applicant information was given to the local office to permit a job development call. A direct job development call was made to the employer by the mobility project office if the Employment Service local office preferred this method. As a rule, the initial contact with the employer was made by the Employment Service office in the area and subsequent contacts were made directly by supply area personnel. All in all, newspapers and trade and industrial journals proved to be fruitful sources of job development leads in the Iowa Project.

Finally, a determined attempt was made in both the supply and demand area to capitalize on the job leads and job development potential of other manpower-oriented agencies and organizations. In the supply area where this approach was most successful, concurrent arrangements were also made to accept eligible referrals from these cooperating agencies. As a result, these agencies had a vested interest in mobility activities and cooperated freely and wholeheartedly. In the demand areas where similar arrangements could not be legitimately made, cooperation was not as good and fewer results were obtained.

Job Development Comments

In retrospect, the job development in the Iowa Project was fundamentally successful. Job development performance was the single most outstanding feature of the Iowa experience, challenged only by the success of recruitment effort. However, the success of the recruitment effort itself was made possible by the strong job development performance. Of the total project population, 53 per cent were recruited either through the television programs which were keyed to the willingness of employers to send representatives into the area to recruit or through word-of-mouth advertising which depended on the reputation for fulfilling promises. Effective job development was the vortex around which the activities of the Iowa Project revolved.

At least 575 or better than 75 per cent of the 759 relocations brought about by the Iowa Project were made through job development and almost all of the rest of the relocations involved at least some job development activity. Without exception, all of the 123 local placements by the supply area staff fell into the job development category.

Services to Applicants

The regular Employment Service, restructured and strengthened through the Ottumwa Experimental and Demonstration Project, delivered nearly all of the traditional applicant services required by relocatees before relocation. Persons reached through the mobility recruitment programs and in need of regular employment service counseling or other standard employability development services were channeled into the regular applicant stream and picked up again by the mobility project when the employability development process had been completed. Mobility project personnel in both the supply and demand areas concentrated on providing extraordinary applicant service not usually associated with Employment Service operations.

Pre-Relocation Applicant Services

In the supply area, special services generally fell into the three main categories of information and guidance, transportation and short-term loan assistance. The need for the supply area staff to be able to discuss demand area communities and employers thoroughly and in detail with potential relocatees became evident early in the project. An extensive library was developed consisting of publications and brochures available through demand area employers, communities, chambers of commerce and industrial development committees.

Data on each individual demand area along with an indication of the basic settling-in costs in each community were also summarized in "Basic Data Sheets" which were reproduced in sufficient quantity to be left with potential relocatees and their families. Using the library and the "Basic Data Sheets," the supply area staff could interpret accurately and relevantly the demand area community and employer to the prospective relocatee and help him relate his individual circumstances realistically to demand area conditions.

Potential problems resulting from the relative costs of living, the size of the family and the like could be identified in time to be dealt with effectively. Just as important, a better understanding of the demand area community and the problems that might be encountered resulted in fewer unpleasant experiences for the relocatee and his family in what was already a somewhat traumatic experience.

The transportation of potential relocatees to pre-employment interviews in the demand area remained a problem throughout the Iowa Project. Public transportation between the supply and the demand areas was so inconvenient it might as well have been nonexistent. When public transportation was used, a round trip from Ottumwa to Clinton or Davenport took a minimum of two days even though the distance was only about 170 miles each way. If more than a half day was to be available for interviewing, at least three days were required. Compounding this problem was the fact that few potential relocatees had cars capable of making the trip.

To cope with these circumstances effectively, physical transportation of potential relocatees to the pre-employment interview was added to the special services. Trips by supply area staff into the major demand areas were scheduled weekly. In addition, some success was recorded in having community action program neighborhood aides transport additional relocatees.

Although this escort procedure was time consuming, the loss of staff time was more than offset by the increased rapport established with potential relocatees during these trips. The escort service also resulted in much better communication between the supply and demand areas and more satisfactory adjustment to the community by the relocatee once he had been moved to the new community.

The third major special or extraordinary applicant service provided by the supply area staff came about because the Code of Iowa required all state disbursements to be paid through the State Comptroller's office. All mobility allowances of whatever sort were interpreted to fall in this category. As a consequence, at least five days were required to process relocation assistance allowance or pre-employment interview expense allowance warrants.

Means for providing immediate cash to prospective relocatees had to be developed since most eligible relocatees didn't have the money to finance trips to demand areas for pre-employment interviews or to support themselves in the demand area until the warrant could be processed if the employer wanted them to start work immediately. Whenever possible, physical transportation was provided by either mobility or community action program staff.

When physical transportation wasn't possible or when immediate cash was necessary for the relocatee to enter the job at once, one of two arrangements was made. Community contacts had revealed that one of the major banks in the area served as trustee for a philanthropic fund. Contact with the appropriate bank official resulted in a slight bending of their normal loan procedure that enabled disadvantaged relocatees from Wapello County to receive short-term loans at no interest. Although the note was signed by the relocatee, arrangements for the loan were made by mobility personnel. Repayment was made from the relocation allowance when it was received.

For residents of other areas, arrangements were made with the local office of a major finance company for relocatees to receive small, short-term loans with only nominal service charges. Informally, the allowance for which the relocatees had been certified served as collateral in these situations. Although these notes were also signed by the relocatees, loan arrangements were made by mobility personnel.

Loan brokering was a time-consuming business. Making the necessary arrangements and getting the relocatees to the bank or finance company to sign papers took a fair amount of staff time.

Failure of even one relocatee to repay on schedule would have jeopardized the arrangement for all future relocatees. This was also time-consuming and at times, very nerve-racking. Care also had to be used at all times to assure that loans were made only to applicants who were eligible for allowance. Although it didn't happen, a loan could have been arranged for a person who wasn't eligible for a relocation allowance.

Under those circumstances, the mobility staff would have had no means of assuring repayment of the loan. Altogether, the loan brokering special service was both nerve-racking and aggravating although necessary. Direct payment of even a portion of the allowances would have been much more desirable.

Demand Area Applicant Services

Special applicant services by mobility staff in the demand areas fell into the categories of housing assistance, settling-in services and post-relocation and social adjustment coaching. From the beginning, housing was the biggest and the most baffling of the demand areas' problems. The scarcity of adequate housing in the major demand areas was without a doubt the greatest limiting factor in the Iowa Project's experience.

In many instances, mobility applicants could have a choice of jobs but would have to settle for substandard or marginal housing. The tremendous growth of existing industry and the influx of new industry in the demand areas were primarily responsible. The population in the demand areas was growing at a tremendous rate and housing construction simply wasn't keeping up with the population explosion. In the 18 months of the project's operation, mobile home parks in the demand areas doubled and then tripled their original size. New apartment complexes were being rented before the construction of the units had begun.

Under these circumstances, assisting potential and actual relocatees in their search for adequate housing became the most time-consuming activity of the supply area staff. Regular contact was established and maintained with real estate brokers, apartment house owners and leasing agents. Newspaper leads were followed up scrupulously while individual demand area interviewers began compiling their own lists of available real estate and mobile homes.

Hiring employers, notably in the Burlington area, were persuaded to donate staff and office space to operate a housing information exchange that attempted to span a commuting area extending into three states. The assistance of other agencies and organizations was also actively sought to help cope with the housing situation.

One agency merits special attention although many agencies and organizations including such divergent groups as chambers of commerce and community action program agencies proved helpful. "French's Information Service of Burlington, Iowa," subsidized by the City of Burlington and the Burlington Chamber of Commerce, was invaluable.

Myrtle French, also known as Boxcar Myrtle, Queen of the Hobos, who operated the service was an invaluable source of low-cost rental housing leads, information on where to secure secondhand furniture cheaply and various other useful bits and pieces of information. Many times Mrs. French provided leads on housing days before formal notice the property was to be vacated had been given by the current tenants.

The supply and demand area staff cooperated in developing a partial temporary solution to the problem created by a vast and growing demand for workers in one area with totally inadequate housing. This particular area, located some 90 miles from Ottumwa, had been growing at a fantastic rate and was simply unable to absorb workers as fast as they were being brought in.

Bus transportation between the supply area and this demand area didn't coincide with industrial shift changes. If relocatees were to go to work at once, they had to commute for some period of time while they looked for housing. Since few of their cars were in good enough shape for regular long distance commuting, alternate commuting arrangements were obviously needed.

The mobility staff contacted local bus companies to determine interest in establishing charter runs. Little encouragement was initially received, so the Iowa Commerce Commission was approached to see if bus schedules could be changed to better coincide with industrial shift changes. Although this request was denied, charter service finally was started. An interim solution had been found to a problem affecting over 200 workers.

A wide variety of "settling-in" services were often required once housing accommodations were located. Nearly the entire Iowa relocatee population required special assistance of one type or another. Some relocatees needed help in finding or arranging transportation to and from their jobs. Because of their financial situations at the time of the move, others needed help in getting utility deposits and rent payments broken down into installments. Many required assistance with enrolling their children in school while some even needed help with their regular shopping until they became thoroughly oriented to their new communities. With the aid of other organizations and agencies and of regular Employment Service personnel, demand area mobility staff were able for the most part to adequately provide the needed settling-in services.

Post-Relocation Applicant Service Problems

The Iowa demand area staff also attempt to provide as much job and social adjustment coaching services as possible during the post-relocation period. The effort was less than altogether successful. In part, the very vastness of the relocatee population and the demands made by the critical housing situation on the time of the demand area staff precluded frequent post-relocation contacts.

However, more detrimental to the effort was that even when a serious problem was recognized, there was nowhere to turn for help in coping with it. Generally, three types of serious post-relocation problems developed. Most serious were social and economic adjustment problems brought about by the inability to budget, improvident, if not downright, negligent housekeeping and child care or the simple inability of the family to relate adequately to the new environment.

Coping with these problems when they were sufficiently severe to threaten the relocation was beyond the skill and competence of the demand area staff. If the family wasn't church-oriented, as a general rule simply no community resources were available. Although the Iowa State University Extension Service and the Demand Area Community Action Program agencies would help with the settling-in process, they lost interest when the problems were no longer routine.

Similarly when severe health-related problems developed, the demand area interviewer and the hapless relocatee were pretty much on their own. In one case, a Department of Social Welfare interviewer did make arrangements for a relocatee's spouse to be hospitalized. As a general rule, medical assistance for the relocatee and his family was strictly on a cash basis since the average relocatee hadn't been in the county long enough to qualify for welfare assistance under the residency requirements. Even though the family breadwinner was insured when hospitalized, family subsistence became a critical problem. Other than the Salvation Army, no community resource was available to deal with this type of problem.

Finally, coping with many of the job-related problems of relocatees proved to be beyond the skill and competence of the demand area staff. Job-related problems often were more critical than social or medical problems even though they were less frequent. Difficulty in the job situation usually led to rapid termination. Generally, the demand area personnel were unable to cope with problems involving personality disorders of varying degrees of intensity. Community resources to help with these problems did not exist.

Although regular Employment Service counselors might have been of some assistance in these cases, the difficulty of dealing adequately with the problems was compounded by the marked reluctance of these counselors to become even peripherally involved with problem relocatees. As a result, information from employers about relocatees having trouble on the job was seldom immediately conveyed to mobility staff. In much the same way, regular staff frequently refrained from voluntarily extending needed services to keep the relocatee on the job unless the case came to the attention of the local office manager or the mobility staff. Even controllable cases were often out of control before corrective action could be attempted.

Comments on Supportive Services

In retrospect, those supportive and settling-in services within the normal range of Employment Service activities or only a simple extension of these activities beyond ordinary limits were adequately and competently provided. In the supply area where sufficient mobility staff was massed to make it possible, significant progress was made toward meeting the need for applicant services that were different from those regularly engaged in by the Employment Service.

However, in the demand areas identified needs for post-relocation supportive services were frequently never met. Partly this was the result of too large a workload and a reluctance on the part of the regular Employment Service staffs to become too closely associated with problem relocatees. To a greater degree, these needs went unmet because the required community resources did not exist. Many of the needed services couldn't have even been bought had the money been available to buy them. The need for post-relocation social, economic, medical and psychological supportive services is real. In areas where these services can't be obtained from the community, the mobility operation should be staffed to provide them or funded to purchase them.

CHAPTER 4
THE RELOCATION PROCESS

CHAPTER 4

THE RELOCATION PROCESS

Characteristics of the Relocates

The above table presents characteristic data for the total project population--all applicants identified as eligible to receive mobility assistance--and for the relocatee population--all eligible applicants relocated during the project with or without financial allowances. The general composition of both the relocatee and the project populations was quite similar. The only significant differences in the percentage distributions between the two appeared in the percentages dealing with length of unemployment.

However, when the number of relocatees in any given category is related to the total number of individuals in that category in the project population, some indications of the applicants most likely to relocate emerge as well as some surprising information. In the Iowa Project, 66 per cent or 759 of the 1,150 eligible applicants relocated.

TABLE 3
PROJECT POPULATION AND RELOCATEE CHARACTERISTICS DATA
(ALL PERCENTAGES ROUNDED)

	Project Population		Relocatee Population		As a percentage of column "a"
	Number "a"	% "b"	Number "c"	% "d"	"e"
Total Group	1,150	100	759	100	66
Sex:					
Men	874	76	584	77	67
Women	276	24	175	23	63
Age:					
Under 21	357	31	228	30	62
22-44	621	54	410	54	66
45 and older	172	25	121	16	70
Residence:					
Rural (including towns up to 5,000)	679	59	460	60	67
Towns 5,000 to 10,000	253	22	159	21	65
Towns 10,000 and over	218	19	140	19	66
Education:					
8th grade or less	264	23	159	21	60
9th through 11th grade	288	25	196	26	68
High school graduate	529	46	342	45	65
Post high school, less than a degree	69	6	62	8	90
Length of Unemployment:					
Less than 5 weeks	345	30	167	22	48
6 to 9 weeks	414	36	296	39	70
10 weeks or longer	391	34	296	39	76

If this 66 per cent is taken as a norm and is applied to each category, the following assumptions can be made:

1. Eligible men workers were more likely to relocate than eligible women.

A probable explanation is that women heads of families frequently have children and relocation would tend to upset babysitting arrangements or interfere with Aid to Dependent Children payments.

2. Surprisingly, older workers were more willing to relocate than younger workers.

One of the reasons might be that a somewhat larger proportion of the younger workers were women. More important were labor shortages in the demand areas which resulted in experienced workers commanding a good wage regardless of ages. Young workers without the advantage of experience had to compete with younger workers from within the demand areas on an equal footing.

3. Residents of towns with populations between 5,000 and 10,000 were less mobile than either rural residents or residents of larger areas.

A larger proportion of these individuals owned property that would be difficult to dispose of. Renters were hard to find and when found were unwilling to pay the rent the owner would have to pay if he relocated.

4. Generally, willingness to relocate increased with the level of education. However, individuals with a 9th through 11th grade education were more likely to relocate than high school graduates.

A high school diploma was a prerequisite to employment in the supply area labor market. Alert applicants without diplomas were thus more willing to look elsewhere.

5. Mobility increased as the duration of unemployment lengthened.

Relocation Costs

Only 143 relocatees or 19 per cent of the total relocatee population received relocation assistance allowances. An additional 123 relocatees received pre-employment interview expense allowances while another 256 relocatees were transported to pre-employment interviews by the mobility project staff or by community action program personnel. Altogether, 522 persons or 69 per cent of the relocatee population received direct dollar value assistance through the mobility project.

TABLE 4 DIRECT ASSISTANCE COSTS			
Type of Assistance	No. of Workers	Total Cash	Average Cost Per Worker
Relocation Assistance	143	\$38,422.03 . .	\$268.69
Pre-Employment Interview Allowances	123	1,690.19 . .	13.74
Physical Transportation	256	1,530.00 . .	5.98

The largest portion of Iowa's relocation assistance allowance payments were made to cover the costs of moving household goods. Nearly 80 per cent of the relocation allowance grants during the Iowa Project included costs of moving household goods and about 50 per cent of these grants were for this purpose only.

Early in the project, household goods allowances caused a great deal of difficulty. The elaborate legal documentation required by the Code of Iowa and the Iowa Comptroller's Office before payment could be made was almost impossible to obtain when household goods were moved by someone other than a licensed mover. To circumvent further difficulties, a decision was made to reimburse relocatees for the movement of their household goods only when an Interstate Commerce Commission licensed mover handled the job.

All licensed supply area moving and storage companies were contacted and arrangements were made to have them to directly submit billing to the project office. Moving companies were also notified in writing that the project would honor billing only when notices of the acceptance of bids to move particular relocatees signed by the project director had been furnished.

The procedure worked well. Problems with the Comptroller's Office were avoided, the signed notice of acceptance of a bid requirement allowed the project to maintain strict control over the payment of household goods allowances and the mechanics of the move were simplified for the relocatees who already faced enough problems. Any additional relocation costs resulting from this policy were probably more than offset by the saving of administrative costs. Virtually no staff time had to be devoted to working with the relocatee on the mechanics of moving or to unsnarling inadmissible requests for allowance payments.

Lump sum allowances were used by Iowa relocatees for four main purposes. The major share of these allowances were for rent and utility deposits. Relocatees required to deposit the first and last month's rent upon leasing a housing unit sometimes ended up with as much as \$350 deposited with landlords and with the various utility companies.

The next most frequent use of lump sum allowances was to provide subsistence for the family until the first paycheck was received. Often this paycheck wasn't received for at least three weeks.

The third and somewhat less frequent use of lump sum allowances was to pay off old bills including mortgages on furniture. Finally, the fourth most common use of lump sum allowances was to buy clothing, furniture and other needed items in the new job or in the new housing.

Total Project Costs

Funded originally for eight months, the Iowa Project's initial budget was \$124,863 which included \$45,000 reserved for relocation assistance allowance. With the duration extended twice, the Iowa Project actually operated for 23 months with a total administrative and relocation assistance budget of \$224,475.

At the termination of the project, \$6,500 in relocation assistance allowance funds and \$5,847 in administrative funds were returned to the Department of Labor. As a result, the total operating cost of the Iowa Project was \$212,128.

Average administrative and relocation assistance costs per relocatee were \$279.47. If local placements are included in the total relocatee population, this average cost drops to \$240.50 per individual placed in permanent employment.

Comments and Reflections on Relocation Problems

Two of the three problems that troubled the relocation process in the Iowa Project could be managed if the resources to cope with them were built into future projects. The third problem of adequate housing in the demand areas is less manageable since the necessary resources to cope with this situation are totally beyond the control of the employment service.

The first manageable problem was the time lapse between approval of a request of allowance and the actual payment of these allowances. In the Iowa Project, the problem was partially solved by the loan brokerage arrangements and by having the transportation companies bill the project directly for the movement of household goods. However, loan brokerage was a bothersome business and was expensive in terms of administrative costs.

Future projects in states where all disbursements are legally required to be made through a Comptroller's Office should explore the possibility of either contracting with a bank or other recognized and insured financial agency to advance allowances to relocatees after receipt of a signed authorization from the project officer. The lending agency could then be reimbursed by the Comptroller's Office after presentation of agreed-upon documentation. The funding of relocation allowances through some other nongovernment agency should also be investigated.

Additional costs of a contract or of the funding of two agencies would in all likelihood be compensated for by reduced general administrative costs. Each relocation is an administratively expensive item. Each time a relocation falls through because the allowance isn't received in time for the relocatee to enter a job results in the loss of the entire investment.

Providing expert post-relocation settling-in services in the demand areas is the second manageable problem. Provision for the project to pay for the services of a home economist to assist with family budgeting, child care and house-keeping problems and of a psychologist or psychiatric social worker would have been desirable. When local agencies responsible for these services are too short-staffed to provide adequate help to the relocatee population as they were in Iowa, the funds to negotiate with these agencies to pay for these positions would be desirable. The provision of post-relocation emergency grants to help relocatees contend with major emergencies such as serious illness would also be helpful. These grants should be available even if the relocatee has already received the maximum regular relocation assistance allowance. Case histories illustrating these difficulties are included in Appendix I.

TABLE 5					
RELOCATEE POPULATION AND RETURNEE POPULATION CHARACTERISTICS DATA (PRESENTED IN ROUNDED PERCENTAGES)					
	Relocatee Population		Returnee Population		
	Number "a"	% "b"	Number "c"	% "d"	As a percentage of column "a" "e"
Total Group.	759	100	159	100	21
Sex:					
Men	584	77	122	77	21
Women	175	23	37	23	21
Age:					
Under 21	228	30	48	30	21
22-44	410	54	84	53	20
45 and older	121	16	27	17	22
Residence (original):					
Rural (including towns up to 5,000)	460	60	99	62	22
Towns 5,000 to 10,000	159	21	33	21	21
Towns 10,000 and over	140	19	27	17	19
Education:					
8th grade or less.	159	21	38	24	24
9th through 11th	196	26	45	28	22
High school graduate	342	45	73	46	21
Post high school, less than a degree.	62	8	3	2	5
Length of Unemployment (at relocation):					
Less than 5 weeks	167	22	35	23	21
6 to 9 weeks	296	39	60	38	20
10 weeks or longer	296	39	64	39	21

Characteristics of Returnees

For the most part, the probability of the success of the relocation effort cannot be predicted by the categories such as age, sex and urban or rural residence normally used to describe applicant populations. The educational category appears to be the only exception. Individuals with more than a high school education had a much lower failure rate while persons with an eighth grade education or less had a slightly higher failure rate than the relocatee population as a whole.

TABLE 6 RELOCATEE AND RETURNEE POPULATIONS BY FIRST DIGIT OF THE OCCUPATIONAL CODE OF JOB TO WHICH LOCATED (IN ROUNDED PERCENTAGES)					
Occupational Code	Relocatee Population		Returnee Population		
	Number "a"	% "b"	Number "c"	% "d"	As a percentage of column "a" "e"
Total Group.	759	100	159	100	21
Professional	30	4	0	0	0
Managerial & Technical	22	3	0	0	0
Clerical & Sales.	74	9	12	8	16
Service.	96	13	11	6	11
Agricultural.	20	3	5	3	25
Processing	72	10	21	13	27
Machine Trades.	48	6	6	4	13
Bench Work.	244	36	80	52	33
Structural Work.	118	16	17	11	14
Other Occupations.	30	4	7	4	23

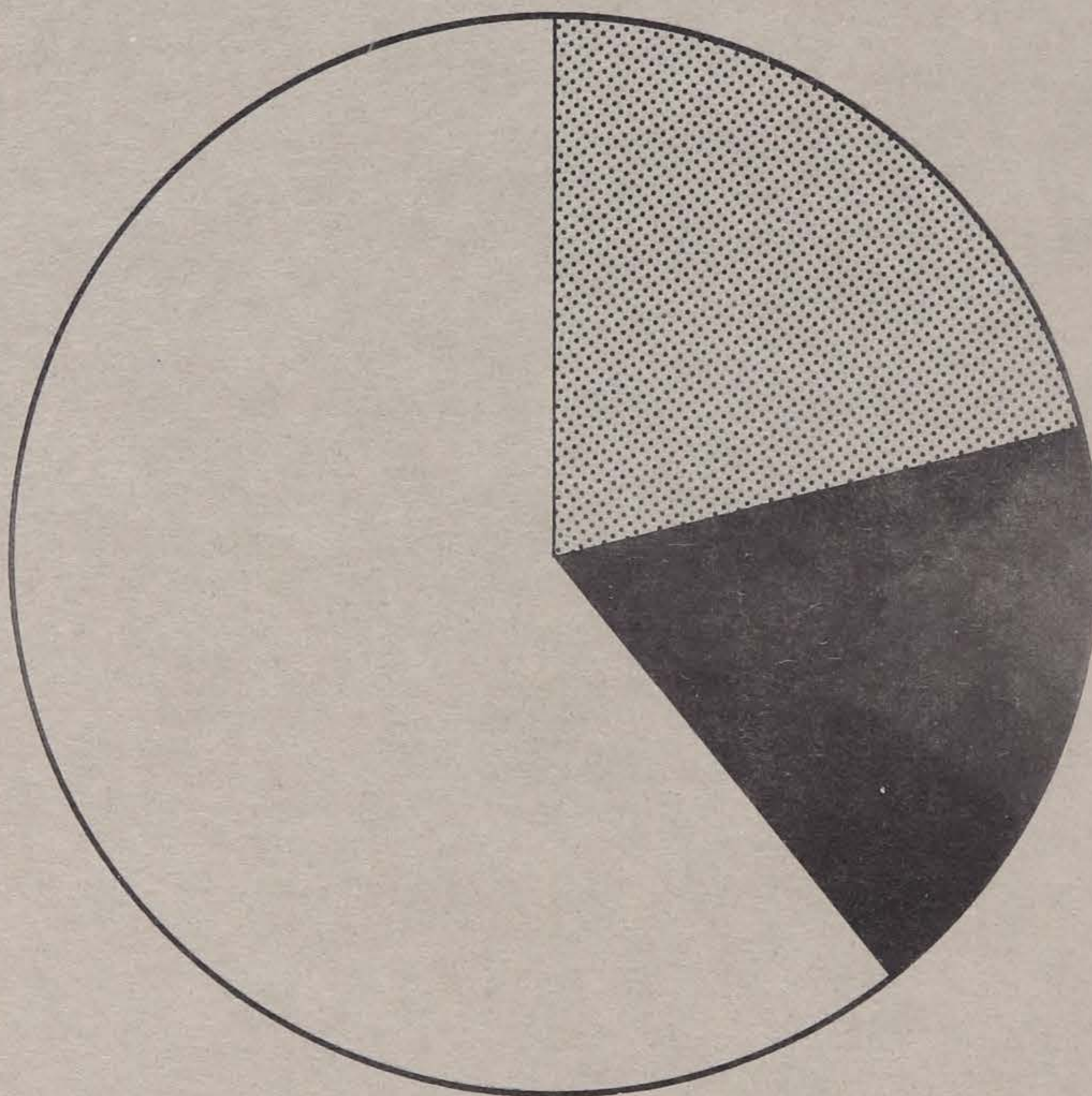
However, significant deviations were noted in the failure rates among different occupational groups. No failures were recorded among applicants relocated to professional, managerial and technical jobs. This data tends to corroborate the level of educational data since jobs in this occupational category usually require more than a high school education.



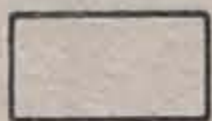
On the other hand, the relocation failure rate was highest in the benchwork and processing categories. During the Iowa Project, employer hiring specifications in these categories were unusually loose. Since the rates of pay were exceptionally high by supply area standards, job applicants often talked themselves into taking these jobs even though this wasn't the particular work they had been seeking. In some cases, this happened even when the line of work was totally outside of their experience. As a result, lack of job satisfaction compounded other relocation problems and contributed to the failure rate. A partial explanation for the higher failure rate of the less well-educated relocatees is probably also discernible here. Minimum hiring specifications tended to open more jobs in these categories to workers with less formal education than might otherwise be the case while the rates of pay appeared even more attractive to these persons. Again, the lack of job satisfaction tended to aggravate other factors hindering successful relocation and unfavorably influenced the success rate of workers with less formal education.

Agricultural relocations and relocations in the miscellaneous category also proved to be relatively unstable. However, limited activity in these two occupational categories doesn't permit meaningful generalization.

Of greater significance to future mobility activities are the reasons for relocation failure discovered through the regular 60-day follow-up and the special in-depth post-relocation study conducted during the three months after relocation activity ended. In many respects, the data developed through the special post-project follow-up is more enlightening than the data developed through the regular prescribed 60-day follow-up. The ES-264, shown in Appendix J, which was used as the interviewing tool in the regular follow-up tended to emphasize the job-related aspects of relocation and relocation failure. However, even this data showed that job problems by themselves accounted for only some 39 per cent of the relocation failures. Other problems accounted for the vast majority of the failures.

REASONS for RELOCATION FAILURES (RETURNEES)
(E.S. 264 Data)



-  21% DISCHARGED OR LAID OFF PERMANENTLY
-  18% QUIT TO ACCEPT JOB IN SUPPLY AREA
-  61% RETURNED TO SUPPLY AREA, ALL OTHER REASONS

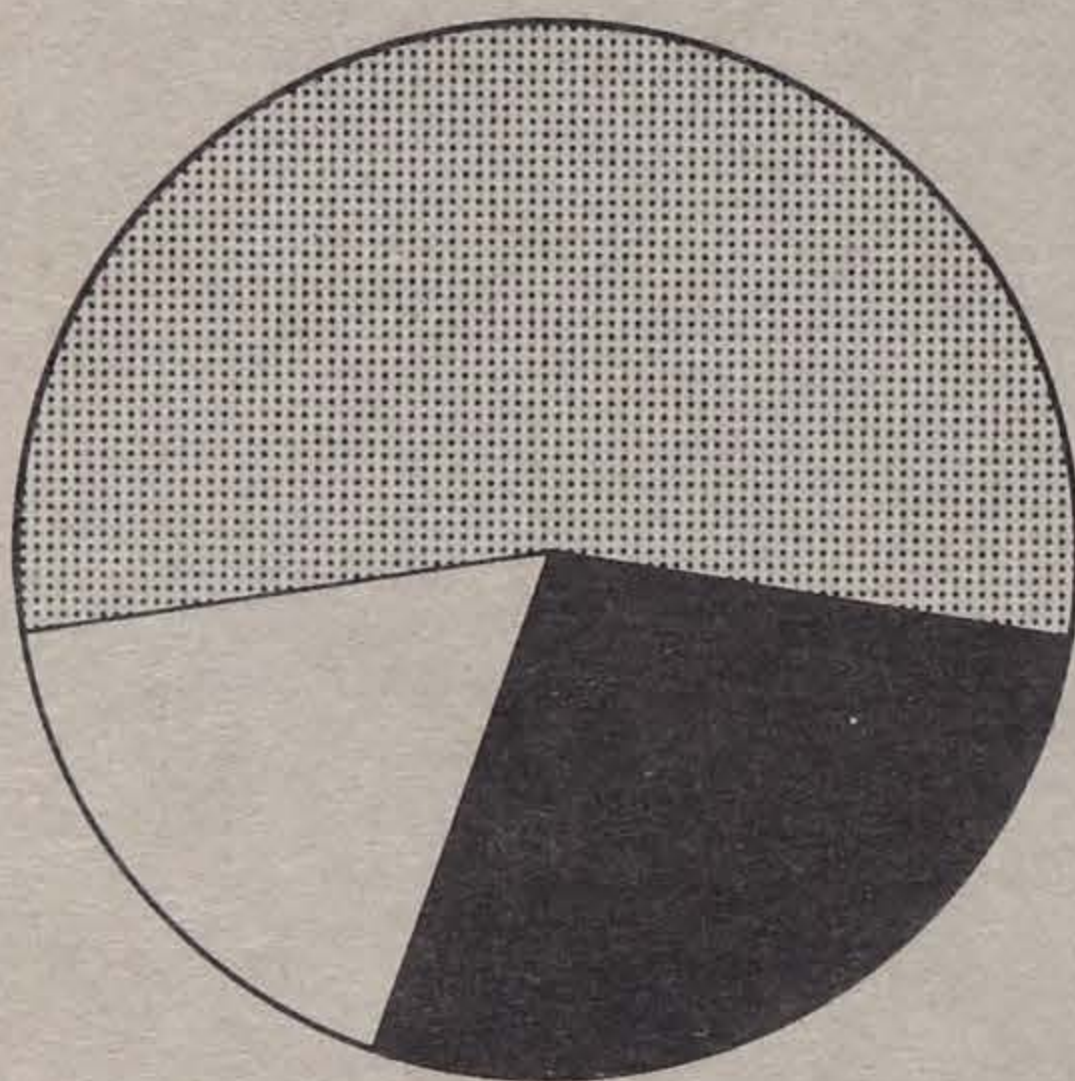
The interviewing tool, used in the special post-relocation study and shown in Appendix K, permitted relocatees to react more generally to the whole demand area environment. Comparison of returnee reactions to the demand areas with the reactions of successful relocatees provides insight into some of the other problems which led to relocation failure.

TABLE 7						
RELOCATEE AND RETURNEE REACTIONS TO THE DEMAND AREA (Relocatees in both groups were permitted to respond to any or all items.)						
	Successful Relocatees			Returnees		
	Liked	Disliked	% responding to item	Liked	Disliked	% responding to item
Housing	30%	30%	60%	17%	27%	44%
Schools	17%	3%	20%	2%	6%	8%
Transportation	23%	14%	37%	9%	27%	36%
Community Resources	47%	9%	56%	24%	9%	33%
The Job	70%	5%	75%	47%	25%	72%
Shopping	39%	9%	48%	22%	8%	30%
The People	38%	17%	55%	30%	18%	48%
Cost of Living	16%	34%	50%	13%	30%	43%

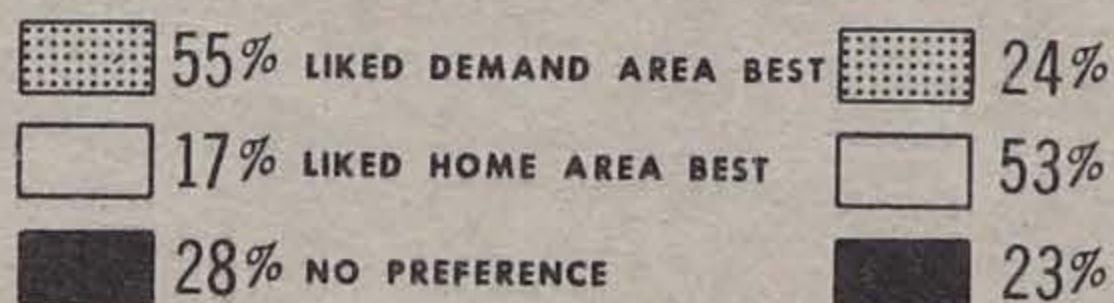
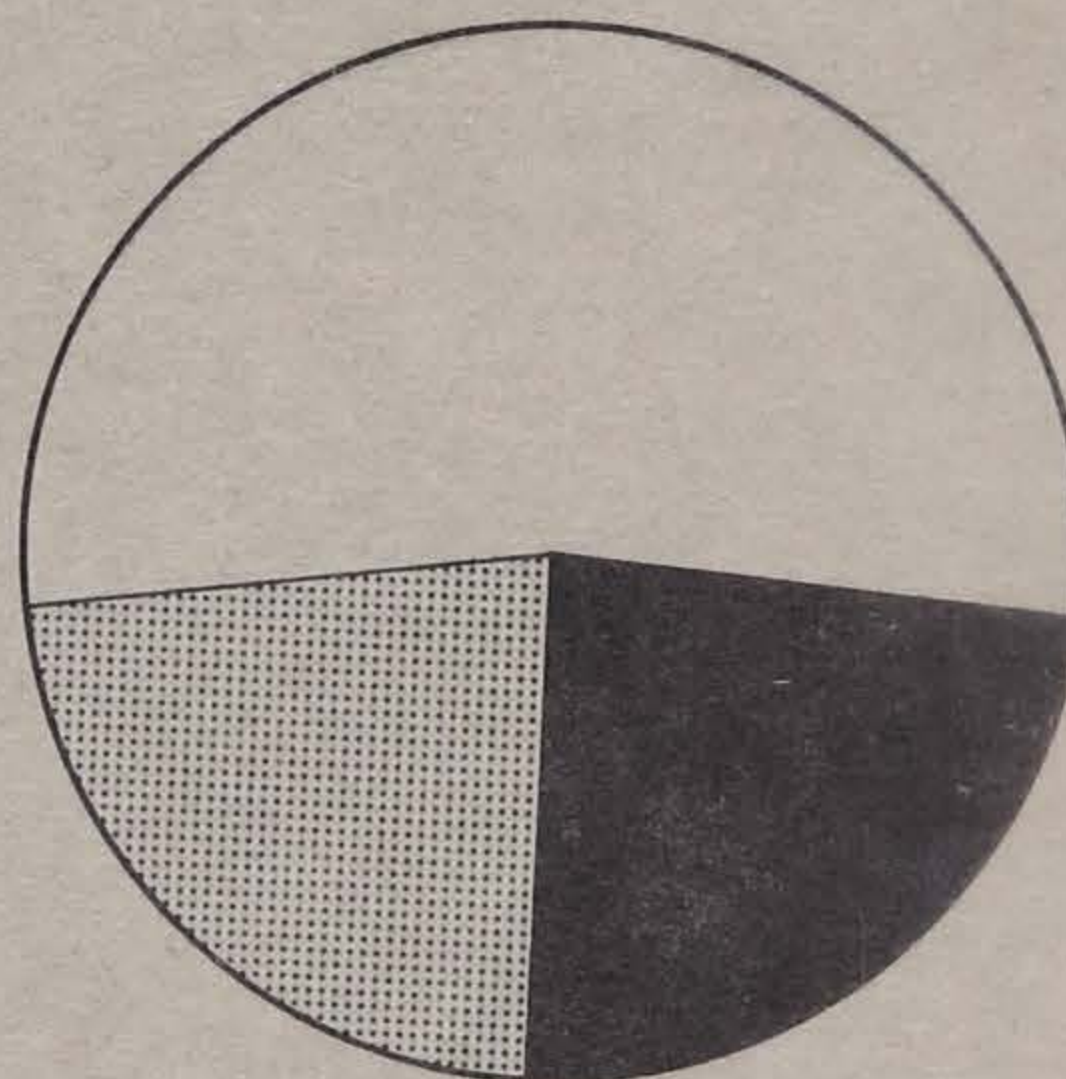
Fully 25 per cent of both groups didn't react either positively or negatively to the job. The decision to stay or leave apparently was based almost entirely on other considerations. On the whole, successful relocatees responded more strongly to the demand area even though the reaction wasn't always positive. Apparently they had a greater interest in coming to grips with demand area conditions. Among successful relocatees, positive reactions to the demand area outnumbered negative reactions in all cases except the cost of living category. The majority of returnees reacted negatively to four of the eight categories. The generally positive reaction to the demand areas by successful relocatees and the generally negative reaction by returnees is substantiated by data accumulated through inquiring into the overall reaction of each group to the demand areas.

OVERALL REACTIONS to the DEMAND AREAS

Successful Relocates



Returnees

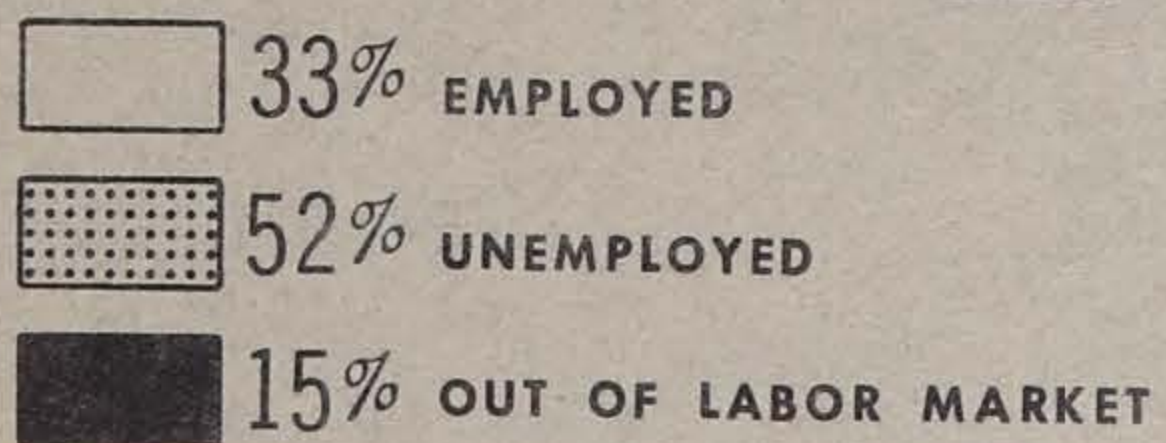
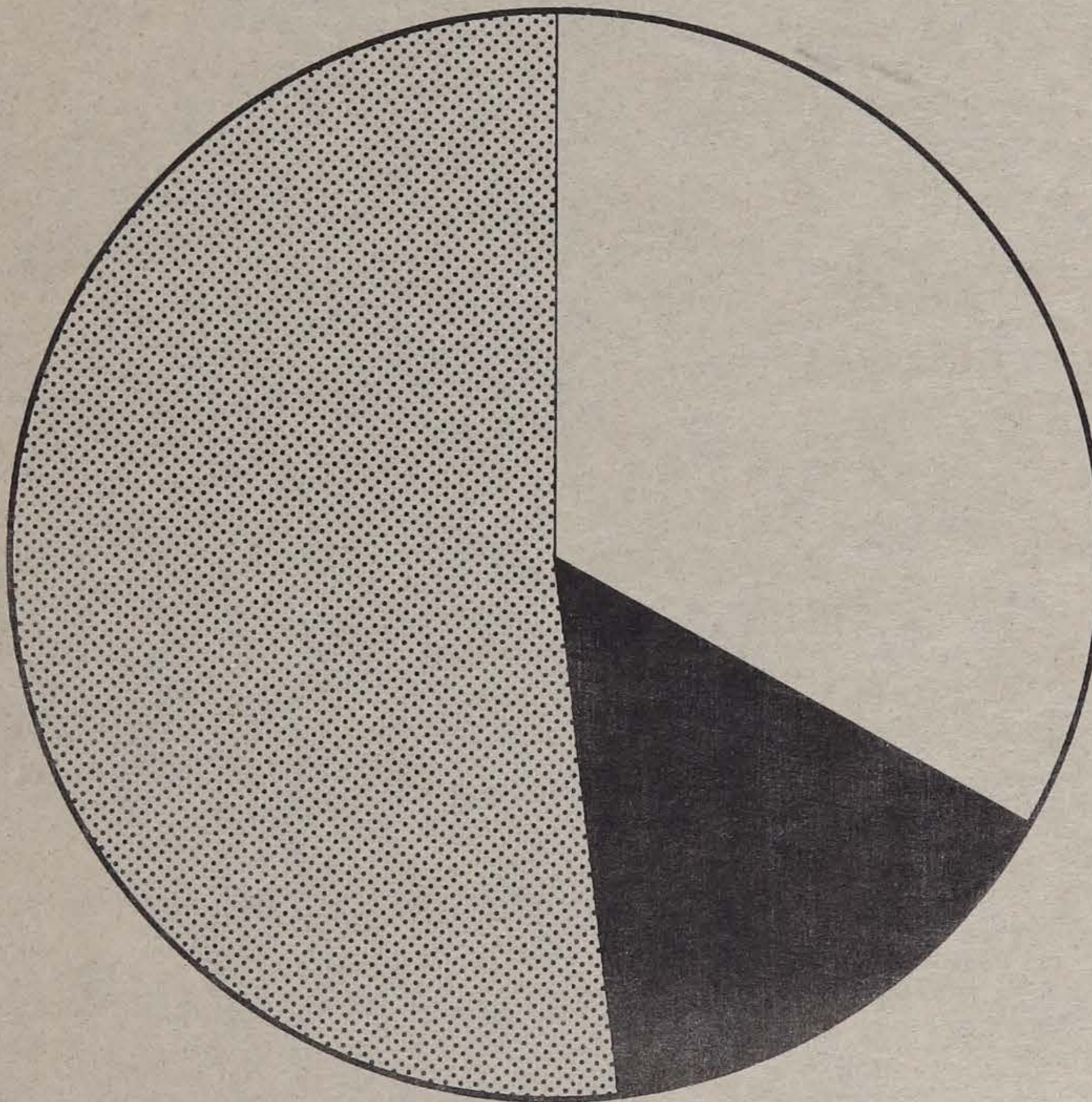


The failure to relate adequately to the demand area environment appears to have been the greatest barrier to successful relocation in the experience of the Iowa Project. The ability of the project to provide more sophisticated, settling-in services and to give more personal attention to individual relocatees undoubtedly would have averted many failures as well as facilitated the adjustment of successful relocatees.

The ability to provide this intensive, personalized service uniformly to the relocatee population would have required greater investment. This is demonstrated by several of the successful case studies in Appendix I. However, the post-relocation experience of the returnees indicates the investment might have been worthwhile.

The employment status of the returnees was investigated at the time of the in-depth follow-up study conducted some 3 to 12 months after the individual had returned to the supply area. The vast majority of the returnees were still either unemployed or had given up and withdrawn from the labor market.

EMPLOYMENT STATUS of RETURNEES
(3-12 Months after return to Supply Area)



Withdrawals

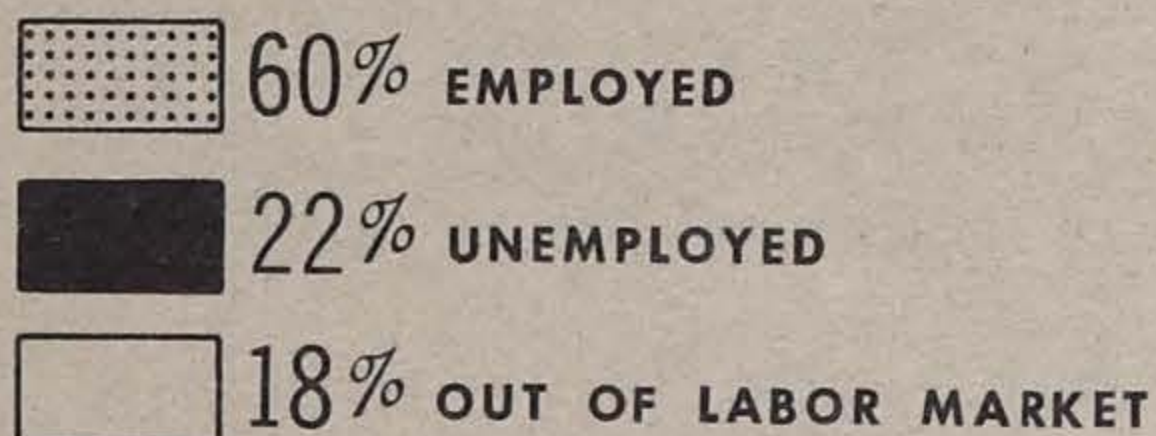
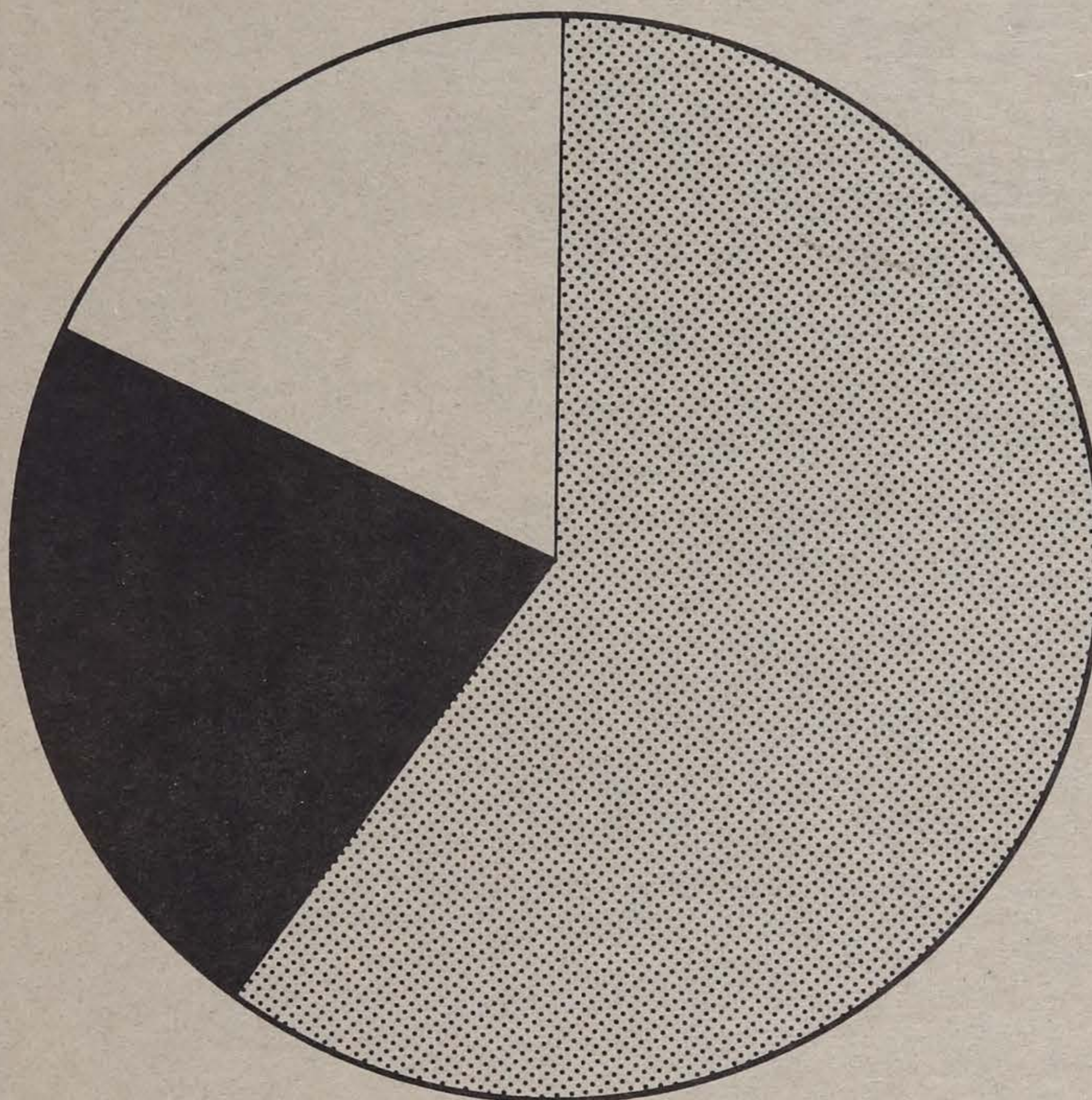
As far as general characteristics such as age, sex and education level, persons who withdrew from the project population didn't differ substantially from either the relocatee or returnee populations. Withdrawals, like these other two groups, reflected the basic characteristics of the overall project population.

However, two factors did apparently contribute to a reluctance to relocate. Ownership of property proved to be a barrier to relocation since property in the supply area didn't sell readily. The situation was even more difficult for potential relocatees outside of Ottumwa who ran into troubles even renting their property. If they accepted employment outside of their home area, they frequently were faced with the necessity of maintaining and paying relatively high taxes on vacant property.

Family considerations were the second most common reasons for withdrawals. Older relatives in the area who needed assistance, children for whom inexpensive babysitting with relatives couldn't be made in the demand areas or a simple reluctance to move away from relatives and friends created problems in relocating.

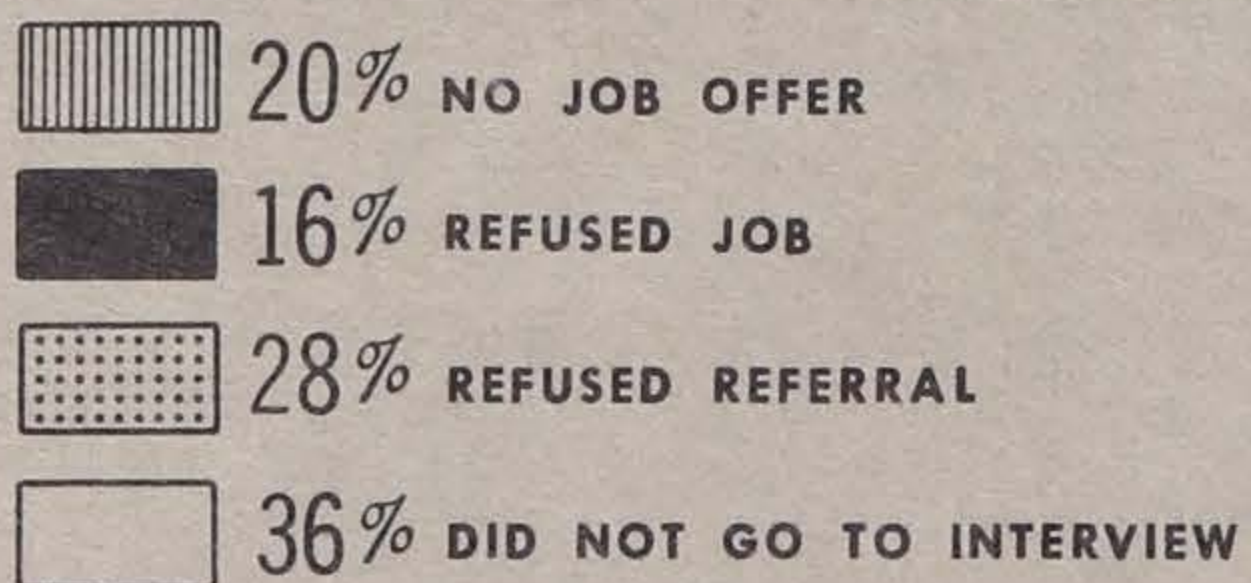
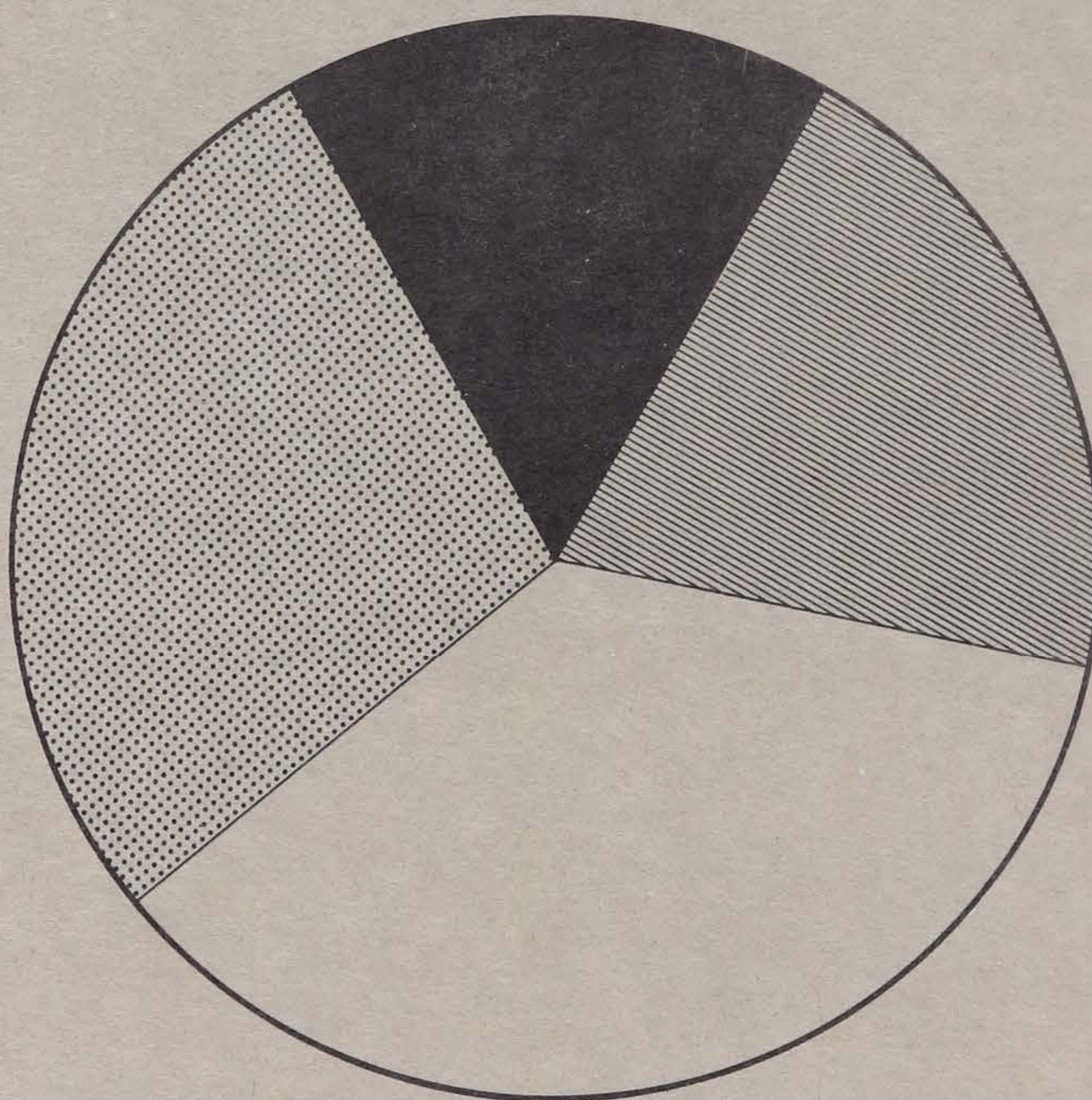
A study of withdrawals as such was not made by the Iowa Project. However, a post-project follow-up study was made of non-relocatees--persons who were screened into the project population but who, for one reason or another, never relocated. Individuals placed locally by the project were excluded from this group. Out of the remaining 633 non-relocatees, 277 were contacted.

EMPLOYMENT STATUS of NON-RELOCATEES



The ability to secure local employment appears to have been the most common reason for not relocating. In this area, the experience of the non-relocatees was substantially different from the experience of the returnees. Of the 277, 168 had been offered referral to out-of-the-area employers. Sixty-four per cent of these persons refused referral or failed to go to the job interview.

REASONS for NON-RELOCATION

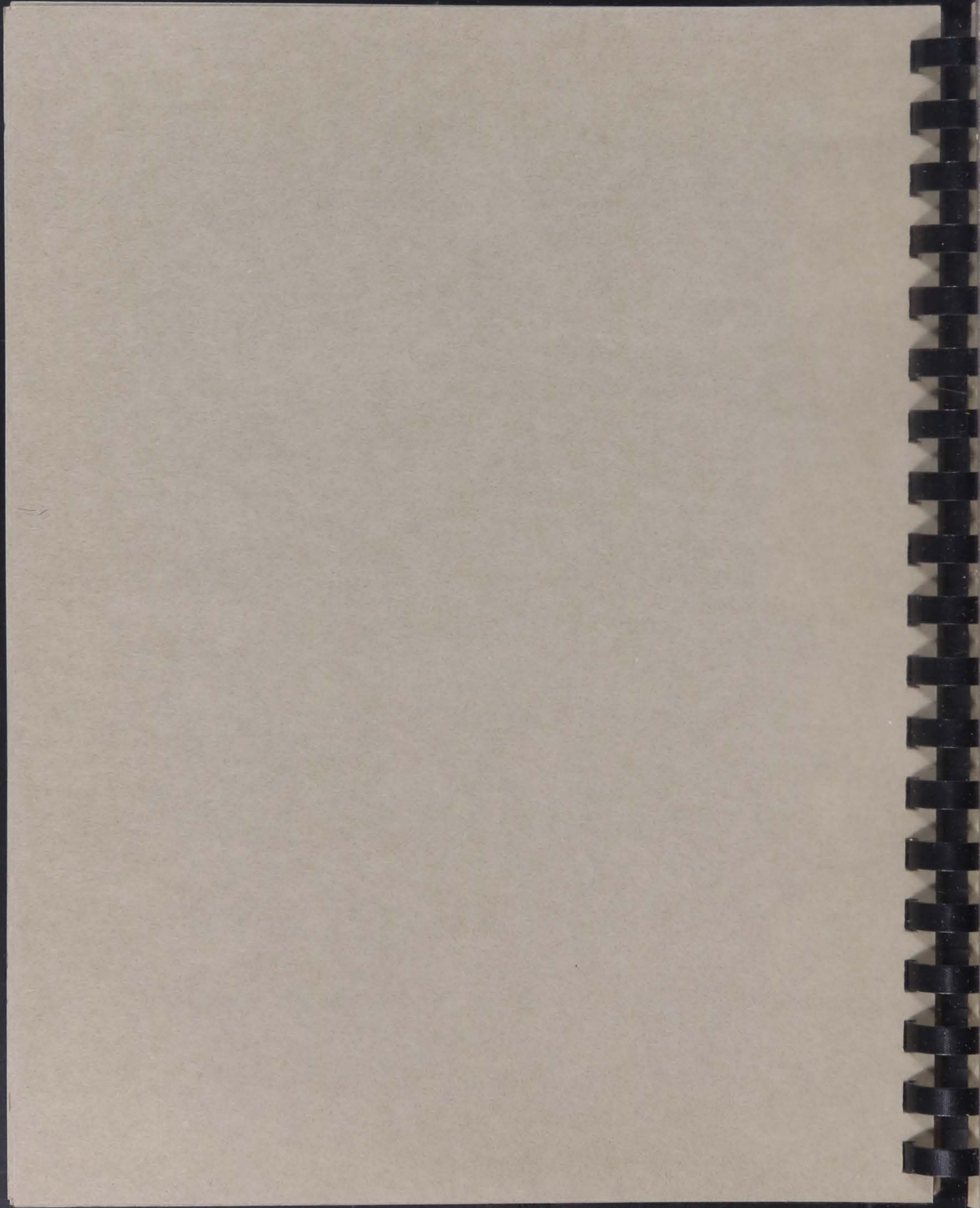


Unfortunately a formal study of the reasons for not reporting to the employer for an interview was not undertaken. Since referring interviewers regularly inquired into the need for transportation and arranged for transportation when it was needed, inability to get to an interview can be discounted as a reason.

The most likely reasons for failing to report for an interview as well as for refusing referral are probably the same as those for refusing a job. These reasons include ownership of property in the supply area, family considerations and the apparently not ill-founded belief of many non-relocatees that satisfactory local employment could be found. As the post-project follow-up study showed a larger proportion of the non-relocatees found employment in the supply area than the returnees did.

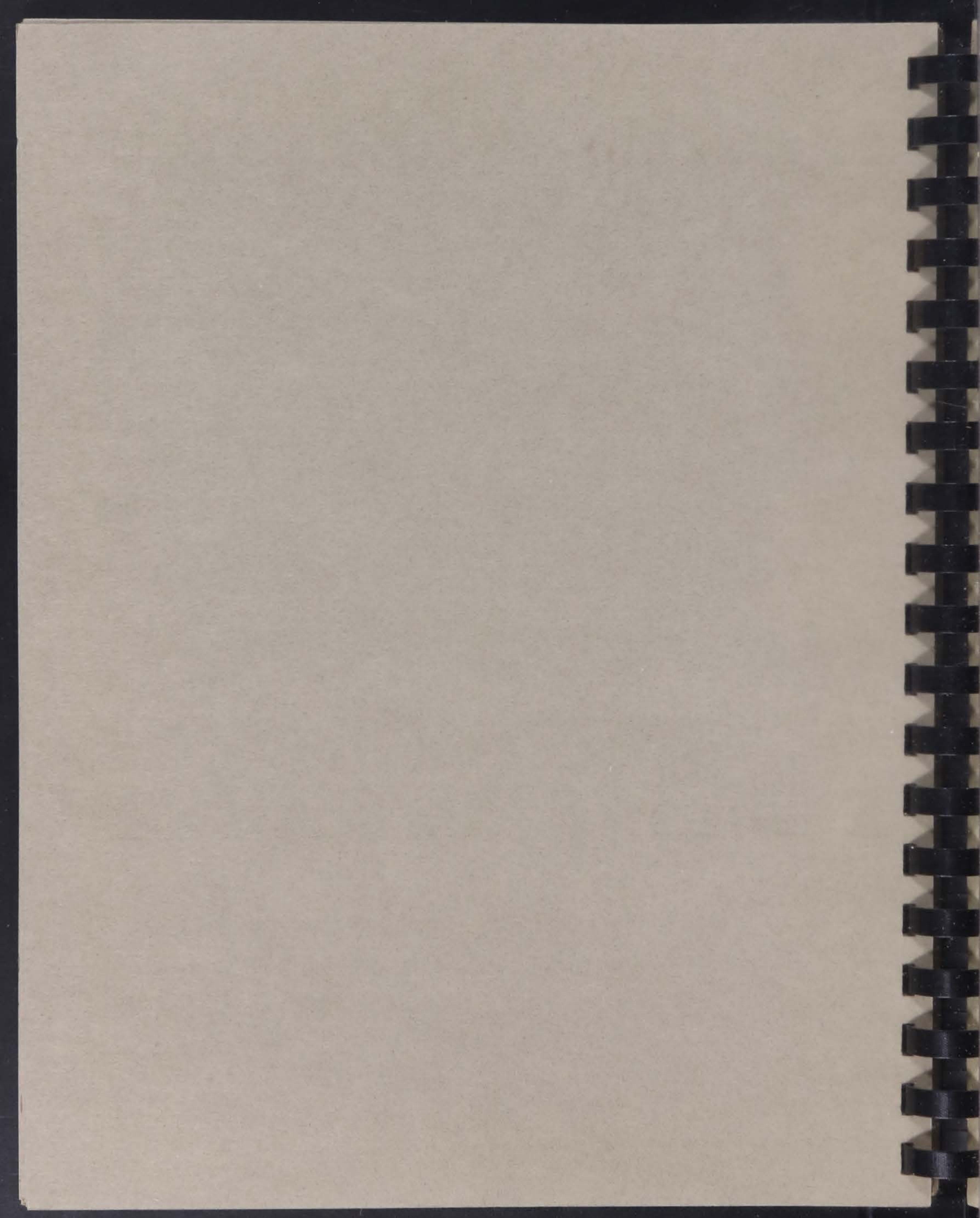
Local Job Development and Placement

A total of 123 applicants were placed in permanent jobs in their home labor markets through the efforts of the Iowa Labor Mobility Project staff. All but a handful of these placements came about only after intensive job development. In addition, part of the mobility project's responsibility within its relationship with the Ottumwa Experimental and Demonstration Project was to provide the same job development service to supply area residents who couldn't be included in the project population because of their employment status. A breakout of the number of these persons placed chiefly through the efforts of mobility staff is not available. However, the final report of the Ottumwa Experimental and Demonstration Project, entitled Breakthrough, Rural Manpower Services, reports an increase of 153 per cent in job development placement activity and a 1000 per cent increase in interarea placement activity in the supply area during the operational phase of the mobility project. Although these figures include mobility project population, considerable activity for individuals not considered in this population is also indicated.



CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS



CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

The Need

The Iowa Project's experience indicated a tremendous need for more sophisticated and more effective interarea placement and job development activity by the employment service. The project also demonstrated that unemployed rural workers will relocate for desirable jobs and that employers in the more urban areas will hire these workers readily if they are given the opportunity to do so.

The challenge--and the opportunity--in the Iowa Project was in reaching these unemployed and underemployed workers, in obtaining the interest and cooperation of employers seeking workers, in providing the means for these workers and employers to get together and in helping these workers relocate and adjust to new areas once they had accepted jobs. The eagerness that both workers and employers accepted these services when the Iowa Labor Mobility Project made them available revealed the extent and depth of the need.

The results achieved by the Iowa Project indicate that considerable progress can be made toward meeting this need for a sophisticated interarea placement service through a labor mobility program. The Iowa Project's experience strongly suggests that the public employment service has an acute need for an ongoing mobility program as an operational tool in today's labor market.

Meeting the Need — The System

Beyond demonstrating that a real and acute need exists for sophisticated in-depth interarea job development and placement services, the Iowa Project's experience showed that much can be done by the employment service to meet this need quite economically. The Iowa Project proved that the talent and technical expertise necessary to conduct effective interarea placement and job development activities are available within the employment service. However, time-consuming and paper-producing procedures of the traditional interarea placement and job development or clearance system are too slow and too cumbersome to permit effective service to workers and employers under today's labor market conditions. Before the existing talent and technical expertise can be utilized productively, more efficient and less restraining procedures which encourage, rather than discourage, interarea contact, placement and job development are required.

Revision of interarea placement procedures that open up and encourage direct communication between potential supply and demand areas is the first prerequisite. While a labor mobility program would greatly facilitate such a revision, much can be done to accomplish this goal without expansion of current resources.

Organization

The Iowa Project also suggested that effective interarea job development and placement services for the average worker--rather than just the exceptional worker--required the full-time attention of identifiable staff members in both the supply and demand areas. However, experience also pointed out that in rural areas where either the recruitment or placement potential is limited, supply and demand area personnel can function effectively on a multi-office or area basis; placing a full-time interarea placement or mobility position in each local office would not be required to extend sophisticated in-depth interarea placement service into the areas served by the entire public employment service system.

Development of a network of identifiable interarea placement or mobility positions at the local office level would pay the additional dividend of contributing to the simplification of interarea job development and placement procedures. Responsibility for the contact and the exchange of information between areas could be assumed by these field personnel who would also be responsible for exploiting the recruitment or placement potential offered by other labor markets. Unlimited direct contact between these interarea placement specialists could be authorized without risking the administration confusion accompanying unlimited interarea contact by all local office personnel.

Finally, greater utilization of the potential offered by interarea placement on the part of regular local office personnel might be expected when access to individuals who knew, or could find out directly, what was happening in other labor markets was immediately available; a resource at hand is more likely to be used.

This type of organization and staff assignment proved productive in the Iowa Project. An operational labor mobility program would introduce the needed resources and organization to uniformly extend in-depth interarea placement services of this type throughout the public employment service.

Types of Service

The Iowa Project revealed the wide variations in types and degrees of service required by potential relocatees. Some workers simply needed to know where the jobs were. Others required transportation to the pre-employment interview. Many needed help in finding housing and in adjusting to the new social and work environments. Some needed cash assistance as well as in lieu of allowances to cover the cost of moving household goods. More than a few required a number of these services.

A "level of service" approach to delivering mobility services was employed in the Iowa Project. Utilization of this approach permitted needed services to a much larger number of relocatees than would have been possible if the same resources had been used on an "in or out, full allowance and full service or nothing at all" basis. This approach also avoided the equally ridiculous situations of either squandering resources on individuals who met the eligibility criteria but did not need full service or full allowance or of denying any service to individuals who obviously needed some help but did not meet the formal criteria for full service. These points must be especially kept in mind when a program, such as the Iowa Project, is controversial and subject to public and political scrutiny.

More important, in an operational mobility program, incorporation of a "level of service" concept would permit the types and amounts of services and allowances, up to a maximum level set by regulation, to be determined by what was really needed to enable a person to relocate for employment. Not only would the inequities introduced through rigid dependence on a set formula be circumvented, but the means would also be created for encouraging a maximum return, in terms of the number of workers served, from a given level of investment.

The Disadvantaged

Labor mobility assistance was of value only to those workers who were at least marginally employable. Relocation by itself more often than not aggravated rather than solved the problem of the severely disadvantaged.

Stated another way, before any worker could be relocated, he had to have something to offer the employer such as experience, skill training, sufficient formal education to absorb training, good work habits or motivation. In short, the worker needed something to build on in the work situation.

Similarly, before relocation could be undertaken with any hope of success or with any hope of being of lasting benefit to the relocatee, sufficient personal and family stability and independence had to have been developed to enable him and his family to successfully cope in the problems involved in being transplanted to a new and different environment. A majority of the relocation failures experienced in the Iowa Project resulted from the inability of the relocatees and their families to adjust adequately to the new environment and from the inability of the project to deliver the advanced technically competent personal and social counseling assistance needed to foster this adjustment.

The implications of this experience for an operational mobility program are clear. First and foremost, mobility by and in itself isn't the answer to the problems of the severely disadvantaged. Natural migration and the development of the ghetto make this abundantly clear.

Of equal importance, adequate provision must be made for the delivery of sophisticated supportive services at both ends of the relocation spectrum if the moderately to severely disadvantaged are to be successfully served through mobility. These services would include skill training, personal adjustment counseling and work experience conditioning in the supply areas and family, job and social adjustment counseling in the demand areas.

In short, labor mobility must be one phase of a comprehensive and coordinated manpower services program if it is to successfully serve the disadvantaged. When these services cannot be contracted for in the necessary degree from existing public or private agencies, technically competent personnel must be placed on the mobility project staff even though these individuals function in areas and work under job descriptions normally outside of the employment service's sphere of competence. For example, the services of family rather than employment counselors and of social workers with psychiatric orientation would have been useful in both the supply and demand areas of the Iowa Project. In the major demand areas, a home economist could have been productively utilized.

Operations

The hard and fast designation of supply and demand areas was shown to be both artificial and unwise. This rigid designation was artificial in the Iowa Project's experience since isolated pockets of relatively heavy demand existed within the overall supply area which was an area of general labor surplus. Since the supply area was of sufficient geographical size, relocation activity within the area was justified and the outraged cries of those isolated employers with labor shortages and their supporters could be effectively silenced.

On the other hand, within the demand areas which were generally areas of relatively acute labor shortages, communities existed that were devoid of employment opportunities and that were nearly as isolated from the major employment centers as any of the designated supply areas. Explaining this discrimination by geography to residents of these areas and to employers interested in recruiting in those areas was difficult. Fortunately for the Iowa Project, these individuals didn't develop a political voice of consequence.

In much the same way, rigid adherence to the originally designated demand areas would have proved unwise, if not catastrophic, in the Iowa Project. From the time of the submission of the final draft of the project proposal in September 1966 and the inception of project activities in March 1967, fundamental changes had taken place in Iowa's labor market conditions. The two counties designated in the proposal as primary demand areas were not experiencing nearly as much worker demand as several other labor markets within the state. These changes resulted in the exclusion of one of the original demand counties and the coupling of the other one with three additional counties plus the assignment of demand area resource to two other multi-county labor markets.

As it turned out, over 60 per cent of the relocations made through the Iowa Project were to the two multi-county labor markets not cited as primary demand areas in the original project proposal. Had the project been unable to respond immediately to altered conditions, it would have contributed far less to Iowa's economy, Iowa employers and the welfare of the supply area residents who sought suitable employment.

The implication of this experience is clear. In an operational program the avoidance of any geographical designations of any sort is desirable. A more realistic approach to mobility is to consider it an individual service extended to individual workers who can't be placed in their home labor markets and to individual employers who can't find local workers.

This approach would allow states to concentrate mobility resources in areas offering the greatest recruitment and placement potential without requiring the resource commitment implied by the geographic designation of supply and demand areas. States could also respond readily to changing labor market conditions.

In this respect, an individualized approach to the delivery of mobility services complements the idea of creating a national mobility reserve fund to be used to finance special mobility activities necessitated by major economic problems with individual states. The individualized service concept would give state mobility programs the same resource flexibility that the reserve fund would give the national program. To protect the reserve fund, states requesting special assistance from this fund could be expected to justify their requests in terms of the relative demands made upon state mobility resources by special problems and by general economic conditions within the state. The closing of a major plant in an area not previously designated as a supply area would not in itself constitute justification for requesting assistance from the national reserve fund.

In areas of light labor demand, the Iowa Project also found that regular employment service recruitment devices and techniques failed to reach vast numbers of potential relocatees. Apparently past service delivery failures have caused many of the people the employment service is presently trying to reach to tune out employment service messages.

Review of existing employment service files, positive recruitment by employers, newspaper articles and newspaper advertisements failed to produce the workers that all sorts of indirect evidence indicated were out there. Solving this recruitment problem required turning to unorthodox techniques and devices. Commercial television worked well for the Iowa Project and should work equally well elsewhere.

The essential implication of this experience for an operational mobility project is not so much that commercial television recruitment ought to be specifically allowed but that local problems and conditions may indicate a need for unusual and unorthodox techniques. To be maximumly effective, an operational program must be flexible enough to accommodate these innovations. Television recruitment was the most spectacular innovative technique introduced in the Iowa Project. The Iowa experience indicates commercial television presented the employment service with a tremendous opportunity to communicate effectively and economically with the public it is trying to reach.

However, similarly innovative techniques and procedures also can be cited including the physical transportation of potential relocatees to the pre-employment interview, negotiating with bus companies to encourage the introduction of commuter bus service and the loan brokering activity to compensate for the slowness of the state's warrant processing procedures. The latitude to adapt to uniquely local conditions and problems is vital to an operational program.

Recommendation Summary

In summary, the major conclusion reached through the Iowa Project was that the public employment service is ready for and badly needs a mobility program as an operational tool. The talent and technical expertise required to conduct such a program have been developed. Any further research that needs to be done to refine particular aspects of the program can be conducted within an operational context.

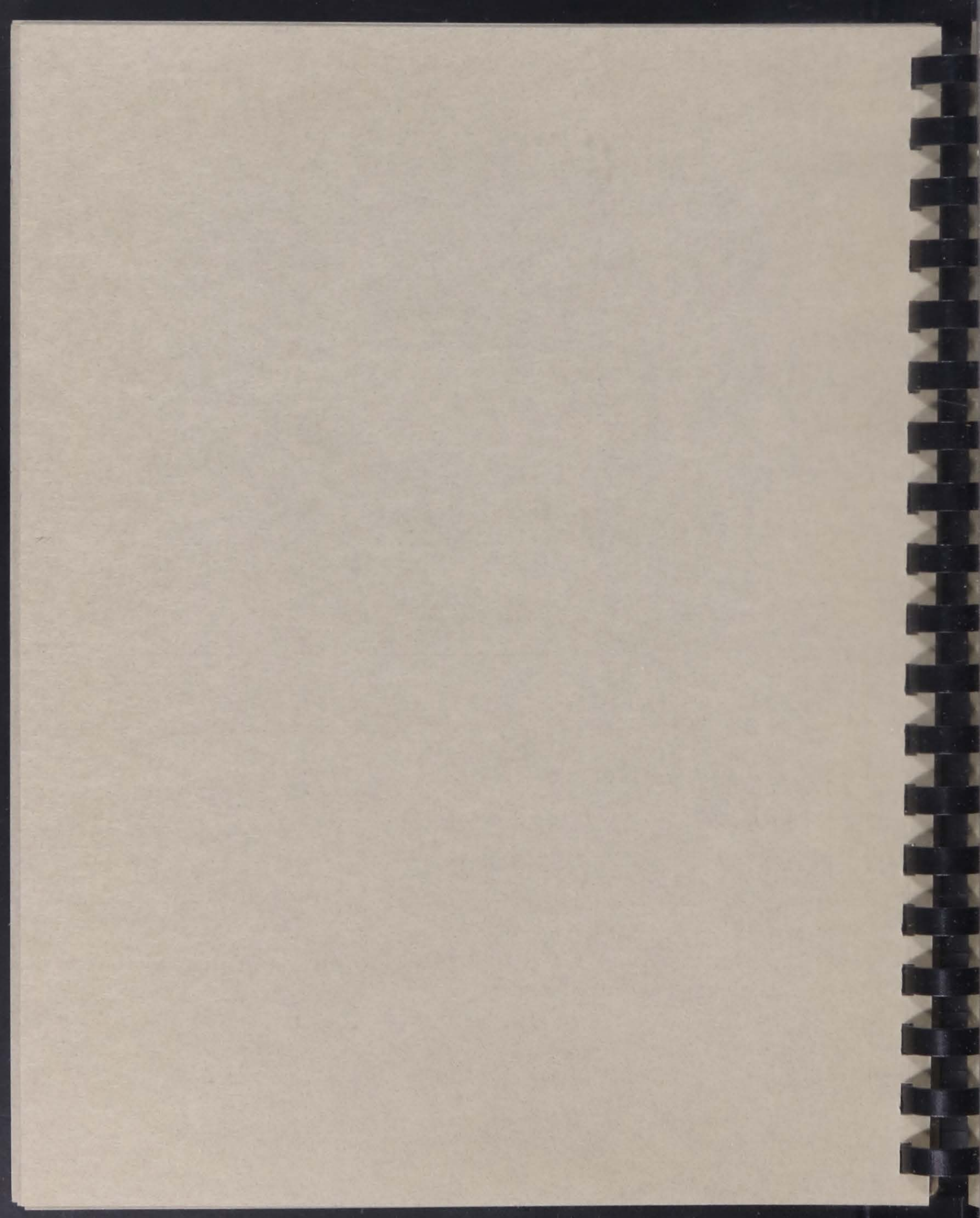
Introduction of a permanent mobility program should be accompanied by a fundamental overhauling of the interarea placement and job development or clearance system. This restructuring should be designed to streamline and simplify procedures, to encourage direct interarea contact and, in short, to transform the system into a useable and used tool. The direct assistance aspects of a mobility program would then become the in-depth service phase of the interarea placement function.

The Iowa experience also indicated that the mobility program shouldn't be regarded as solely a service for the disadvantaged or for any other particular group. Rather it should be regarded as a series of services open in varying degrees to all labor market participants. Arbitrary income restrictions that don't consider the unique situation of the individual potential relocatee, the geographic restrictions based upon general labor market conditions as opposed to conditions of supply and demand in particular industries and occupations and other problems do more to create inequity than they do to conserve resources. A graduated service program that takes individual circumstances into consideration is a more workable instrument.

To serve the disadvantaged successfully, the Iowa experience indicates that mobility or interarea placement assistance must be one phase of a comprehensive manpower services program appropriately supplemented and buttressed by a wide variety of in-depth supportive services. When existing agencies do not have the resources to provide these services to relocatees, resources must be made available to supply these services if mobility assistance is to make a meaningful contribution to solving the problems of the moderately to severely disadvantaged.

Finally, to permit individual states to competently compete with local conditions and problems, sufficient resource and operational flexibility must be built into the program to allow local adaptation and innovation. Creation of a national mobility reserve fund appears desirable to supplement state resources and to give the national program sufficient resource flexibility to deal with major economic dislocations and social problems within individual states or areas.

APPENDIX A
THE OTTUMWA PROJECT



APPENDIX A

THE OTTUMWA PROJECT

The Ottumwa Experimental and Demonstration Project was initiated to develop more economical and more effective ways of delivering comprehensive manpower services to residents of rural areas. The Ottumwa Project involved a fundamental restructuring of rural Employment Service operations--development of more effective ways of delivering effective services required bringing the service delivery system into greater harmony with the demands made by changed and changing rural labor market conditions and socio-economic patterns. The Ottumwa Project, which was funded under Title I of the Manpower Development and Training Act of 1963 as amended, was administered by the Iowa Employment Security Commission under contract with the Office of Special Programs of the United States Department of Labor's Manpower Administration. The Project, which was of two years duration, began operation in October of 1966.

That rural America, as much as the more urban areas, has felt the impact of technological change and is experiencing the consequent social and economic dislocation is widely recognized. Just about everyone knows that advanced agricultural technology has sharply reduced the need for farmhands--and for farmers. Sometimes, though, the degree to which this is happening can be astounding. For example, an unpublished 1965 Iowa State University study indicates that a 57% reduction in the number of farms in Southeastern Iowa would be necessary if the size of the average farm in that area were to be economically competitive today. It is equally well known that changing technology has also affected other rural industries; the closing of the rural mines in Appalachia, in central Iowa, in northern Missouri and in the Rocky Mountain States is just one example. Industrial obsolescence, both agricultural and nonagricultural, has become a common rural malady. The inevitable consequence of this industrial obsolescence is pools of unemployed and underemployed workers poorly equipped to find work in other industries and in other areas. Many of the employment outlets offered by yesterday's rural economy are disappearing.

On the other hand, the technological revolution has had its beneficial effects in rural America as well. The agricultural technology, which so adversely affects demand for farmhands and for farmers, has opened vast new opportunities in the agri-business field. Advanced technology has also brought rural electrification, automobiles and better highways; and with these have come broadened horizons and increased individual mobility for residents of rural areas. The result has been a fundamental change in the rural socio-economic environment. Center cities, with a dominance derived from their ability to deliver relatively wide varieties of goods, services, and employment opportunities, have emerged and have led to the development of area labor markets which extend for miles into the countryside and which incorporate and encompass the geographically smaller labor markets of former years. Dr. Karl Fox of the Department of Economics at Iowa State University has studied this changed socio-economic environment and has identified, and documented the emergence of, what he calls "rural functional economic areas". According to Dr. Fox, these functional economic areas are multi-county units which exhibit six basic characteristics. In the first place, residents of the area have a feeling of identification with the larger community which serves as the center city. Secondly, residents of the area tend to commute extensively within the area. Thirdly, traffic patterns show an increasingly heavy flow as one moves toward the center city. Fourthly, a common mass media communication pattern usually exists. Fifthly, distance seems to be a practical criteria for delineating the area. Commuters and consumers show a willingness to drive for up to one hour to reach the center city which has the full range of goods and services and a wide spectrum of job opportunities. Finally, a functional economic area has semblance of an organized economic layout.

The emergence of the functional economic area has received more than academic recognition. In Iowa, for example, voluntary multi-county economic development programs--initiated, and widely participated in, by the private sector of the economy--have developed TENCO, as the first, is probably the most famous of Iowa's multi-county economic development programs. However, there are now a total of eight such multi-county organizations functioning in the state. In Iowa, recognition of the reality of the functional economic area has progressed to the point where Iowa's governor recently approved a proposal which will divide the state into sixteen such areas for all state governmental functions. Similar proposals have been made in Pennsylvania, Nebraska and a number of other states. It was to develop ways of strengthening the ability of the Employment Service to function effectively in this changed rural socio-economic environment that the Ottumwa Project was undertaken.

In the Ottumwa Project, four previously independent and relatively small rural Employment Service offices, which were located within a single, twelve county functional economic area, were merged into a single operational unit. An area manager was appointed and, though managers remained in the satellite local offices because the project was of limited duration, responsibility for all Employment Service activities in the area was centralized in the area office. The individual administrative areas of the respective satellite offices were abolished for all but reporting purposes, and the area manager assumed responsibility for directing the development of interagency relationships and the cultivation of area wide community support. To tie the four satellite offices and the area office together, and to provide for the unrestricted communication necessary for efficient operation with dispersed operating units, a leased line telephone communication system was introduced. Leased line communication permitted management and technical personnel to operate from any part of the territory equally effectively and to always be immediately accessible to satellite office personnel; prior to the introduction of adequate communication facilities, effective coordination of area wide activities had proved almost impossible.

Fully developed, project operations featured both the centralization and the decentralization of Employment Service activities. Generally speaking, "extensive services"--services requiring direct contact with large numbers of individuals were decentralized--while "intensive services"--services delivered by technical specialists or having area wide impact--were centralized. As a consequence, responsibility for outreach, intake, local job development, placement and employer relations activities in the counties having regular Employment Service facilities were decentralized and assigned to the satellite offices. Satellite office personnel were also responsible for identifying unmet manpower needs in their respective counties and for communicating this information to the area office.

To further decentralize intake and outlet activities, outstation centers were established in cooperation with county Community Action Agencies and other appropriate public organizations in the eight project area counties not having regular Employment Service facilities. By formal agreement, sufficient Employment Service training was given to cooperating agency personnel to enable them to perform Employment Service outreach, intake, placement and follow-up activities. Consequently, though regular Employment Service personnel served the outstation centers only one day a week, full-time Employment Service manpower services were delivered in these eight counties. While the professional Employment Service personnel assigned to the individual outstation centers on the one day a week schedule were responsible for outreach, intake, local placement, follow-up and manpower need identification activities in the individual counties, responsibility for general supervision of the individual outstation centers was delegated to the satellite office manager whose office was geographically closest to the outstation center. It might be noted here that successful Employment Service outstation center experience led to the assignment of Division of Vocational Rehabilitation counselors, Iowa Mental Health Institute counselors and representatives of other manpower-oriented agencies to the centers on a regularly scheduled basis; county multi-agency service centers evolved as a direct result of Employment Service initiative.

To provide opportunity for staff specialization and for the development of program depth, "intensive service" activities were centralized in the area office. To facilitate the delivery of both "intensive" and "extensive" services, four operational units were formed within the area office. The largest group of centralized functions were those concerned with employability development--counseling, selection and referral to training, Job Corps recruitment and the service programs for special applicant groups. Responsibility for these activities was assigned to the Employability Development Unit, which was coordinated by the chief counselor. The interarea job development and placement function, augmented by a labor mobility feature and regarded as an intensive job development and placement program, was the prime responsibility of the Area Placement Unit, which was coordinated by the Area Placement specialist. Job development and placement services in behalf of clients served by the Employability Unit and in behalf of those applicants the satellite offices and the outstation centers proved incapable of placing locally were performed by the staff assigned to this unit. Finally, responsibility for the collection and dissemination of labor market information and for public relations and public information activities was centralized in the Community Relations Unit, coordinated by the community coordinator. As industrial service and employer relations activities were undertaken only in direct support of job development and placement efforts, responsibility for these activities were delegated to the satellite offices and the outstation centers which, together, constituted the fourth operational unit, Field Services Unit, which was under the direct supervision of the area manager.

To facilitate operations and to assist in the coordination of the activities of the four operational units, centralized applicant and job order files, consisting of duplicate copies of all application records and employer job orders taken in both the satellite offices and the outstation centers, were established. In addition to providing Employability Unit personnel with the means for identifying individuals whose need for intensive services had not been recognized by Field Services Unit personnel, the centralized applicant files enabled both Employability Unit and Field Services Unit personnel to have immediate, simultaneous access to basic applicant information; problems developing in the course of carrying out the individual plans of service for particular applicants could be quickly and effectively discussed by telephone without incurring the delay occasioned by the mail transfer of records. The centralized applicant and job order files were also extensively utilized by the Area Placement Unit. Regular interarea placement procedures were suspended within the area and, through extensive use of the leased line telephone facilities, regular file search, selection and referral activities were pursued on an area wide basis. Regular interarea placement procedures were also suspended between the area office and selected employment service offices outside the area. The centralized applicant files, consequently, became the basis for extensive and effective interarea telephone job development activity, while the centralized applicant and employer order files together provided the basis for the direct exchange of job opening and available applicant information between the area office and these selected offices outside the area. The centralized applicant file also contributed to the Area Placement Unit's effort to encourage positive recruitment by employers from outside of the area; area wide data, by showing the depth of area manpower resources, proved to be very enticing to recruiting employers. In addition, the centralized files proved to be a valuable source of current, area wide job opportunity, employer recruitment and wage rate data for the use of the counselors and Community Services Unit personnel, and of current, area wide applicant availability information for the use of placement and employer relations personnel.

Finally, the centralized files permitted the introduction of an "individual applicant" approach to measuring services. Briefly stated, the methodology used to develop "individual applicant" data was to relate the services performed and the results achieved to individual applicants rather than to separate totals of applications, referrals, placement and other transactions. Made possible by the use of electronic data processing equipment and techniques, "individual applicant" data provided insight into the quality of the service performed, rather than simply a running total of the numbers and types of transactions completed. For reporting purposes and in the interest of measuring the impact of the changed procedure introduced during the Project, "transaction data" was also accumulated. Not infrequently the difference between "total transactions" and the actual services provided to individual applicants were nothing less than astounding. To illustrate, when pre-project records were translated into "individual applicant" data, it was found that only 6,627 individual applicants accounted for the 10,037 applications active in the four Employment Service offices in the area during the year prior to the Project. Introduction of an "individual applicant" approach to data collection had made two facts abundantly clear. In the first place, the Employment Service was not actually serving nearly as many area residents as transaction data made it appear. Secondly, and even more astounding, 3,400 individuals, or over 50 % of the total applicant clientele served by the four offices, had expressed interest in what would be referred to as "interarea placement" in Employment Service parlance by registering for work in at least one other office besides the one closest to their residence. The fact that this many applicants went to the trouble of registering in more than one office in the area is impressive evidence that the people regarded the area as a single labor market whether the service agency did or not. Similarly, "individual applicant" data showed that the 5,578 placements properly reported by these four offices during the pre-project year actually represented only 2,655 individuals. Here again, traditional transaction measurement was found to be grotesquely misleading; there was a discrepancy of over 30% between what had actually happened and what transaction data implied had happened.

The development of staff and resource depth permitted by area operation and encouraged by unit organization fundamentally changed the type of management required in the rural Employment Service. Centralization of area wide management responsibility had created a role for full-time management in the rural Employment Service; the part-time management concept which had traditionally characterized rural Employment Service operations was supplanted by a new conception of the roles of first and second line rural Employment Service management. In the Ottumwa Project, the role of first line management--of area manager--was more creative than administrative; the staff and resource depth achieved through area organization permitted area responsibility for the day to day administration of individual programs and activities to be delegated to competent specialists who served as working supervisors. As a consequence, the area manager was able to concentrate upon bringing area resources into better focus on the more critical manpower needs. Freed from the welter of administrative detail--from the housekeeping duties--which so often consume management resources without materially benefiting operational performance, the area manager's prime responsibility came to be to create as effective and as comprehensive an area manpower service program as available resources allowed.

Under these circumstances, the role of second line management was one of critical importance. As working supervisors, responsible for the effectiveness of activities within their units as well as for participation in the actual performance of these activities, second line management personnel were both the means through which management decisions were converted into action and, through their active participation in actual production activities, management's eyes and ears as well. Competent performance of their roles required that second line management personnel remain constantly alert to developing problems and search continuously for more effective and more efficient ways of utilizing available resources. As a consequence, second line personnel became a prime source of innovative ideas which contributed to the strengthening and expansion of manpower services during the Project. The involvement of second line management personnel in the development, as well as the implementation, of programs and policies led to even further staff participation in the management function. Unit coordinators, unable to develop the technical competence and expertise necessary for effective program innovation in each of the areas of specialization within their units, delegated responsibility for activities within their area of technical competence, and commensurate authority, to individual program specialists. As a result the management function pervaded the entire organization, and a type of participative management evolved. The active participation of the entire staff in the management process not only brought their expertise and experience to bear on the technical problems associated with expanding and strengthening manpower services; it also secured their personal commitment to the programs and activities they had helped to develop. There is no better incentive to exceptional performance--to complete realization of potential--than personal commitment.

The innovative procedures permitted and encouraged by area operation and unit organization had significant and substantial impact on both the quality and the extent of the manpower services delivered in the area by the Employment Service. To deal first with the areas of responsibility of the Field Services Unit, the centralization of intensive service programs and activities, which allowed Field Services Unit personnel to specialize in outreach and intake activities, and the outstation center program, which the staff depth and flexibility achieved through area organization permitted, substantially strengthened the ability of the Employment Service to reach out to individual applicants in need of service. During the Project's second year, the total number of individual applicants served by the Employment Service was 25% greater than the number served during the pre-project year. While the number of applicants residing in the counties in which regular Employment Service facilities were located increased by 11%, the number of individuals reached by the Employment Service in the eight outlying (forgotten) counties increased by over 82%--from 1,214 prior to the Project to 2,212 during the Project's second year. The ability of the Employment Service to reach out to residents of both the outlying counties and the counties in which Employment Service facilities were located had been strengthened substantially; reaching the potential client is the necessary first step in any successful service delivery system.

Of equal significance, prior to the Project only 3.5% of the nonagricultural job openings processed by the four Employment Service offices were from outside the four counties in which these offices were located. On the other hand, information derived from the 1960 Census indicates that 46% of Project area non-agricultural employment opportunities lie in these eight counties. Decentralization of local placement and local employer relations activities through the outstation center program resulted in a 400% increase in the number of job openings received from employers in these eight outlying counties. The significance of this substantial increase in the number of job openings listed with the Employment Services lies in the increased placement potential; to be effective, a manpower program, whether urban or rural, must be able to place its clients in competitive employment. Successful exploitation of the placement potential offered by outlying areas such as these eight "forgotten" counties is a necessary first step in this direction.

Though the local economy deteriorated steadily during the Project period (Ottumwa itself lost five sizeable industries, one of which had had peak employment of over 1,000 during the period) the number of individual applicants permanently placed by the Employment Service increased steadily during the Project period. During the year prior to the Project, a total of 2,655 applicants, or 40% of the total applicant traffic served by the four offices, were placed in permanent jobs. During the first Project year 2,670 applicants or 43% of the total applicant population, were placed in permanent employment. During the second Project year, when the innovative techniques introduced during the Project were fully operational, 4,146 individual applicants were permanently placed. In other words, the number of applicants placed in permanent employment by the Employment Service was fully 56% greater during the second Project year than during the year prior to the Project, while the percentage of the total applicant population permanently placed increased from 40 to 50%. Interestingly enough "transaction data" shows no appreciable difference in activity between the two periods and gives no indication of the substantial extension of services the permanent placement of 56% more applicants implies. The failure of transaction data to reflect this fundamental change in the type and quality of placement service being delivered to the applicant population raises the question of the reliability of transaction data as an index of performance quite pointedly.

Finally, the number of applicants placed in permanent employment through job development also increased astoundingly through the Project period. One hundred fifty-three per cent more applicants were placed in permanent employment through job development during the second Project year than in the year prior to the Project.

The centralization of intensive service activities and of the supportive services these imply, permitted by area organization, made it possible for staff specialization and program depth to develop. The development of staff specialization and program depth, in turn, created the means through which effective, cooperative interagency relationships at the working level could be worked out. To illustrate, development of formal agreements for the cooperative outstation centers culminated in the evolution of county level multi-agency service centers. Similarly, the practice of holding periodic "staffing sessions", participated in by members of the Employability Unit, the Field Services Unit and the Area Placement Unit, which were initially begun as a means for improving internal communication and for developing service programs for particular individuals, eventually evolved into informal interagency program development conferences. Participation by members of the Division of Vocational Rehabilitation, by members of the area office of the Department of Social Welfare, by Community Action Agency personnel, by Iowa Mental Health Institute counselors and by agricultural agency personnel became regular. As a result, through Employment Service initiative, an informal, multi-agency service center capable of developing and carrying out employability development plans for both individuals and special applicant groups evolved. Through the evolution of these staffing sessions, a working relationship featuring the regular exchange of client information and extensive interagency cooperation in providing services to clients, evolved between Division of Vocational Rehabilitation counselors, Mental Health Institute counselors, counselors working with the Iowa Comprehensive Alcoholism Program and the centralized counseling unit.

Of equal importance, centralization of intensive service activities permitted expansion of service without augmentation of staff. Though the counseling staff was not at full complement at any time during the Project's operation, centralization of the service, along with the resulting staff specialization and cooperative interagency working level relationships, made it possible for counseling service to be extended to a 50% larger number of individual applicants. Regular counseling service was extended to the Operation Mainstream program operating in the area; delivery of program counseling service on this scale had never been undertaken in this area before and resulted in the direct extension of service to over 50 disadvantaged applicants. In addition, centralization of the counseling function permitted scheduled service to be extended to the Neighborhood Youth Corps Projects operating in the area and for supportive Employment Service counseling to be provided to M.D.T.A. students at the Area Vocational Technical School.

Centralization of M.D.T.A. selection and referral activities yielded substantially increased selection of target group members for M.D.T.A. training. Especially significant here was the priority which could be assigned to Operation Mainstream, Work Experience and Training programs and Neighborhood Youth Corps graduates already being served by the centralized counseling service. Competition for available M.D.T.A. training slots was fierce--during the second Project year, over 1,500 area residents were identified as being available for, and potentially eligible to receive, M.D.T.A. training. Yet sufficient training slots were available for only one-tenth of this number. Area organization had demonstrated an ability to produce more potential trainees than available training resources could absorb. As a consequence, the ability to assign priority to the training needs of prime target groups, achieved through the centralization of M.D.T.A. selection activities, became vitally important.

The intensive effort made possible by centralizing interarea and intra-area job development and placement activities in the Area Placement Unit resulted in over a 1,000% increase in the number of individuals placed in permanent employment outside their home communities. A number of factors contributed to this spectacular rise in interarea placement activity. Not the least of these was the centralization of responsibility for interarea placement and job development activity; development of employment opportunities for area residents in other areas became the first line duty and primary assignment of identifiable staff members. Of equal importance, however, were the communication system and the centralized files; effective job development and placement activity, whether local or interarea, requires rapid action. Neither applicants nor employers are willing to wait for days while the availability of suitable job openings or available workers is checked out by mail. Similarly, the successful effort to promote positive recruitment by out-of-the-area employers, coupled with imaginative recruitment techniques such as the television "Jobs-A-Go-Go" series, opened hundreds of additional out-of-the-area job opportunities to area residents. Finally, the direct exchange of available applicant and of job opening information with Employment Service offices serving selected demand labor market areas opened the employment opportunities available in these communities to area residents on a broader scale than ever before.

The staff specialization achieved through area organization also made it possible for industrial services to be extended to employers in the eight outlying, and previously unserved, counties. Job analysis service was extended to two of the counties not having regular Employment Service facilities, an extensive employer survey in support of the placement and job development program was made in five of the eight outlying counties, and direct recruitment assistance, detailed special labor market information, and guidance in learning about local labor laws was provided to new, or greatly expanding industries in three of these outlying counties. The staff specialization achieved through area organization also made possible the development of a pilot cooperative high school program, based upon an exhaustive survey of 1967 Iowa high school graduates, which reflected the expressed needs of the young people themselves and of school administrators and counselors. This cooperative high school program, developed by the centralized counseling and public information sections during the second Project year, subsequently was adopted as the model for the 1969 Cooperative High School Program in Iowa. Staff specialization, and awareness on the part of appropriate personnel of an incipient manpower need, resulted in the development of two particularly effective Summer Youth Employment Programs. These Summer Youth Employment Programs, again were tailored to the needs of the young people and to the resources of the communities in which they were mounted. The success of these two programs, incidentally, has led to community interest in mounting similar programs in the future, using local financial resources.

The centralization of labor market information collection and dissemination activity allowed development of employment--unemployment benchmarks in five additional counties in the area as well as the development of more accurate and more realistic labor supply and demand information for the use of industrial development groups. Finally, an Area Job Opportunity Bulletin was developed to meet the need of such public agencies as the public schools, the vocational schools, the Department of Social Welfare and the Division of Vocational Rehabilitation for current information on the types of jobs actually available in the area, the minimum qualifications set by employers in different occupational areas, and prevailing wage rates.

Centralization of public information activities enabled the Employment Service to make optimal use of available mass communication media. The development of the potential offered by radio and television was particularly significant. Utilization of radio and television for client recruitment, job recruitment and for communicating manpower problems and needs to the community was pursued extensively and effectively. As an illustration, the four "Jobs-A-Go-Go" television job recruitment programs resulted in the placement of nearly 400 individuals, or just about 100 workers per program, in out-of-the-area employment. The significance of this performance becomes even more vast when it is realized that nearly 50% of these individuals had had no recent contact with the Employment Service, nearly 60% were from the rural, outlying counties and almost 35% could be classified as disadvantaged.

In closing, perhaps the most eloquent testimony to the effectiveness of area organization and of the innovative techniques and procedures area organization encouraged, is the adoption of the concept by the Iowa agency. The 1969 Iowa Plan of Service provides for area organization in Ottumwa in the post-project period; it also provides for the development of area organizations in three other locations. The Ottumwa experience demonstrated that indepth service in rural areas can be delivered by the Employment Service.

National Rural Manpower Conference

Delivering Service to Rural Areas

The Ottumwa Project

Bill Hood, Employment Service Advisor, BES, Kansas City

January 14, 1969

APPENDIX B
IOWA LABOR MOBILITY PROJECT POSITION DESCRIPTIONS

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IOWA LABOR MOBILITY PROJECT POSITION DESCRIPTIONS

Mobility Project Director

Plans, designs, implements and coordinates mobility project operations and activities in accordance with guidelines and regulations established by legislative authority and by the U. S. Department of Labor's Bureau of Employment Security. Recruits, hires, trains and supervises project staff in accordance with Iowa Merit System Council regulations, the policies and procedures of the Iowa Employment Security Commission, and the requirements imposed by operating conditions and circumstances. Interprets mobility project objectives and activities to employers, applicants, industrial and community leaders, and to the general public. Coordinates mobility project activities with the activities of other divisions of the Iowa State Employment Service and of other agencies. Provides liaison with the Regional and National Offices of the Bureau of Employment Security. Deals with unusual problems encountered by mobility staff in the performance of their duties. Authorizes payment of relocation assistance and pre-employment interview allowances. Performs duties of demand area interviewer and/or supply area interviewer as time is available.

Additional Duties Assigned as of July 1, 1968

Serves as area employment service manager in the supply area. Under the general supervision of the Ottumwa E&D Project director, plans, directs, supervises and evaluates all Employment Service activities in the twelve county area. Interprets Employment Service aims, objectives, and activities to political and community leaders, the industrial and commercial community, organized labor, other agencies, and the public at large. Represents the Employment Service in interagency organizations and programs. Develops and implements programs to deal effectively with identified area manpower needs. Coordinates staff efforts in the operation of these programs. Recruits, trains, guides and evaluates professional staff.

Mobility Project Officer: Supply

Performs duties of supply area mobility interviewer; prescreens applications, interviews applicants to ascertain applicants' interests, abilities and needs. Performs job development, at times in conjunction with other agencies, or may refer applicant to other agencies to give applicant specific types of help.

Under direction of mobility director assures smooth functioning of mobility project activities by the following: assists and supervises interviewers in their interaction with applicants, employers, staff and other agencies; considers unusual situations and suggests action or consults with mobility director and then implements decision. Also guides new staff in interviewing techniques and standard office procedure, through on-the-spot suggestion and staff discussion of improvements. Works with mobility project director to implement personnel practices.

Sets up procedures and record keeping to assure accessible and complete project and referral records. Reviews records, applicant services and active file to note gaps or overlapping services and to determine whether records are being kept in order.

In absence of project director, assumes responsibility for complete functioning of the project.

Mobility Project Officer: Demand

Performs duties of demand area mobility interviewer in the Davenport-Clinton demand area. Consults with staffs of local Employment Service offices to locate suitable job openings for potential relocatees, arranges interviews, arranges for and provides supportive and settling-in services, conducts follow-up.

Under direction of the mobility project director, assures smooth functioning in all demand areas by: supervising and assisting demand area interviewers in their interactions with employers, community agencies and organizations, local offices of the Iowa State Employment Service, the relocatee population, and the supply area staff; considers unusual situations and suggests action or consults with the mobility project director and then implements the decision. Guides and directs demand area staff; provides on-the-job training to new staff members. Reviews and evaluates work performance of, and the adequacy of the records kept by demand area staff; reviews records to assure that adequate service is being provided.

In the absence of the mobility director, may be delegated responsibility for the adequate functioning of the project.

Supply Area Mobility Interviewer

Screen applicants into the labor mobility project population from employment office applications, county welfare offices, extension service offices and various other community sources in a twelve county area. Initial contacts are made by mail and telephone. Interviews mobility applicants for employment and eligibility in the labor mobility project. Records and evaluates such information as background, financial status, job experience, education and training skills, knowledge and abilities, physical and personal qualifications and other data pertinent to the labor mobility project and the placement of the applicants. Searches job order files and contacts supply mobility interviewers for possible job openings in their respective areas. Makes arrangements for interview trips to supply area, picks up applicants and takes them to the interviews. May give special assistance in helping applicants fill out application forms and interview for a job. May assist the applicant in making the move to a new community by discussing the adjustments it will be necessary for him and his family to make. Makes out the necessary forms for the applicant to receive the relocation assistance allowance that he is qualified to receive. Prepares and maintains records of those interviewed, accepted or rejected and those declining appointment.

Demand Area Mobility Interviewer

Consults with staffs of local Employment Service offices to locate suitable job opportunities for potential relocatees, contacts employers to arrange interviews, contacts supply area staff to make arrangements for the potential relocatee to appear for the interview. Provides transportation to the pre-employment interview when required. Assists potential relocatee in the search for housing. Provides community information. Identifies the need for particular supportive or settling-in services and either provides these services or arranges for them to be provided. Performs job development by calling on employers and by utilizing leads provided by other agencies, or gleaned from the communities or the mass communication media. Interprets the aims, objectives, and activities of the mobility project in the demand areas. Promotes positive recruitment in the supply area by demand area employers. Maintains regular contact with the relocatee and the hiring employee for at least 60 days to assist with job adjustment problems. Conducts required follow-up interviews. Maintains required forms and records.

Area Placement Specialist

Performs the duties of a supply area mobility interviewer. However, also performs functions of a demand area mobility interviewer within the twelve county area. Uses both leased line and regular toll telephone facilities extensively to locate or develop suitable job openings for project population, specializing in providing service to the hard to place. Utilizes newspapers, classified advertisements, trade sources and leads provided by other agencies, as well as job orders from within the twelve county area and from the state at large to locate suitable job opportunities. Visits employers personally to solicit openings or "to sell" applicants. Works extensively with the demand area interviewers to locate suitable job outlets. Renders specialized services to particular applicants or arranges to have these services rendered by other divisions of the agency or through other agencies. Records required data and maintains records as necessary.

Mobility Counselor

Screens applicants in the project population. Send call-in letter or telephone applicants arranging appointments for initial interviews. Interview applicants explaining project and determining applicant's outreach in utilizing project services. Record such information as job experience, education and training, skills, knowledge and abilities, physical and personal qualifications and other pertinent data for classification, selection, referral and eligibility for project assistance. May make referrals, either by directly telephoning order holding office and setting up interviews, appointments or sending 511 to order holding office. Maintain file on project population. May hold interviews at home of applicants, at applicants' local state employment office or at mobility office. Counsel applicants and their families about the community in which applicant is considering employment. May drive applicant directly to order holding office for previously arranged interviews. May perform duties of a supply area interviewer.

Stenographer

Takes and transcribes dictation. Cuts stencils, uses mimeograph machine and assembles summaries and reports. Performs filing duties, maintains such files as the general correspondence file and the applicant file--both active and inactive. Assigns project numbers to applicant's files, maintains cross index of applicant files. Performs such miscellaneous duties as assisting all members of staff in work to be done; record attendance daily, weekly and monthly; record telephone slips daily; make up expense reports for all staff; operate Xerox machine and record number of copies made; requisition supplies; assemble forms--260, 261, 262, 263, 264; handle outgoing mail; stamp envelopes with return addresses; address envelopes, labels and the like.

Maintains records of report and follow-up interview due dates. Reminds appropriate staff members as due dates approach.

Record Clerk

Maintains area active application and employer job order files. Keeps inter-area placement job orders and applications active. Maintains log of employer orders released for statewide recruitment. Prepares semi-monthly Area Job Opportunities Bulletin. Operates leased line switchboard. Performs other clerical duties as assigned.

APPENDIX C

MASS MEDIA AND POLITICAL REACTIONS TO THE IOWA PROJECT

U.S. TO RELOCATE 100 FAMILIES

CONTROVERSY ON PROGRAM FOR S. IOWA

Will Take Workers To Job Areas

By Ed Heins

The federal government is going to spend \$124,863 to relocate 100 Iowa families whose breadwinners are chronically out of work.

Labor Secretary Willard Wirtz announced the allocation to the Iowa State Employment Security Commission.

The families will be sought in 12 southern and southeast Iowa counties.

Such a program, which has been tried elsewhere with mixed results, is controversial.

Ernest Hayes of Mount Pleasant, a banker and member of the Iowa Development Commission, said:

"The relocation program is defeating what we're trying to do in our state industrial development program. We should try harder to get factories to where the workers are rather than to move families out and contribute to making their home communities into ghost towns."

National Program

The relocation experiment in Iowa is part of a national program which already has moved more than 6,000 workers and their families in 21 states into communities where jobs are more plentiful.

Included with the Iowa experiment in the current national relocation effort will be a bid to move 500 Negro families from the strife-ridden Watts area of Los Angeles into new jobs in the State of Washington.

A Labor Department official said past efforts to relocate families have been "singularly unsuccessful" in West Virginia's Appalachia area and in Gary, Ind., where Studebaker quit the auto production business and closed its huge plant.

After a short time, many of the relocated workers became homesick and went back even though they had no assurance of employment in their old home communities.

In the current effort, the government has added new emphasis on curing the homesickness of the workers which caused them to drift back to their old homes.

Neglected Area

Kenneth L. Hays of Des Moines, chief of local office operations for the Iowa Employment Security Commission, said, "The Iowa project will emphasize the family settling-in process — an area which was neglected in previous programs."

The government, in addition to paying all moving expenses, will assist the relocated families in finding homes, getting ad-

justed to their new life and training for the new jobs, if necessary.

Hayes, the Mount Pleasant banker, said the development of Iowa would be better served by a uniform dispersal of industry across the state rather than moving everyone into the more populous, industrialized cities.

Such migration to the cities not only adds to congestion in the industrial centers but also weakens the economic strength of small town and rural areas, he said.

Hayes said moving a factory to areas where unemployment or under-employed workers live would make "the entire community stronger."

But, he said, if workers are encouraged to leave, "it makes the schools and governmental services more expensive for those who remain and it forces retail businesses to go broke for lack of customers."

Labor Department officials concede the "return rate" for workers relocated in previous efforts was one in five. Informed sources said the ratio was much higher in some projects.

The government relocation program will be centered on moving families from 12 counties in southern and southeast Iowa. The counties are Appanoose, Davis, Jefferson, Keokuk, Lucas, Mahaska, Marion, Monroe, Van Buren, Wapello, Washington and Wayne.

William Hood of Newton, a Youth Employment Program coordinator, will lead the relocation effort to be headquartered

in Ottumwa. The Iowa Employment Security Commission has a South Iowa Manpower Center in Ottumwa to handle employment problems on an area basis.

Several counties in the relocation project area have been successful in the type of local industrial development to which Mount Pleasant banker Hayes referred.

For instance, Appanoose County's employment rose from 5,020 to 5,530 between December, 1965, and December, 1966, according to an Iowa Employment Security Commission report. Manufacturing employment in the year's period nearly doubled, from 580 in December, 1965, to 1,010 in December, 1966.

Robert Beck, publisher of the Centerville Daily Iowegian who in 1966 sought the Republican nomination for governor, said:

"There's some unemployment here but we're under the national average and we're trying to raid other parts of the country now for skilled workers. We'd like to have the government send some people here to work."

Seek Employees

In Ottumwa, county seat of Wapello County, the December unemployment rate was 2.2 per cent, well below the national average. H.S. (Biff) Byrum, executive vice-president of the Ottumwa Chamber of Commerce, said local industries in-

New Approach

Jerome W. Corbett, a former commissioner and now director of the employment service division of the commission, said:

"People have been moving out of this former coal mining area of southern Iowa for years. But those people had the desire to move. We will find some people who really should move and try to convince them they should move to a community where they can fill a labor need and can help themselves economically.

"We want to test the feasibility of moving people to new jobs; we want to find out how mobile labor really is."

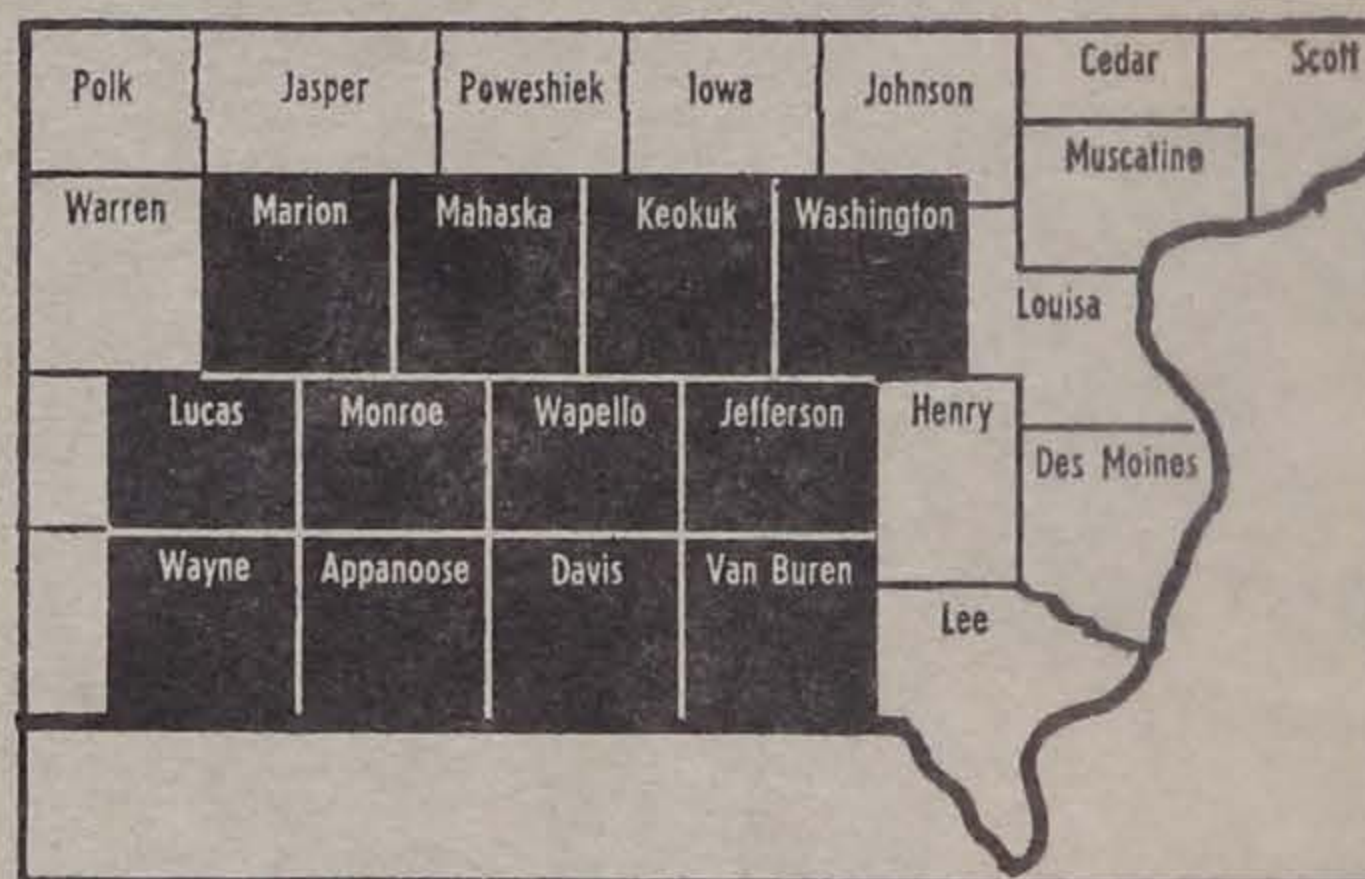
Corbett said the greatest demand for labor is in the eastern part of Iowa, especially in counties along the Mississippi River. But he said all families wouldn't be sent to the eastern counties.

"If some employer in Rock Rapids (in extreme northwest Iowa) wanted someone with a special skill, I don't see any reason why the workers couldn't go there," Corbett said.

To Qualify

Kal Maleka, of Kansas City, Mo., regional representative of the U.S. Department of Labor, said the program could also include relocation of families within the 12-county area.

To qualify for federal relocation assistance, a worker would have to be either unemployed or underemployed, to be suited by skill for a definite job opening, be economically in need and be unable to find an adequate job in the local area.



Counties in Federal Program

cluding the John Deere Works here, are looking for employees.

Jack McKinzie of Fairfield is in strong demand as a public speaker to explain to industrial development groups in other parts of the state how Fairfield was able to boost its retail sales

50 per cent in a 10-year period. The community has been successful luring new plants to town.

The federal relocation plan will get underway Mar. 1 and all workers are to be relocated by Nov. 1.

U.S. Moving Families Into S. Iowa, As Well As Out

The relocation policy of the federal government appears to call for moving some families into south Iowa as well as moving others out of that area.

A federal grant of \$124,000 to relocate up to 100 families in places outside of southern and southeast Iowa was disclosed Saturday.

Iowa Employment Security Commission officials Monday confirmed reports that four Missouri families have been relocated in the southern Iowa area.

Two families have been relocated at Hedrick, one at Monroe and one at What Cheer, the officials said. These are all farm-worker families. They came to Iowa under a so-called "mobility program." The Iowa commission co-operated with Missouri in finding locations for the families.

Meanwhile, the \$124,000 in federal money has been set aside to help families move out of a 12-county area in southern and southeast Iowa. These are families whose breadwinners are chronically out of work.

This is part of a national program under which more than 6,000 workers and their families in 21 states have been moved into communities where jobs are more plentiful.

Concerning the plan to relocate Iowa families elsewhere, State Representative Floyd Millen (Rep., Farmington) had this to say on the Iowa House floor Monday:

"Of all the assinine ideas these government planners have thought up so far, this one should be awarded the top prize. These planners . . . have now come up with a new boondoggle.

"Two of these 12 counties are Jefferson and Van Buren, which

I represent. There are over 100 job opportunities in Jefferson County alone."

Millen, who also is Republican majority leader in the House, said Lowden Manufacturing Co. at Fairfield has 40 openings. The company has been advertising in at least five newspapers for months to find needed employees, Millen said.

The representative said Rockwell Standard Corp. also is short eight employees. Millen added: "I could go on and on and yet these planners want to spend hundreds of thousands of dollars to relocate workers in these counties in other areas. . . . I am of the opinion that most of these so-called economic adjustment programs are for the benefit of the incompetents who administer them."

Meanwhile, Employment Security Commission Chairman Henry Carter said there is no way to tell whether there are 100 families in the 12 counties which want to move.

"We have to staff up to see if anybody is interested in moving," Carter said. "You don't tell these people they must move, you recruit them, ask them."

Also, Carter said, the plan does not necessarily call for moving the families out of the area. If jobs are available within the area and the people qualify, they may be recruited for such jobs, Carter added.

The commission chairman said he had no knowledge of the relocation program until he received the news release from Washington last week.

LIBRARY
Iowa Employment Security Commission
1000 East Grand Avenue
Des Moines, Iowa 50319

DES MOINES REGISTER
February 7, 1967

EDITORIALS

A RIDICULOUS PROPOSAL

One of the things that Governor Hughes told the Administration in Washington is that the federal government throws programs at the states faster than the states can handle them.

His observation might just as well never have been made. The Washington bureaucrats continue to shovel the money out. How that can be reconciled to the President's announced intentions to cut back on non-essential spending evades us.

The latest program calls for a 12-county resettlement program of industrial workers. Jefferson county is one of the twelve.

In brief, the Secretary of Labor announced that an allocation of \$124,863 is being made to resettle 100 families in southeast Iowa to where there are better employment opportunities. That is \$1,283 per family. What the "overhead" cost of it is anybody's guess.

We do not know conditions in any other county. But to include Jefferson county in the district is ridiculous. We have an acute labor shortage. A quick inquiry reveals that there are 70 jobs which two factories have open but for which they can not find workers. It would be difficult to find one worker in Jefferson county who wants a job.

We haven't found anybody in Jefferson county who was consulted. On a previous occasion this county had notice that it was proposed to include the county in a similar program and we declined to be included. That program was the setting up of the Tenco area.

Our first reaction upon reading the story, was that the amount of money allocated would be about the amount needed to subsidize a 100 home building project in Jefferson county and give 100 workers a job opportunity and, at the same time, give them an equity in a home. We are not suggesting that. But it would be a lot more sensible than the program which has been announced. There are more than a hundred job opportunities in just one of the twelve where workers are "chronically out of work"--the Bureau of Labor's definition.

We are getting up to our eyeballs in the plans the neo-socialists in Washington have for us. Just how they relate to each other becomes apparent only when they are stacked at least two high.

The Tenco area program arrived at no discernible results. Then the planners assured us that area vocational schools would solve all our employment programs. Soon they imposed a South Iowa Manpower Center, established an office in Ottumwa, achieved with some more free money from Washington.

Did the planners give the training and placement programs time to succeed? They did not. Now we have a plan to move out the men for whom the area vocational school at Ottumwa was established.

Floyd Millen, speaking to the House in Des Moines Monday called it "the most assinine idea the government planners have thought up so far." His restraint is admirable.

We think it is time for the members of Congress to stop talking and "paring" government expenditures. Nothing less than a pick-axe is adequate for the job.

February 8, 1967

Excerpt from the Des Moines Register

THE RELOCATION OF WORKERS

Announcement of a \$124,000 Labor Department grant to locate jobs for 100 chronically unemployed southern Iowa families in other parts of the state was greeted by one legislator as "asinine" and a "boondoggle." The project may prove to be a flop, but we see no reason for this prejudgment.

The grant is part of an experimental effort to test the feasibility of moving people to where the jobs are. The relocation program provides information on job opportunities in other communities and pays moving and settling costs. The program thus far has involved 6,000 workers and their families in 21 states. About 20 per cent of the workers relocated under the program have given up and gone back to their former homes.

Critics of the Iowa grant point out that many factories in the 12-county area are begging for workers. This sounds as though the Iowa State Employment Service people charged with administering the relocation program might have trouble finding jobless workers willing to move. But it is possible that the job skills of the unemployed and underemployed in the area do not match these job openings and more nearly match those in other parts of the state.

The National Commission on Technology, Automation and Economic Progress, headed by Dr. Howard Bowen, concluded in its report last year that greater effort must be made to match people with available jobs. But the commission stated:

"While encouragement of labor mobility is essential, emphasis should be placed on attempts to rehabilitate economically distressed areas through regional planning and federal financial assistance. Efforts should be made to bring jobs to areas where workers live and to utilize fully existing social investments in community facilities, schools, churches, etc."

While expressing the belief that relocation programs will make only a "marginal" contribution to adjustment, the commission thought the contribution worthwhile and endorsed the Labor Department's experimental efforts. We can see no reason why Iowa should not play a part in this research undertaking, so that experience gained here can be applied in deciding whether there should be a permanent federal relocation program and the shape it should take.

February 9, 1967

Halt Relocation Funds,

Congressman Fred Schwengel today requested the U.S. Department of Labor to withhold funds which have been earmarked to finance the relocation of 100 chronically unemployed families in southern Iowa.

"This program is unneeded and impractical," Schwengel said during a visit to Fairfield.

The Davenport Republican telephoned his administrative assistant, Robert Tyson, in Washington this morning and instructed him to request the

Labor Department to hold up an allocation of \$124,863 to the Iowa State Employment Security Commission.

The grant was announced last week by Labor Secretary Willard Wirtz. It will be used to relocate 100 families in 12 southern Iowa counties, including Jefferson, Van Buren and Washington which are located in Schwengel's district.

"I am greatly disturbed by this program which calls for 65 per cent of the total allocation

to be used for administrative costs," Schwengel said. "It's just another shinplaster on a problem that doesn't exist."

The Congressman said he has found no one in his district who is in sympathy with the relocation program. He indicated that a hasty check shows an estimated 300 job openings in only three counties of the First District.

Schwengel said Congressman John Kyl of the Fourth Iowa District shared his views of the

Schwengel Asks

relocation plan. A majority of the 12 counties are located in Kyl's district.

Several officers of the Fairfield Chamber of Commerce and Chamber Development Corp. expressed their opposition to the program during talks with Schwengel this morning.

The Davenport lawmaker devoted part of his visit to a tour of the Fairfield post office.

"There's a real space problem there," Schwengel said. He requested local postal officials to provide him with data to

show the extent of the city's sharply increasing volume of mail.

Schwengel also said he hopes to visit Vietnam at Eastertime to study the political situation in that country. "This trip will not be made at government expense," he said.

He said he would be accompanied by two other congressmen and one or two Far Eastern experts. Purpose of the trip, he said, is to gather facts on a team basis independent of the

U.S. Defense Department.

"I'm concerned about the political situation in Vietnam," Schwengel said. "We could win the war militarily but lose it politically. If this happens, we might be forced to keep an army of occupation there for 10, 20 or even 30 years."

Schwengel left Fairfield late this morning for Mount Pleasant. He was also slated to visit Washington tonight for a meeting of farm leaders in that county. He will return to Washington, D.C., on Tuesday.

February 13, 1967

That Iowa Employment Plan

The plans of the Great Society to rebuild the world, applied to the twelve-counties in southern Iowa, is finding no approving voices in the newspapers of the area. Here are some of the editorial comments of newspapers in the area:

Bob Beck wrote in the Centerville Iowegian:

Unless someone can offer a satisfactory explanation, it looks like the federal government is treading some place where it is unwanted and unneeded in this so called job replacement deal. It seems like someone has pulled out of the Great Society hat the clever idea of taking the unemployed from one area to another at government expense on the theory that this will resolve the manpower problem.

Now this sounds great and maybe there is a place for such a program. However, Appanoose and Wayne counties, for example, are included among those which are supposed to have more workers than they need, so the government is going to send them elsewhere.

The difficulty, of course, is that the government isn't very well tuned in to our local situation. There's no real surplus of local labor. The Appanoose unemployment rate is ranging well below the national average, was down to a trickling 1.2 percent last September and is only 3.9 percent right now, even though this is a seasonal high for unemployment due to construction and farm labor lay-offs. Those two trades will be back in the harness within 45 to 60 days.

Local industries are placing ads in papers in the Tri-Cities area, Des Moines, Chicago, and elsewhere trying to attract workers to Centerville. The labor shortage is right here where they are now trying to tell us we have to come in and ship some of our people elsewhere. It just doesn't make sense.

Al Efner wrote in the Ottumwa Courier:

Wapello County in December had 17,950 persons at work, as against 16,510 during the same month the year before. This was a gain of 1,440 jobs.

Wapello County's unemployment percentage during the past three months has been 2.2, 1.8 and 1.4—all well below the national average. The demand for workers remains high.

The people are helping their own communities, and themselves, by influencing industry and other payroll activity to move in.

All of which causes us to ponder the announcement by Labor Secretary Wirtz

that \$124,863 will be spent here, through the experimental South Iowa Manpower Center, to arrange relocation of 100 "chronically unemployed or underemployed persons" in these 12 counties.

The announcement said there is no need for apprehension; that many of them would be relocated within the same area. Another story, however, accompanied by large headlines, and leaving the impression that the entire area is depressed, indicated that some of the families might be relocated in eastern Iowa where there is a demand for labor.

It is recognized that federal programs like this are two to three years in the planning stage before they are ready to be implemented. There might have been some reason for considering this kind of activity a few years ago. We question that the reason is here today, in view of the record of south Iowa progress. Here, it seems to us, is a good opportunity to save \$124,863. Or does it also take years to implement an economy decision?

Dave Elder wrote in the Washington Journal:

The architects of the Great Society think of the darndest schemes, and they all cost money.

Residents of Washington county will soon, if the latest federal plans are carried through, be treated to the delectable experience of helping pay for a \$125,000 effort to move whole families out of Washington county, relocate them in other parts of the state, find employment for them, and assist them in 'settling in' so they won't get homesick and move back to Washington county.

The idea is that people are unemployed around here; they are eager to work but can't find work. So they'll be moved at government expense (which is to say, at our expense) somewhere else.

This relocation program seems to us to be another example of Great Society theorists feeling they are at least the equal of God. With their fat hands on apparently unlimited supplies of tax money it is nothing to them to move whole families from place to place as if they were chips of wood.

The new breed of social architects (Great Society division) make a great point of their humanitarian concern for the "little people". Actually to them the "little people" are not people at all but poker chips or chess men to be shoved across the board at will.

Always for their own good, of course. And the Great Society will do the deciding as to what's good.

Says Mobility Project For Area Not Cancelled

The Labor Mobility Project, which has among its objectives transferring people from this 12-county area to areas where more jobs are available, went into operation Wednesday morning in Ottumwa with training of staff members.

Word had been received earlier at the Albia Chamber of Commerce office that the project had been cancelled.

William Hood, project supervisor of this program under the South Iowa Manpower Center in Ottumwa, said he has had no word of cancellation. He pointed out that he talked to their Washington, D. C. office Friday and the program was still scheduled.

The Ottumwa office will be training staff members for about the next month with field operations to start after that, said Hood.

He said as yet there has been nothing specifically set for any of the counties involved.

Hood pointed out that the Labor Mobility Project is basically a research project.

It's to find out such things as why people move or why they don't want to move, what keeps them here, what incentives does it take to get them to move where work is available, said Hood who

noted moving to other areas could be in the best interest of the country as well as in the best interest of the individual.

He went on to say the purpose of the project is to investigate the number of unemployed people in a rural situation and noted staff members expect to interview some 600 to 800 people in the 12-county area.

He said present plans call for moving up to 100 families from now until Nov. 1.

He stressed that any worker that is moved will have to be unemployed and he said checks will be made with the employment offices to see if there are prospects of employment for these individuals.

There will be five staff members including Hood working out of the Ottumwa office and in the 12 area counties.

There will be another five staff members working in other areas of the state. They will be in the field developing jobs for those moved from this area, said Hood adding, these staff members will also be doing follow-up work, social counseling, to help those relocated stay in these areas.

The Albia Chamber of Commerce is opposed to the project because of the aspect of removing people from this area.

ALBIA MIRROR
March 2, 1967

Manpower Shift Has Restrictions

Only persons who are without regular employment and have virtually no prospect of finding work in their own communities will be considered for relocation, says William Hood, director of the South Iowa Manpower Center's mobility project.

The head of a poverty-stricken family who has no opportunity for full-time employment near his home needs whatever assistance he can be given, Hood said. "We want to take people who are 'living off the community' and place them where they can contribute to the community," he explained.

A person is considered "underemployed" if he is working less than full time or if his employment is sporadic for reasons other than seasonal. The mobility program will not apply to anyone holding a full-time job, Hood continued.

"We will try first to find him work in his local community. If unsuccessful, we will try to place him somewhere within the 12-county area. After that, we look to the state as a whole," he said.

The mobility project is funded to relocate as many as 100 families, but none will be moved unless there is a specific job waiting for the head of the household. In some cases the employer will provide on-the-job training.

Counseling will continue after relocation. "Employers tell us that adjustment to the new lo-

cation is a bigger problem than getting the worker there and getting him trained," Hood said. "We will attempt to find out what services can be provided economically to make the adjustment easier."

Experimental

All phases of the South Iowa Manpower Center are experimental and fact-gathering in nature. Experience gained here will be used in shaping national policy on employment matters.

Its studies show for example, that one of the 12 counties with the smallest population has nine heads of households earning less than \$1,000 per year and 37 others earning less than \$2,000 per year—all of whom want job training.

Hood, director of the mobility project since March 1, has moved to Ottumwa from Newton. With his wife and two sons he is living at 629 E. Alta Vista. He has a bachelor's degree from Syracuse University and has done graduate work at the University of Chicago. He has worked with the Iowa Employment service in Davenport and Des Moines as well as Newton.

Staff Personnel

He has recruited seven persons for his staff:

James Flahive of 507 N. D St. in Albia is a counselor. He is single and has been a graduate student at the University of Iowa.

C. Donald Huber of Ottumwa

Manpower—

Continued on page 3, col. 6

Manpower—

Continued from page 1

is an interviewer. He attended Modesto Junior College in California and has been employed as a salesman. With his wife and two children he lives at 517 Benson.

Mrs. Sylvia Banes, an interviewer, lives in Sigourney. She is a graduate of Simpson College and has been in social welfare work in Keokuk County. She has two children.

Mrs. Shirley Stewart of 222 N. Wapello St. is employed as a secretary. She is a graduate of Westport High School in Kansas City. She has two children.

Dave Faltis, interviewer, has come here from Fairfax, Iowa. He has attended Iowa State University and the University of Iowa and is single.

Joshua Swallow, project officer, lives in Clinton and will be stationed there. He is a graduate of George Williams College.

William Dell, interviewer, will be stationed in Fort Madison. He is single and a graduate of William Penn College.

Position Open

Hood said he still has one interviewer position to fill in Davenport.

These persons are in addition to the 18 already on the staff of the South Iowa Manpower Center, according to Gordon Bennett, community coordinator.

OTTUMWA COURIER
March 15, 1967

Centered In Ottumwa

Kyl: Labor Relocation Plan Going In Circles

WASHINGTON — Labor Department policy in relocation of families unable to find employment is "total inconsistency," Congressman John Kyl of the Fourth Iowa District told the department today.

"Earlier this year, with no announcement, the department established a program to move one hundred families from southern Iowa to areas in and out of Iowa where jobs were available for the unskilled," Kyl said.

"The department now proposes to move 250 poor families from Louisiana and Mississippi to Iowa, where they have been promised employment. To further complicate the manner, some families have already been moved at government expense from Missouri to the Iowa area from which families were to be exported because of a job shortage.

"I did not object to the original plan because it was already established before we got any information; because it was to be a single experiment and because I had faith in the individuals who were handling the program.

"But the Washington planners have now gone full circle. What they proposed is an inefficient game of musical chairs which stresses this location rather than relocation.

"Though the second phase is definitely being planned, there again has been no official announcement. And since the relocation programs utilize new offices with high administrative costs rather than extension of

duty for existing Employment Service offices, it would seem that the major economic opportunity falls to the burgeoning bureaucracy rather than to the people who need practical assistance."

Representative Kyl noted that some southern Iowa families had been relocated in other parts of the state. He said the South Iowa Manpower Center in Ottumwa had been functioning according to its directives, but that it is still too early for an evaluation of results. Kyl said he is convinced the over-all program would be more efficient if handled through the long-established Employment Service.

The Ottumwa office is the center of a pilot project financed with federal funds to find better ways of bringing people into jobs for which they are best suited. It is administered by the Iowa State Employment Security Commission.

In February it was disclosed that the project had been authorized as many as 100 families in a 12-county area to move to places where jobs were available.

In response to objections, the office explained that only persons who were without regular employment and had virtually no prospect of finding work in their own communities would be considered for relocation. It stated that none would be moved unless there was a specific job waiting for the head of the household.

"We want to take people who are 'living off the community' and place them where they can contribute to the community," said William Hood, director of the center's mobility project.

OTTUMWA COURIER
June 16, 1967

1118 LONGWORTH HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
202-225-8576

DISTRICT OFFICE:
401 UNION ARCADE
DAVENPORT, IOWA 52801
319-324-3527

ROBERT F. TYSON
ADMINISTRATIVE ASSISTANT

FRED SCHWENGEL
1ST DISTRICT, IOWA

Congress of the United States
House of Representatives
Washington, D.C.

June 20, 1967

COMMITTEE ON PUBLIC WORKS

SUBCOMMITTEES:
FLOOD CONTROL
ROADS

PUBLIC BUILDINGS AND GROUND
WATERSHED DEVELOPMENT
APPALACHIA

COMMITTEE ON HOUSE ADMINISTRATION

SUBCOMMITTEES:
LIBRARY AND MEMORIALS
ELECTRICAL AND MECHANICAL OFFICE
EQUIPMENT

Mr. William M. Hood
Mobility Project Director
Iowa Labor Mobility Demonstration Project
Post Office Box 535
Ottumwa, Iowa 52501

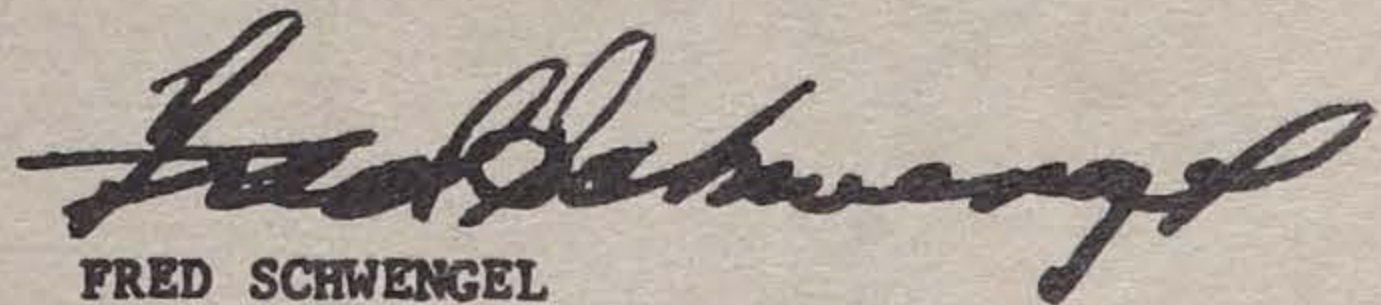
Hello Mr. Hood:

Just a note to thank you for sending me a brief
summary of the activities of the Iowa Labor Mobility Demon-
stration Project during the last month.

I appreciate your thoughtfulness in making this
information available to me.

With warmest regards,

Sincerely yours,



FRED SCHWENGEL
Member of Congress

FS:bb

*** Editorial ***

Another Hot Line

by Chas. B. De Puy

In this day of "hot lines" we've just run across a new "hot line" arrangement. The idea is to connect men and jobs as quickly as possible. With this system no job should go begging looking for someone to take over and on the other hand no person with saleable skills should be without employment. Here's the over-all plan:

Plans for a new and improved service to benefit both employers and applicants served by the four Iowa State Employment Service offices in Ottumwa, Oskaloosa, Centerville and Fairfield were announced today by Duane Johnson, director of South Iowa Manpower Center.

A unique communications system has been established to link the four ISES offices and the Manpower Center into one functioning unit, Johnson said. As a result, a job applicant can be simultaneously interviewed in all four employment offices and the Manpower Center. According to Johnson, this will enable the employment service to match a job applicant's qualifications immediately with any job opening in South Iowa.

The communications system which includes leased telephone lines, switching equipment and a speaker system is the only one of its kind in use by the United States Employment Service. If successful, this Iowa communications system may serve as a model for other smaller communities and rural areas throughout the nation.

To further assist employers and job applicants to get together as fast as possible, a special inter-area placement section has also been formed to provide information for state and national jobs.

The four ISES offices are also expanding their services to residents in areas without a permanent employment office. Employment centers are now being planned for several South Iowa counties so residents can take advantage of job placement, employment counseling, testing and various other job services. One of these centers is now being established in Knoxville by the Oskaloosa office of the Iowa State Employment Service.

"It is the responsibility of each employment service office to do everything possible to locate a job for each and every job seeker. Preferably this should be done when the job applicant first comes to us for help or at the first possible time," Johnson stated.

"The employment service interviewer must not only know the jobs in the community in which our offices are located but he must also know what opportunities exist in other communities and surrounding areas. Our new communications system and employment centers will help us gain this type of information," he added.

CENTERVILLE IOWEGIAN
July 6, 1967

JOHN KYL
4TH DISTRICT, IOWA

1031 LONGWORTH BUILDING

COMMITTEES:
INTERIOR AND INSULAR AFFAIRS
HOUSE ADMINISTRATION

Congress of the United States
House of Representatives
Washington, D.C. 20515

September 27, 1967

COUNTIES:

APPANOOSE	MARION
BENTON	MARSHALL
CLARKE	MONROE
DAVIS	POWESHIEK
DECATUR	RINGGOLD
JASPER	TAMA
KEOKUK	UNION
LUCAS	WAPELLO
MAHASKA	WARREN
	WAYNE

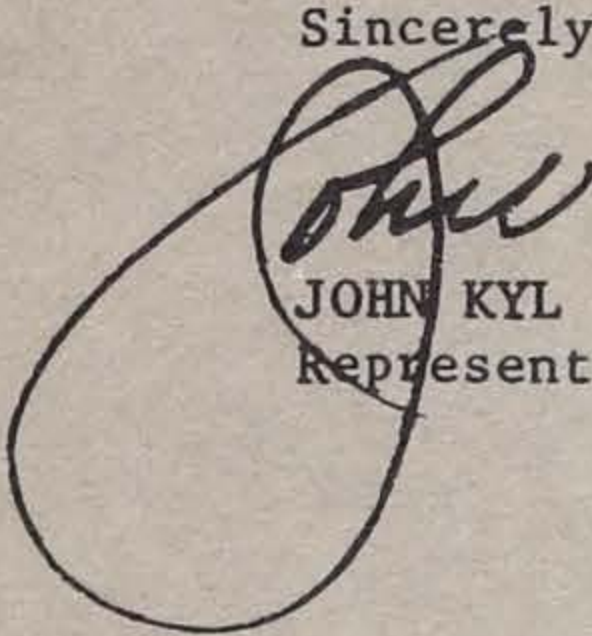
Mr. William M. Hood
Mobility Project Director
Labor Mobility Demonstration Project
116½ South Market Street
P.O. Box 535
Ottumwa, Iowa 52501

Dear Bill:

Thanks for the information. I hope to visit your shop in the near future.

Kindest personal regards.

Sincerely,


JOHN KYL

Representative in Congress

K/sa

To Benefit Unemployed

Labor Mobility Project Is Granted More Funds

The Iowa Labor Mobility Project, an Ottumwa-based experiment which relocates unemployed workers, has been granted funds for an additional eight months by the Department of Labor.

Originally funded through Oct. 31, it will receive an additional \$50,000 to continue through June 31, 1968.

Area Employment Service Manager William Hood said the project is being extended because it has been the most economical of 40 such projects conducted in the United States since 1963. It had helped 106 workers by the end of August while operating on three quarters of its budget. Hood is mobility project supervisor.

The mobility project is an effort by the Iowa State Employment Security Commission to work out methods for fast, efficient and unified direction of the unemployed worker to areas where job opportunities exist, Hood said.

Prior to the relocation of any employable person, a local job search is carried on by the Fairfield, Centerville, Oskaloosa or Ottumwa employment service offices. If a worker has no skills matched to employer needs in his own community and can't be trained at home, project personnel then try to place him within the county, the south Iowa area, or the state.

The project moves prospective workers within the 12-county supply area made up of Marion, Mahaska, Keokuk,

Washington, Lucas, Monroe, Wapello, Jefferson, Wayne, Appanoose, Davis and Van Buren counties—or outside the area if necessary.

About one third of the workers moved to date were relocated within the supply area. Nearly all the remaining two thirds were relocated within the state. Only seven out of the 106 were sent outside the state.

In addition to the 106, the mobility project staff has placed 30 workers within their own communities.

The team uses a telephone "hot line" to connect the four local employment service of-

fices with project headquarters in the South Iowa Manpower Center, Ottumwa. The team can simultaneously provide information on workers and jobs available. The "hot line" offers the employer a larger pool of prospective applicants.

Some unemployed workers do not require allowances to relocate. Of the 106 who moved, only 58 were paid allowances.

Hood said the project directly complements the services of the South Iowa Manpower Center by making an additional manpower service available to workers and employers in the 12-county area.

\$50,000 to Labor Mobility Project

(The Register's Iowa News Service)

OTTUMWA, IA. — The Iowa Labor Mobility Project, an experimental project based here which relocates unemployed workers, has been granted operating funds for an additional eight months by the Department of Labor.

The project, originally funded through Oct. 31, will receive an additional \$50,000 to continue through June 31, 1968. William Hood, area employment service manager, said the project is being extended because it has been the most economical labor mobility project of 40 such projects conducted in the United States since 1963. Hood said the project had helped 106 workers by the end of August while operating on three-quarters of its budget.

The Mobility Project is operated by the Iowa State Employment Security Commission.

OTTUMWA COURIER
September 27, 1967

DES MOINES REGISTER
September 28, 1967

OPINION

Statistics Tell A Story

It's easy to criticize the Iowa labor mobility project. That was proved when it was initiated last February. Many jumped in with both feet to decry population depletion in an area that already had lost many residents.

The Ottumwa-based project has just received additional funds for continuation through June of 1968. Iowa State Employment Service people say it has been very successful. It would be well to look at their reasoning.

Let's focus attention on the individual rather than census totals. Living in Wapello and the 11 other counties served by the Southern Iowa Manpower Center are people who are unemployed or have poor-paying jobs because the work for which they are fitted is not available in their home communities.

The mobility project seeks first to find suitable work for such

a person in his own county or within the 12-county area. Failing that, the goal is to keep him in the state. Only as a last resort is he sent outside Iowa.

The statistics are interesting: Thirty were found jobs within their own communities. Out of 106 who were relocated, one third remained within the 12-county area and only seven moved outside Iowa. Bear in mind that each of these was either unemployed or underemployed, and each has received the opportunity to become fully self-supporting.

It is interesting, too, that of the 106 who relocated, only 58 required allowances for moving costs. The local program has been the most economical of 40 such projects conducted in the United States.

Getting the person and the job together is a little less alarming when seen from the viewpoint of the benefited individual.

OTTUMWA COURIER
September 30, 1967

THATCHER GLASS MANUFACTURING COMPANY, INC.
Plastic Packaging Division
Executive Offices: 375 Park Avenue, New York 22, N. Y.

Please Reply To:
Box 311, Muscatine, Iowa/Telephone 319-263-3611

October 9, 1967

Ottumwa Manpower Association
Ottumwa, Iowa

Dear Mr. Hood & Mr. Huber:

First, I want to thank you and your associates for a very pleasant reception at your office.

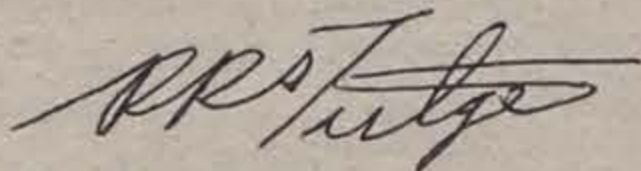
If you think you could supply us with any more prospects in the near future, we would like to interview them.

Of the four gentlemen that I talked to, Mr. Leach has been sent a turn-down letter, Mr. Charles Denham did not report and Mr. Ed Snook was hired and Mr. Cicerella found employment in your city.

Again I want to thank you for your trouble and time spent with me.

Sincerely,

THATCHER GLASS MFG. COMPANY



R. R. Tietge
Assistant Personnel Mgr.

RRT:ds

COLLINS RADIO COMPANY
Cedar Rapids, Iowa 52406
Area Code 319-365-8411

December 11, 1967

Mr. Bill Hood
South Iowa Manpower Center
P. O. Box 535
Ottumwa, Iowa 52501

Dear Mr. Hood:

Just a quick note of thanks for the opportunity provided Collins Radio Company to explain to the people of South Eastern Iowa the jobs available with our organization. I made several good contacts as a result of the TV program and will attempt to contact your office within a couple of weeks regarding their outcome.

Please express my gratitude to Mr. Terry Taylor for his assistance during the program. I felt Mr. Taylor did an outstanding job in handling the arrangements and it was a pleasure working with him.

In attempting to inform offices of the Iowa State Employment Service of our employment needs, I have called upon twelve local offices covering a total of thirty-eight Iowa counties. However, I feel the area of greatest potential is within the twelve counties served by the South Iowa Manpower Center, and have reported this to my superiors.

Our need for female assembly operators, production technicians, and draftsmen remains critical and the efforts of your organization are certainly most helpful and appreciated. If our office can be of any further assistance to you please feel most welcome to call on us.

Yours truly,

L. D. Randall
L. D. Randall

LDR/mn

cc: W. W. Cecil
E. D. Stambaugh
File

CHEMPLEX COMPANY
Clinton Plant, P.O. Box 819
Clinton, Iowa 52732
Telephone 319-243-5500

December 18, 1967

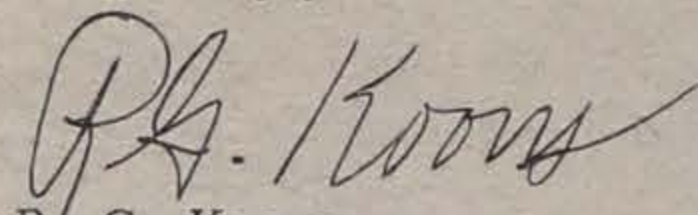
Mr. William Hood
Iowa Employment Security Commission
116 1/2 Market Street
Ottumwa, Iowa

Dear Mr. Hood:

Just a note of appreciation for all your cooperation and the fine service you gave Chemplex this past weekend. Our joint efforts were most rewarding as we plan to make job offers to all five who were interviewed.

Again, our sincere thanks for all your help.

Very truly yours,



R. G. Koons
Manager - Employee Relations

RGK/p

cc: E. McGee, Clinton

CONGRESS OF THE UNITED STATES
House of Representatives
Washington, D.C. 20515

January 15, 1969

Harold L. Kirk
Managing Director
Clinton Development Company
P.O. Drawer 229
237 Fifth Avenue So.
Clinton, Iowa 52733

Dear Mr. Kirk:

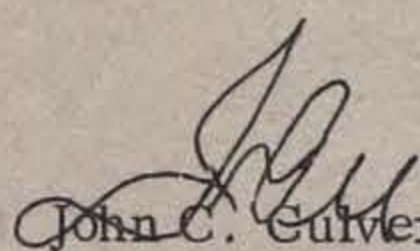
Thank you very much for your recent letter regarding the Iowa Mobility Demonstration Project.

I greatly appreciate receiving your thoughts on this project, and I certainly agree with you that this kind of activity is vitally needed.

Please be assured of my continued strong support of appropriate legislation to continue this kind of project, and I do hope that if there is any way that I may be of service in this or any other matter, you will not hesitate to call upon me.

With best wishes for a happy and successful new year.

Sincerely,


John C. Gulver
Member of Congress

JCC:p

APPENDIX D

GLOSSARY OF COMMON EMPLOYMENT SERVICE ABBREVIATIONS

APPENDIX D

GLOSSARY OF COMMON EMPLOYMENT SERVICE ABBREVIATIONS

- BAT - Bureau of Apprenticeship and Training.
- BES - Bureau of Employment Security.
- CAA - Community Action Agency under the Economic Opportunity Act of 1964.
- CAP - Community Action Program operated by CAA under the Economic Opportunity Act.
- DMCVF - Des Moines Comprehensive Vocational Facility. MDTA funded vocational training facility in Des Moines.
- DL - Department of Labor.
- DOT - Dictionary of Occupation Titles. 2 Volumes. Job classification system used by employment service.
- DUR - Division of Vocational Rehabilitation. Works with handicapped individuals.
- E & D PROJECT - Specially funded Experimental and Demonstration Project operating in the Ottumwa area. The project includes the area office in which we are located, and the Centerville, Fairfield, Oskaloosa and Ottumwa Employment Service offices. This project is funded under an OMPERS agreement. Official name: South Iowa Manpower Center.
- EEOE - Equal Employment Opportunity Employer.
- EOA - Economic Opportunity Act of 1964 as amended.
- ES - Employment Service.

FORMS

- ES 64-A - MDTA selection form.
- ES 260 - Worker information schedule - Mobility Project Form.
- ES 261 - Post screening interview - Mobility Project Form.
- ES 262 - Facilities of worker form - Mobility Project Form.
- ES 263 - Services to individual workers - Mobility Project Form.
- ES 264 - Follow-up questionnaire - Mobility Project Form.
- ES 511 - Application form.
- ES 514 - Employer order form.
- ES 514-A - Agricultural order form.
- ES 560 - Interarea employer order form.
- ES 561 - Interarea employer cancellation form.
- ES 564 - Interarea application form.
- ES 568 - Interarea referral record.
- ES 955 - Request for determination of relocation assistance allowance.
- ES 955-A - Suitable employment certification.
- ES 956 - Request for payment of relocation allowances.
- ES 957 - Statement of cost of relocation and amount of relocation assistance allowances be advanced.

- GATB - General Aptitude Test Battery - Employment service vocational aptitude test.
- HRD - Human Resource Development Concept - New manpower approach in the employment service emphasizing the development of the employability of individual applicants. Involves reaching out to disadvantaged applicants and providing supportive educational and social services.
- IAPES - International Association of Personnel in Employment Security. A voluntary professional association of persons working in the public employment security field.
- ICAP - Iowa Comprehensive Alcohol Project - Sometimes called the "Governor's Program". OEO financed program to work with alcoholics.
- IESC - Iowa Employment Security Commission.
- IOWA MANPOWER DEVELOPMENT COUNCIL - State Agency responsible for MDTA - OJT in Iowa. Also prime Iowa special Manpower Project Agency.
- IPERS - Iowa Public Employees Retirement System - Retirement plan for State of Iowa employees administered by the IESC.
- ISES - Iowa State Employment Service
- IOWA TECH - Area XV Vocational-technical School at Ottumwa Airport.

- JD - Job development.
- JI - Job inventory. A statewide list of hard to fill job openings.
- MDTA - Manpower Development and Training Act. A federal law providing for vocational training for unemployed and underemployed workers. Training may be either institutional or on-the-job.
- MDTA-OJT - On-the-Job Training funded under the Manpower Development and Training Act. In Iowa this type of MDTA training is handled by the Iowa Manpower Development Council.
- MSC-YOC - Manpower Services Center - Youth Opportunity Center. Located in Des Moines. This office handles referrals to MDTA classes at the DMCVF.
- NYC - Neighborhood Youth Corps. One of the special youth training programs authorized by the Economic Opportunity Act and usually administered by the local CAA.
- OEO - Office of Economic Opportunity. May refer to either the federal Office of Economic Opportunity or to the state office in Des Moines. Occasionally used to refer to the local CAA.
- OJT - On-the-Job Training. Training given in an actual work situation.
- OMPER - Office of Manpower Policy Evaluation and Research. Division of the Department of Labor concerned with exploring new approaches in the manpower field.

OTTUMWA PROJECT - Another name for the E and D Project.

PERT - Program Evaluation and Research Technique - Management technique developed by the U.S. Navy and being introduced into the Employment Service.

RAA - Relocation Assistance Allowance.

SATB - Specific Aptitude Test Battery. A segment of the GATB that has been validated against the specific occupation.

SIC - Standard Industrial Classification - Used to classify industries.

SIMC - South Iowa Manpower Center. The official name for the E and D Project and the center of its activities.

TENCO - Ten County Area Development effort. Main activity: Sheltered Workshop at Ottumwa Airport.

UI - Unemployed insurance.

WEP - Work Opportunity Program. An educational work training program funded under Title V of the Economic Opportunity Act.

APPENDIX E
MOBILITY TRAINING SESSION

APPENDIX E
MOBILITY TRAINING SESSION

April 17 - 21, 1967

Agenda

Monday, April 17, 1967	1:00 P.M.	Conference convenes. Review of forms and procedures. Discussion of job development activities and the use of demand lists and job inventory.
Tuesday, April 18, 1967	9:00 A.M.	Completion of the 260 series of forms. Problem areas. Mobility Projects. Mr. Kirk McFadden of the Missouri Agency.
	1:00 P.M.	Relationships with supply area local offices. Supply area problems. Mr. Kirk McFadden. Supply area local office managers in attendance.
Wednesday, April 19, 1967	9:00 A.M.	Demand area activities. Community Organization. Follow-Up Activities. Job development. Demand area local office managers in attendance. Mr. Kirk McFadden.
	1:00 P.M.	Demand area problems and experiences. Mr. Kirk McFadden.
Thursday, April 20, 1967	9:00 A.M.	Allowance payment procedures.
	1:00 P.M.	Review and evaluation of project activities to date.
Friday, April 21, 1967	9:00 A.M.	Changes in project procedures. Suggestions for further improvement. General discussion. Adjourn at 12:00 Noon.

APPENDIX F
TELEVISION PROGRAM MATERIALS

APPENDIX F
TELEVISION PROGRAM MATERIALS

JOBS a GO GO

Outline
KTVO-3
10:30 p.m.
Dec. 4, 1967

VIDEO

Jobs a Go Go super (5 sec.) over. . . . Court Jesters playing instrumental

Iowa Labor Mobility super (5 sec.)

Employment Service super (5 sec.)

Slides of workers in work situation
changing every 2 sec. until end of
lead announcement.

AUDIO

opener for show. (1/4 min.)

(KTVO announcer)

Lead Announcement: (1/2 min.)

TONIGHT'S PROGRAM, JOBS A GO
GO, IS A SPECIAL JOB RECRUITMENT
PROGRAM FEATURING THE COURT
JESTERS. THE SHOW WILL GIVE
INFORMATION ON LOCAL AND AREA
JOB OPPORTUNITIES. JOB SEEKERS
IN THE IOWA VIEWING AUDIENCE

VIDEO

Bill Hood

super of phone numbers over
Hood as he mentions phone-in.

Robert Koons

Bill Hood

Court Jesters

Bill Hood

Larry Randall

Bill Hood

Court Jesters

AUDIO

ARE INVITED TO PHONE IN DURING
THE SHOW FOR INFORMATION ON
JOB OPPORTUNITIES. EMPLOYER
REPRESENTATIVES FROM THE AREA
WILL ANSWER QUESTIONS AND MAKE
APPOINTMENTS. NOW HERE'S YOUR
HOST, IOWA LABOR MOBILITY
MANAGER, BILL HOOD.

(1 1/2 min.) Summary and introduc-
tion including reference to phone in
numbers, introduction of Chemplex
rep., Robert Koons

(3 min.) on Chemplex

AND NOW (lead to Court Jesters)

(3 min.)

(Introduction of Collins rep. Larry
Randall)

(3 min.) on Collins

AND NOW (lead to Court Jesters)

(3 min.)

VIDEO

AUDIO

Bill Hood

(Introduction of Mason & Hangar rep.
Bob Crowe)

Bob Crowe

(3 min.) on Mason & Hangar

Bill Hood

AND NOW (lead to Court Jesters)

Court Jesters

(3 min.)

Bill Hood

(Introduction of Swift rep. Dale Crockett)

Dale Crockett

(3 min.) on Swift

Bill Hood

AND NOW (lead to Court Jesters)

Court Jesters

(3 min.)

Bill Hood

Summary statement of Labor Mobility
Project, places to go, persons to contact.

Jobs a Go Go super during closing announcement over Court Jesters instrumental.

(KTVO Announcer)

Closing Announcement: JOBS A GO GO HAS BEEN

BROUGHT TO YOU BY THE IOWA LABOR

MOBILITY PROJECT, A PART OF YOUR IOWA

STATE EMPLOYMENT SERVICE. WE WILL KEEP

THE PHONE LINES MANNED ONE HALF HOUR

AFTER THE SHOW...SO CALL US COLLECT IF

YOU HEARD ABOUT A JOB YOU'RE INTERESTED

IN. AGAIN THE NUMBERS TO CALL ARE _____

AND _____. IF YOU CAN'T CALL TONIGHT,

CALL 682-8386 DURING THE WEEK FROM 8 to 5.

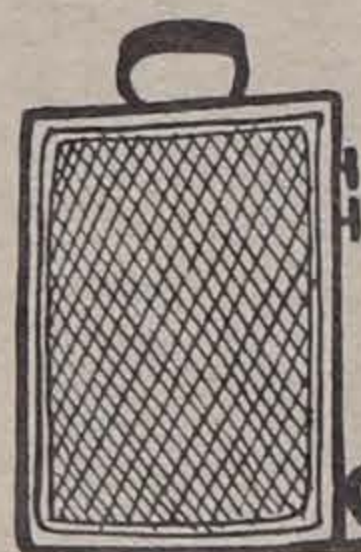
Super of call-in phone
numbers.

Slides of workers in
work situation change
every 2 sec. till end of
instrumental.

**NEED
A JOB!**
go with the
Court Jesters
on
"JOBS A GO GO"
KTVQ-TV 3

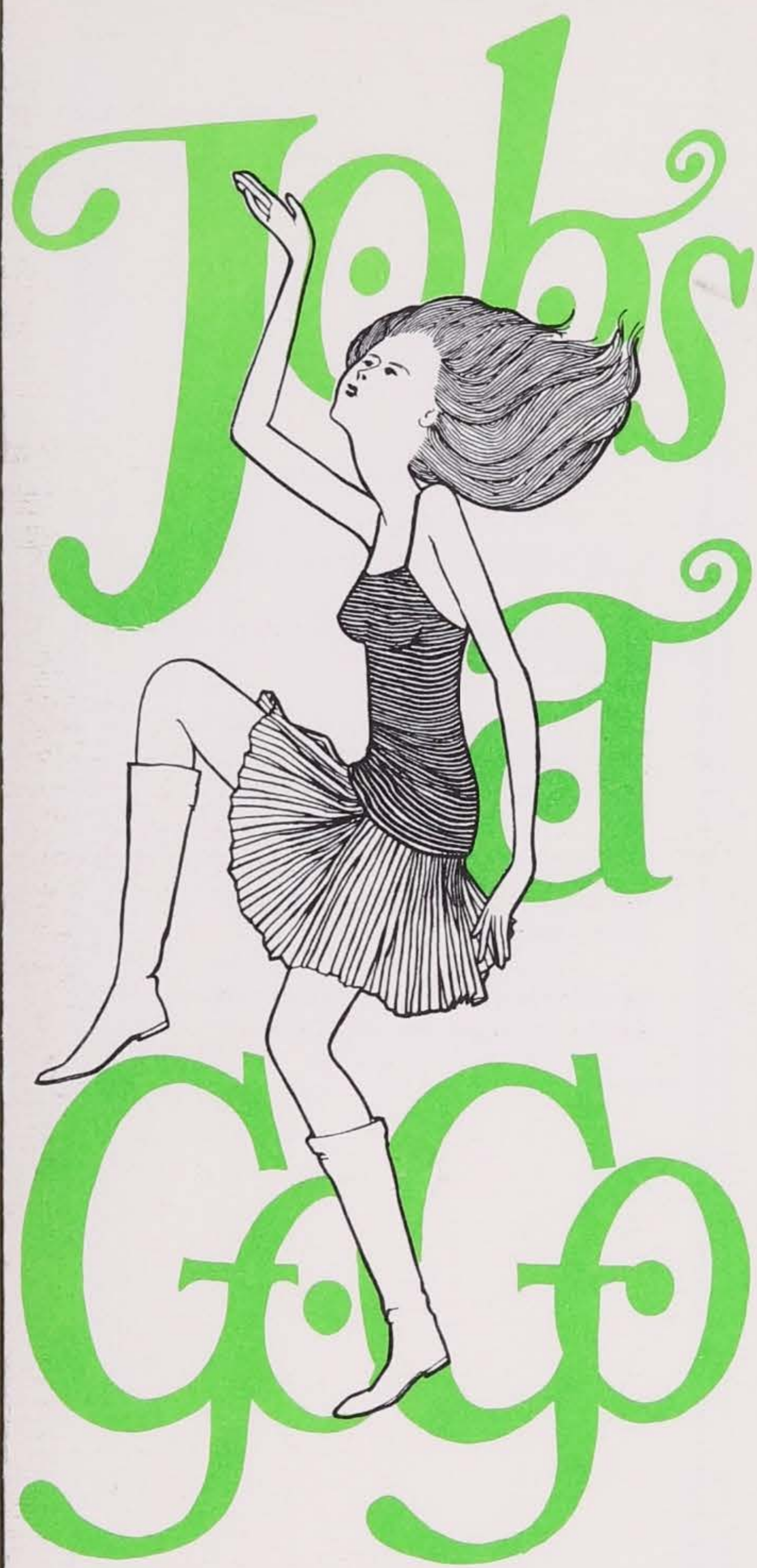
Dec. 4th 10:30 - 11:00 p.m.

SEE ABOUT JOBS AVAILABLE NOW FROM
EMPLOYER REPRESENTATIVES. THEN
CALL THE SPECIAL NUMBER TO FIND
OUT ABOUT JOB PLACEMENT.



SPONSORED BY YOUR
IOWA STATE
EMPLOYMENT SERVICE





THROUGH THE PROGRAM YOU CAN

- * find a good job in an area where YOU are needed.
- * move yourself and your family to your new community and have your moving bill paid for you.
- * receive assistance in finding good housing for yourself and your family in your new community.
- * be introduced to your new community - and have help in getting acquainted and settled.

TO QUALIFY FOR THIS PROGRAM YOU MUST

- * want to work.
- * move to a permanent, full-time job.
- * keep in touch with your local Iowa State Employment Service office.
- * live up to your agreement to go to work in your new community.

THIS IS A WORK PROGRAM!

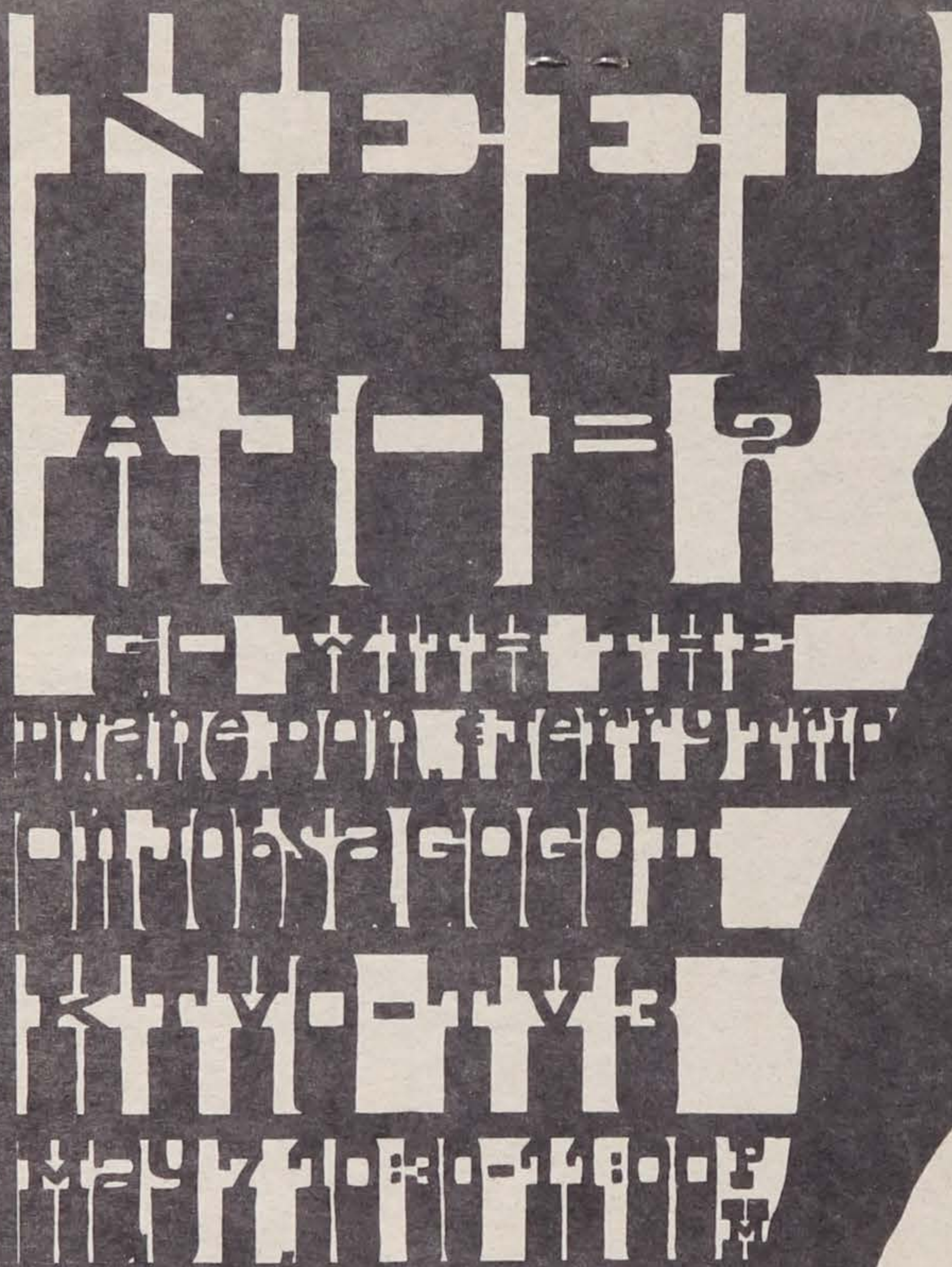
It only works if you want it to.

YOUR REWARD CAN BE

- * a chance to get ahead in your work.
- * opportunity to earn a larger income.
- * the satisfaction of being on your own.
- * a better life for you and your family.

IOWA LABOR MOBILITY PROJECT

116 1/2 S. Market Street
P. O. Box 535
Ottumwa, Iowa 52501



SEE ABOUT JOBS AVAILABLE NOW FROM
EMPLOYER REPRESENTATIVES. THEN
CALL THE SPECIAL NUMBER TO FIND
OUT ABOUT JOB PLACEMENT.

SPONSORED BY THE IOWA LABOR MOBILITY PROJECT
IOWA STATE EMPLOYMENT SERVICE

APPENDIX G

IOWA LABOR MOBILITY PROJECT RELOCATION ASSISTANCE ALLOWANCE FORMS

IOWA EMPLOYMENT SECURITY COMMISSION
IOWA STATE EMPLOYMENT SERVICE
LABOR MOBILITY DEMONSTRATION PROJECT

This is to certify that: _____
(Name of Applicant)
Social Security Account Number ____ - ____ - ____, has been
offered employment as a _____
(Type of job)
with: _____
(Name of Employer)
of _____ and ☐ has
(Town and state)
agreed to start ☐ started work on _____
(Month Day Year)

SIGNED _____

TITLE _____

For the Employer

LMP - 3

REQUEST FOR AND DETERMINATION OF RELOCATION ASSISTANCE ALLOWANCES

Name _____

SSA No. _____

Local Office _____

Project Number _____

A. Request by Applicant

1. I am an involuntarily unemployed person, and request a determination of entitlement to relocation assistance allowances in the form of:

I wish to relocate from:

Present address _____ to

New address _____

(City and State)

2. I wish to relocate the following members of my family (if any).

Name and relationship	Age	Address (if different from own)
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

3. I wish to relocate my household goods ☐ Yes ☐ No

4. I wish to temporarily store my household goods ☐ Yes ☐ No

B. Certification by Applicant

1. My last employment which was not of a temporary nature was with
(Name of employer, address and date of separation) _____

_____ ,
the reason for separation from this employer is:

2. I have obtained suitable employment or a bona fide offer of suitable employment with: _____

(Complete name and address of employer)

3. I will begin work as a _____ with the above

(Job Title)

employer on or about _____ at _____

(Complete date)

(Approximate salary)

I certify that the information contained in parts A and B is correct to the best of my knowledge. I understand that all relocation assistance allowances are paid from funds provided for by the United States Government, and that penalties of fines and imprisonment are imposed for knowingly giving false information, or withholding information to obtain such allowances.

(Applicant's signature)_____
(Date)_____
(State Agency Representative)

C. Determination by State Agency

1. Is applicant involuntarily unemployed? ☐ Yes ☐ No
2. Is suitable employment available without relocation? ☐ Yes ☐ No
3. Is certification on file from relocation State
ES director that applicant has suitable employment or
a bona fide offer of suitable employment? ☐ Yes ☐ No

Date certification requested _____.
(Date)

4. Applicant entitled to relocation assistance allowances. ☐ Yes ☐ No
Such assistance to be afforded in the form of:

If "No," reason for denial _____

(State Agency Representative)

(Date)

REQUEST FOR PAYMENT OF RELOCATION ASSISTANCE ALLOWANCES**A. Identifying Information**

1. Applicant's name _____ SSA # _____
2. Date on which you applied for relocation assistance allowances _____
3. Address prior to relocation: _____
4. Address after relocation (if known): _____

B. Transportation for You and Your Family

1. Date on which you plan to move _____
 - (a) Date your family expects to move. _____
 - (b) If date your family expects to move is more than 30 days later than date you applied for allowances, give reason. _____

2. Specify type of transportation to be used by you. _____
3. Specify type of transportation each member of your family will use, and date they expect to move.

<u>NAME</u>	<u>DATE OF MOVE</u>	<u>TYPE OF TRANSPORTATION</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

(If additional space is needed, use a supplemental sheet.)

2. Temporary Storage and/or Transportation of Household Goods

1. Are you moving household goods to your new residence? ☐ Yes ☐ No
(If "yes" is checked and no storage of household goods is required, complete items 2, and 7 below. If storage is required, complete the following items.)
2. Type of transportation to be used for transporting household goods _____
3. Will you require temporary storage of your household goods? ☐ Yes ☐ No
4. Specify the point of storage _____
5. Specify the number of days that storage will be required _____
6. Date you expect to move your household goods to the point of storage _____
7. Date you expect to move your household goods to your new residence _____

D. Issuance of Relocation Assistance Allowances

Address to which check(s) should be delivered if not received at local office: _____

E. Applicant's Certification

I certify that the information supplied by me on this form is true to the best of my knowledge and belief. My unemployment status and reemployment status has not changed since the date I requested relocation assistance allowances. I understand that all such allowances are paid from funds provided for by the United States Government, and that penalties of fines and imprisonment are imposed for knowingly giving false information, or withholding information to obtain such allowances.

Applicant's Signature _____ Date _____

State Agency Representative _____ Date _____

Iowa Employment Security Commission
STATEMENT OF ESTIMATED COST OF RELOCATION AND AMOUNT
OF RELOCATION ASSISTANCE ALLOWANCES
TO BE ADVANCED

A. Identifying Information

1. Name _____ SSA No. _____
2. Resident State address _____
3. Relocation State address _____
(City and State if street address not yet known)
4. Date the applicant plans to travel to his new job in the relocation State _____
5. Expected date relocation will be completed _____

B. Estimated Cost of Relocation

<u>Type</u>	<u>Amount</u>
1. Travel allowance	\$ _____
2. Household goods allowance	\$ _____
3. Lump-sum allowance	\$ _____
4. Temporary storage allowance	\$ _____
5. Total estimated cost of relocation	\$ _____

C. Type and Amount of RAA To Be Advanced

1. _____ Amount \$ _____
2. _____ Amount \$ _____
3. _____ Amount \$ _____

D. Applicant Instruction for Submittal of Final Statement of Storage and/or Transportation Costs

Within 10 days from the date your relocation is completed, you are to submit a final statement of transportation costs (as described in the attached instructions) to the State agency, whose address is shown below.

When the State agency receives your final statement, a review will be made of your records to determine whether you have been paid more or less than the full amount of relocation assistance allowances to which you are entitled. You will be notified if any additional amounts are payable to you or if you must refund any amounts.

(State Agency Representative)_____
(Date mailed or delivered)

Mail Final Statement to:

(Address of State Agency)

IOWA EMPLOYMENT SECURITY COMMISSION
LABOR MOBILITY DEMONSTRATION PROJECT

Final Statement of Temporary Storage and/or Transportation Costs
(Attached to ES957)

Within 10 days of the time your relocation has been completed, you are to submit the following final statement of your actual relocation costs to the Iowa Employment Security Commission, Labor Mobility Demonstration Project, P. O. Box 535, Ottumwa, Iowa 52501. A relocation is considered completed when you and your family, if any, and your household goods have actually been moved to your new area and you have established a residence there.

I. Family Moved: (Include yourself)

	<u>NAME</u>	<u>RELATIONSHIP</u>	<u>DATE MOVED</u>	<u>MODE OF TRANSPORTATION</u> (Private auto, bus, etc.)
1.	_____	_____	_____	_____
2.	_____	_____	_____	_____
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____
7.	_____	_____	_____	_____
8.	_____	_____	_____	_____

II. Cost of Transporting Household Goods

1. By whom moved: _____
(Name of Company)
2. Total cost of move \$ _____ (as evidenced by attached Bill of Lading)

III. Cost of Storage of Household Goods, as evidenced by the original or a certified copy of the Warehouse Bill, attached \$_____.

IV. Employment:

Employer _____
(Name of firm)

Date started to work _____
(Month Day Year)

If not working, explain:

NOTE: If you need assistance with this form, please contact:

Address:

Telephone:

IOWA EMPLOYMENT SECURITY COMMISSION
IOWA STATE EMPLOYMENT SERVICE
LABOR MOBILITY DEMONSTRATION PROJECT
116½ SO. MARKET STREET, P. O. BOX 535
OTTUMWA, IOWA 52501
TELEPHONE - 682-8386

Acceptance and Award of Bid for the Movement and/or Storage of
Household Goods

SECTION A

TO: _____ DATE: _____
(Name of Mover) (Month Day Year)

ADDRESS: _____

RELOCATING WORKER: _____
(Name)

CURRENT ADDRESS: _____

SOCIAL SECURITY ACCOUNT NUMBER - -

SECTION B

TO THE ABOVE NAMED MOVER:

This is to certify that your bid to move the household
effects of _____,

(Name of Relocating Worker)

Social Security Account Number - - , from
his current address _____,

(Number & Street)

(Town)

to _____
(Number, Street, Town & State)

has been accepted by the Iowa Employment Security Commission.

Conditions of the award of this bid are as follows:

- (1) Such movement of household goods must be effected
within thirty days of the first date written above.
- (2) The Iowa Employment Security Commission shall be
responsible for the cost of the movement and/or
storage of only those household goods not in excess
of _____ pounds.

- (3) The Iowa Employment Security Commission shall not be responsible for the costs of storing such household goods for a period in excess of thirty (30) calendar days.
- (4) The Iowa Employment Security Commission shall not be responsible for the costs of any insurance placed by the individual being moved on his household effects for the purpose of the move.
- (5) Exception to any of the above conditions must be granted in writing and prior to the movement of any household goods.

SECTION C

Awarded by: IOWA EMPLOYMENT SECURITY COMMISSION

By: _____

Title: _____

Date: _____

Award accepted by: _____

(Name of Company)

Signed: _____

Date: _____

SECTION D

Relocating Worker's Certification:

I hereby certify that my household goods were in fact moved by the above named mover from my former place of residence to my new place of residence, as described above, and that the movement of my household goods was completed in good order on

(Month Day Year)

Signed: _____

Date: _____

SECTION E

Instructions to mover:

One copy of this form, with Section C completed, should be returned to the Iowa Employment Security Commission, P. O. Box 535, Ottumwa, Iowa 52501 at once to indicate acceptance of the award.

When the move is completed, and the Relocating Worker's signature is obtained in Section D,

- (1) The original copy of this form completely filled out and with the original Bill of Lading, Scale Tickets, and/or Warehouse Bill (for storage) attached, should be submitted to the Iowa Employment Security Commission, Box 535, Ottumwa, Iowa 52501 for payment.
- (2) One copy should be left with the relocated worker.
- (3) One copy should be retained for your records.

IOWA EMPLOYMENT SECURITY COMMISSION

Request For Job Interview Travel Expense

Name _____ S.S. No. _____

Address _____

I request travel funds from _____ to _____

_____ where I have prospects of suitable full-time employment with
(name and address of employer) _____

_____. I cannot personally finance this trip
and no other sources of funds are available. I certify that I will use
these funds only for the purpose granted.

Witness-E. S. Representative

Signed: _____
Date

Transportation

Private Auto @ 5¢ mile _____ miles \$ _____

Public Transportation Round Trip \$ _____

Per Diem @ \$5 day _____ days \$ _____

APPROVED FOR PAYMENT:

State Agency Representative

Date

APPENDIX H
CLINTON DEMAND AREA BASIC DATA SHEET

APPENDIX H

CLINTON DEMAND AREA BASIC DATA SHEET

BASIC DATA

CLINTON

Briefs

Transportation: Intra City Bus, Interstate Power Company - operate buses on 5 routes within the city. Taxi service is available on a 24 hour basis, 7 days per week. Inter city train: Chicago & North Western to Chicago - 1 round trip daily; buses - Greyhound - east-west (Chicago to Cedar Rapids). Scenic coaches north-south (Quad Cities to Hanover, Illinois). Air - Ozark - Iowa 136 - 2 bridges to Illinois (toll).

Credit and Financial Institutions: 3 Banks - combined resources of over \$54,612,829.00; 12 small loan companies.

Schools: 16 public and 6 parochial grade schools; 1 public and 1 parochial high school; 1 junior college, 1 parochial college for girls.

Recreation: 255 acres in 14 parks, baseball park with 3,500 seating capacity, swimming pool, tennis courts, 2 golf courses (1 public and 1 private), 2 bowling alleys, 3 theatres, 1 drive-in theatre, boating, fishing, and hunting on Mississippi River, public library with 1 branch, numerous camping facilities within 50-mile radius.

Hospitals - Medical: 2 hospitals providing 220 beds with expansion to open about 7-1-67 to add 140 beds. 34 M.D.'s; 3 osteopathic physicians; 8 chiropractors; 2 podiatrists.

Churches: 45 churches serving most major faiths.

Hotel and Motels: 3 hotels with 346 rooms; 7 motels with 260 units.

Public Utilities: Electric and natural gas served by Interstate Power Company. Deposit for combined service \$25.00 refunded in total at completion of service. Water served by Clinton Water Works Company - no deposit for service. Sewer served by municipal plant but billed by Clinton Water Works - 60% of water service. Telephone - Northwestern Bell System. Fire and Police - city maintained.

News Media: 1 daily newspaper, 2 radio stations, TV - 3 stations in Quad Cities - featuring all major networks.

Industries: 86 industries employ over 6,820. Annual wages approximately \$37,500,000.00. Principal products - cellophane, polyolefin film, corn products, women's garments, internal combustion engines, bridges, structural steel tubing, garden seeds and shrubbery, retread rubber manufacturing, railroad car repairing, Greg Iron casting, packaging materials, folding boxes, fertilizers, chemicals and printing. Detailed information on each to follow.

Social: Y.M.C.A., Y.W.C.A., Newcomer's, Red Cross, Masonic bodies, Knights of Columbus, I.O.O.F., Eagles, Elks, Moose, Kiwanis, Lions, Rotary, Junior Achievement, NEE-HI (All Girl Drum and Bugle Corps.), Green Berets (All Boy Drum and Bugle Corps.)

BASIC COSTS FOR "SETTLING IN"

CLINTON AREA

UTILITIES

Gas & Electric Deposit \$25.00
Water - No Deposit
Telephone - No Deposit

RENTALS

Rooms - \$8.00 to \$15.00 per week. Some furnish bedding and towels.
Most share bath. Hot and cold water.

Apartments - \$75.00 to \$125.00 plus utilities. Some higher if furnished
(furniture & utilities to \$175.00)

Houses - \$125.00 up, most 2-4 bedroom houses - plus utilities - some
yard limited, some with garage, most older homes near down-
town or in Lyons area (north end)

FOR SALE

Many. All price ranges. Basically \$12,000.00 up.

MOBILE HOMES - 3 parks within 8-mile radius of Clinton. Some rental units
available in each park.

10' x 47'	2 bedroom	\$100 plus gas & electric utilities
10' x 52'		\$125 plus gas & electric utilities
12' x 52'		
10' x 60'		
12' x 60'		\$150 plus gas & electric utilities

Laundromats, some children play area, streets, water and sewer facilities
in all parks.

APPENDIX I
CASE HISTORIES

APPENDIX I

CASE HISTORIES

CASE HISTORY NO. 1 - Unsuccessful Due to Criminal Proceedings

A young, aggressive 18-year-old youth recently married to a ready-made family (divorcee with three children) eagerly responded to Jobs-A-Go-Go II, and was hired by a company recruiter. Though the demand area interviewer offered to assist with the housing search several times, the relocatee conducted his housing search on his own. The applicant finally found a suitable mobile home and subleased it. After the contract was completed, the relocatee contacted supply office to arrange relocation allowances.

The demand area interviewer happened to be in the supply area office when the relocatee returned to report that housing had been secured. Trouble was anticipated when the landlord's name was mentioned; the landlord was in financial and legal difficulties.

Soon after the relocatee had moved and started on the job, he started talking of wanting a friend to come to work for the same employer. The relocatee was encouraged to have his friend contact the supply office so that he too could be properly processed. Finally, after about two weeks, the relocatee drove his car to the supply area and returned with the friend--bag and baggage and motorcycle. He planned to let the friend stay in a mobile home with his family. Next the relocatee found out that the same landlord had a double width trailer in another court for a slightly higher fee and subleased this trailer to move to the new court. This court served notice on the relocatee that the trailer had to be removed because the owner was six months in arrears in his space rental payments. The relocatee requested assistance in finding new housing. A unit was finally found in a cement block duplex in a town twenty miles from the work site.

The friend was not hired by the original employer because a freeze on employment was in effect, but work for the friend was secured in another plant.

About four months after relocation, the relocatee was arrested on a bad check charge (the check had been written prior to any contact with the mobility project) and was returned to the supply area for trial. Upon conviction and imprisonment, he lost his job.

CASE HISTORY NO. 2 - Successful

The applicant was older with a long unemployment record, spotted with short term and day hand agricultural jobs. Job development was done with a farm employer. The employer's interest was aroused enough to get the employer to drive to the applicant's home area (about 150 miles) the same day to interview the applicant at home. The employer was sold on the applicant's humbleness and honesty, even though he was quite under experienced. The applicant was encouraged and a date was set for him to see the facilities at the farm. The applicant found a friend to drive him up to the job site. The demand mobility officer followed up with the employer to ascertain if the applicant had been hired and a starting date set. The employer suspected some hesitancy on the part of the applicant. While enroute to the project office, the demand area mobility officer stopped in to visit the applicant and his family. Sensing some hesitancy, the mobility officer got the applicant to ride with him to the supply office to secure needed information and to complete relocation allowance forms. Transportation to the job was required as applicant was without a car. The mobility officer also met the moving van and the family upon arrival at the job site and helped with the settling-in process in the new home and job, by providing transportation to town to get children enrolled in school, to secure initial grocery supplies and to point out the bank, and the dry goods and clothing store. About four days later he returned with the relocation allowances which would have helped far more had these been paid prior to the move.

The demand mobility officer made several follow-up visits for family adjustment, worker work habit development and financial consultations.

This proved to be a successful relocation, but it required extensive contacts and persuasion from the supply area and strong supportive action from the demand area staff to make it successful.

CASE HISTORY NO. 3 — A Different Post-Relocatee Problem

A successful relocatee who was very conscientious about retaining his demand area job contacted the demand area mobility officer with a severe problem concerning his wife's health; it had been determined that she needed immediate hospitalization.

As the relocatee had not been employed the required time for his wife to be covered under the company's health program, they did not have sufficient resources to cope with this unexpected hospitalization. A call was made to the County Welfare Department and arrangements were made for hospitalization at the state hospital, some 92 miles away. As the relocatee was without transportation, the mobility officer was given permission to provide the needed transportation to the hospital.

The total lapsed time between the relocatee's plea for assistance and admission to the hospital was four hours; the full cooperation of all agencies expedited successful resolution of this problem.

CASE HISTORY NO. 4 — Unsuccessful Relocation — Social Adjustment Difficulties

Personal Data:

A single 20-year-old Job Corps graduate whose only work experience had been as an agricultural day hand. He had been reared by his grandparents, and was living with his grandfather when he was screened into the project population.

Action:

Provided with physical transportation to two employer interviews in the Clinton demand area. Hired as a bench hand by a manufacturer of diesel engines.

Problems:

Housing - arrived in the demand area with \$2.00 in his pocket; relocation assistance allowances arrived a week later. Housing and transportation to the job finally arranged through a minister who also happened to be a relative.

Job Problems:

Relocatee proved inattentive on the job. The employer and the demand area staff attempted to work with the relocatee to persuade him to pay more attention to the quantity and quality of his work.

Off-duty Hours:

The relocatee was arrested and charged with being a peeping tom and with molesting a minor. Charges were dropped and the relocatee was released in the custody of his mother, on condition that he leave the area. The relocatee has since been committed to a mental institution.

CASE HISTORY NO. 5 - A Successful Relocation

Applicant was single, 20 years old, and had only very limited use of his right arm. His handicap resulted from a birth defect and the condition was static. The applicant was a high school graduate, having been graduated in June 1966, but he had been unsuccessful in his search for work since that time. At the time he came into contact with the mobility staff he did not have an active application in the local office--he said he had given up. The applicant came in as the result of word of mouth information circulating in the community about available job openings at the Burlington ordnance plant, operated by the Mason-Hanger Company.

It happened that the applicant was initially interviewed by the mobility project director. Because of his severe handicap, the project director was reluctant to refer the applicant to the ordnance plant, but decided to go ahead with the referral in view of the applicant's enthusiasm and obvious need, both financial and psychological, of a job. The applicant was referred to the ordnance plant on April 21 and began work on April 24 at \$2.59 and received a 10¢ per hour raise. This was this applicant's first full time job and the Iowa Mobility Project's second relocation.

The applicant was so enthused about getting a job that he said he just could not take a financial allowance even though he qualified for it. He said that he borrowed \$125.00 from his family to effect the relocation and was very happy to borrow it just to have the job.

Subsequent follow-up established that the relocatee had received two additional promotions and was still with the same employer eighteen months later.

CASE HISTORY NO. 6 A Successful Relocation

Personal Data:

Age 28, married with three children, high school graduate, handicap - a severe skin allergy, veteran-client of the Division of Vocational Rehabilitation.

Work History:

Service station attendant - 6 months at \$1.85 per hour; Chipper grinder - 2 months at \$2.18 per hour; U.S. Air Force - 6 years as a cook.

Job History:

- 5-12-67 - Job development for applicant in demand area at the state prison as a correction officer.
- 5-14-67 - Applicant was interviewed, subsequently hired.
- 5-17-67 - Applicant drove to demand area to look for housing. Was unable to secure housing at that time.
- 5-19-67 - Demand area interviewer secured acceptable housing for applicant.
- 5-20-67 - Applicant's wife drove to demand area to inspect housing - accepted some - then bought used stove and refrigerator.
- 5-27-67 - Applicant moved to demand area.
- 6-1-67 - Applicant started to work.
- 8-1-67 - 60-day follow-up completed; applicant on job - having trouble with creditors. Demand area interviewer helped applicant write letters to creditors - problem solved.
- 9-10-67 - Applicant quit job at the prison - skin allergy acting up.
- 9-12-67 - Applicant sought help in finding other work - was referred to a part-time job at a cemetery - \$2500/yr.
- 9-23-67 - Applicant was referred to a demand area grocery store as stockman again part-time at \$1.65/hr.
- 12-67 - Checked on applicant (visited home); everything seemed to be going well. Applicant's part-time job had lasted one week, then became full-time. Applicant was currently produce manager.
- 11-68 - Final follow-up - visited applicant at his residence, all seemed to be going well. Applicant is currently the third in charge of the grocery store - making \$125/week and he was enthused about the possibility of managing a branch store.

Conclusion:

A successful relocation - although the original job relocated to did not work out, the second employment did. The applicant is happy with his job and is planning on staying in Ft. Madison.

CASE HISTORY NO. 7 -- A Successful Relocation?

Personal Data:

Age 36, married with five (5) children; education - 8th grade; handicap - overweight (385 lbs.).

Work History:

MDTA cook training in supply area - 6 months - completed school; Security guard - 3 months - \$1.85/hr.; Laborer - 3 months - \$2.12/hr.; Laborer - 9 months - \$1.35/hr. (both laborer jobs in shipping and receiving).

Action:

- 6-21-68 - Placed at demand area restaurant as night cook - \$95/wk.
- 6-25-68 - Short term loan of \$125 negotiated by supply area staff for applicant.
- 6-30-68 - Applicant and family moved to demand area.
- 7-1-68 - Applicant fired - was ill - could not work.
- 7-10-68 - Applicant placed in ice cream plant by local E.S.
- 7-14-68 - Applicant terminated - too big to work in space provided.
- 7-18-68 - Job development successful at second restaurant in demand area - applicant started work.
- 7-23-68 - Applicant terminated - too big to work in kitchen - didn't know enough about cooking.
- 7-30-68 - Applicant unemployed.
- 8-10-68 - Job development at a hotel as second cook - contacted applicant - discovered he was employed as a laborer in a small manufacturing plant - \$1.65/hr.
- 8-27-68 - Applicant (non-union member) refused to cross union picket.
- 9-20-68 - Applicant on strike - no successful job development; applicant's weight against him.
- 10-3-68 - Applicant returned to work - strike over.
- 10-10-68 - Applicant terminated - 1-day before his 60-day probationary period was up. Applicant felt employer was trying to spite him.
- 10-23-68 - Successful job development at a local (demand area) bakery - applicant was hired as a pot washer and clean-up man - \$2.03/hr.
- 9-23-68 - Applicant's wife was hired at large manufacturing concern making \$2.65/hr.

Conclusion:

Applicant's weight is excessive - which prohibits him from factory work - (co. physical) and cooking (too big to get around most restaurant kitchens). This coupled with his desire not to work makes his future doubtful.

CASE HISTORY NO. 8—An Unsuccessful Relocation

Personal Data:

Age 32, married, one (1) child; education - high school graduate; handicap - none; non-veteran.

Work History:

Cook in a pizza house - 1 1/2 months at \$85/wk.

Cook in family restaurant - 3 months - \$89/wk.

Convicted on bad check charge - sentenced to 7 years in state prison - served 1 year 7 months - paroled.

Prior to above - cook or chef's work for 15 years.

Action taken and results:

12-12-67 - Job development resulting in two interviews in the demand area.

12-14-67 - Applicant was hired as head cook in a supper club - \$125/wk. to start.

12-20-67 - Secured housing for applicant in demand area.

12-31-67 - Applicant started work at new job.

1-4-68 - Applicant's family joined him in new area. Applicant informed me that his former landlord would not release his furniture until he paid back rent.

1-20-68 - After much effort on the supply area's part the applicant's furniture was released and moved to the demand area.

1-30-68 - As applicant was next door neighbor, I paid him a visit - all seemed to be going well - was given a cup of coffee and a piece of pie.

- 5-68 - Applicant moved to larger apartment - I aided in the move - applicant had borrowed his employer's pickup truck.
- 6-10-68 - Applicant did not report to work for two days - employer was upset - but when applicant returned all seemed to be forgiven.
- 8-68 - Employer called me - stated that the applicant had been gone for three days and he (the employer) wanted to know if I knew where he was. The next day the city police came to see me and informed me that the applicant had taken the employer's truck and was strongly suspected of helping himself to a large quantity of cash before leaving town. A pickup order had been issued.
- 8-17-68 - The applicant and his family returned to town - he was promptly arrested.
- 9-68 - The applicant was returned to the state penitentiary to serve the remainder of his sentence - his wife applied for A.D.C. - there were now two children.
- 12-68 - Applicant in prison - wife collecting A.D.C. - currently has boyfriend.

Conclusion:

Applicant was by all measures a successful relocation. He was well liked by his employer and was in line for the manager's job where he worked (employer was going to retire). I would guess that the applicant's biggest problem was domestic - marital problems. This coupled with the stigma of being an ex-convict were I feel the two biggest adjustment problems that sent the applicant back to prison.

APPENDIX J
SAMPLE ES-264 (IOWA)

MDTA LABOR MOBILITY PROJECT

U. S. Department of Labor
Manpower Administration
Form ES-264 (Revised 12/65)

Budget Bureau No. 44-R-1284.1
Agency IOWA (Cols. 8-11)
Supply Area (Cols. 4-7)

FOLLOWUP QUESTIONNAIRE

(For Relocated Project Workers 2 Months After Entry on New Job)

Interviewer's Introduction: I'm _____ of _____ Agency

We're conducting a study of people who've moved to a new area of employment. We'd like to ask you some questions on how your recent move has worked out.

1. Social Security Number _____	(12-20)	5 a. Job Title (or short description of duties) _____	(31-36) (Six-digit DOT code)
2. Name: _____ (Last First Middle)			
3. Telephone No. _____		b. Usual weekly earnings, before deductions, not including occasional overtime \$ _____	(37-39)
4. Present Address _____ (No. and Street)		c. How many hours do (did) you work?	(40-41)
_____ (City or Town)	(21-23) (Three digit labor area code)	d. Kind of business or industry? _____	(42-45) (SIC Code)
_____ (County)	(24-25) (Two-digit State code)	6 a. Are you still working for this employer? Yes <input type="checkbox"/> 1 No <input type="checkbox"/> 2 (If "yes," skip to 8)	(46)
_____ (State) Zip Code _____		b. If "no," explain why not _____	
5. First, I have a few questions about your employment. That is the name and full address of the employer with whom employment was obtained to entitle you to relocation allowance?		(Check one that is most applicable)	(47)
_____ (Name of employing firm)		(1) Laid off temporarily <input type="checkbox"/> 1	
_____ (Number and Street)		(2) Laid off permanently <input type="checkbox"/> 2	
_____ (City or Town)	(26-28) (Three digit labor area code)	(3) Quit to accept other employment in area of relocation <input type="checkbox"/> 3	
_____ (County)	(29-30) (Two-digit State code)	(4) Quit to accept employment in original home area <input type="checkbox"/> 4	
_____ (State)		(5) Quit to accept employment in area other than two above areas <input type="checkbox"/> 5	
		(6) Quit to return to home area without definite employment prospects <input type="checkbox"/> 6	

* See keypunch instructions

CORRECTED

(7) Quit without other employment but remained in area of relocation	<input type="checkbox"/> 7	j. In what kind of industry or business is this job? _____	(27-30) (4-digit SIC Code)
(8) Quit--job prospects, employment area and/or living area unknown	<input type="checkbox"/> 8	k. Do you consider this a permanent job?	(31)
(9) Other (specify) _____		Yes	<input type="checkbox"/> 1
		No	<input type="checkbox"/> 2
	<input type="checkbox"/> 9	Uncertain	<input type="checkbox"/> 3
c. When did this employment end?	(48-52)	l. When did you begin working for this employer?	(32-36)
Mo. day year		mo. day year	
d. How many other employers have you worked for since the move? (Code 9 for 9 or more)	(53)	m. Give reason(s) why you changed employers	(37-38)
e. Are you currently working for another employer?	(54)	(Check all applicable)	
Yes	<input type="checkbox"/> 1	(1) Laid off by original employer	<input type="checkbox"/> 01
(If "no," go to 7)		(2) Better wages	<input type="checkbox"/> 02
No	<input type="checkbox"/> 2	(3) Better hours	<input type="checkbox"/> 04
f. If "yes," give name and address of present employer		(4) Other improvements related to work (working conditions, type of work, etc.)	<input type="checkbox"/> 08
(Name of employing firm)		(5) Area of residence	<input type="checkbox"/> 16
(Number and Street)		(6) Other, specify _____	<input type="checkbox"/> 32
(City or Town)	(55-57)		
(County)		7 a. If you're not working now, are you looking for work?	(39)
(State)	(58-59)	Yes	<input type="checkbox"/> 1
g. How many hours a week do you work on this job? _____ hrs.	(60-61)	No	<input type="checkbox"/> 2
h. What are the usual weekly earnings, before deductions, not including occasional overtime? \$	(62-64)	b. If "no," which one of the following best describes your current situation?	(40)
i. What are you doing? (job title or short description of duties)	(21-26) (Six-digit DOT code)	(1) Attending school	<input type="checkbox"/> 1
		(2) In training	<input type="checkbox"/> 2
		(3) Keeping house	<input type="checkbox"/> 3
		(4) Ill	<input type="checkbox"/> 4
		(5) Pregnant	<input type="checkbox"/> 5
		(6) Retired	<input type="checkbox"/> 6
		(7) On layoff, awaiting recall	<input type="checkbox"/> 7
		(8) Other, explain _____	<input type="checkbox"/> 9

CORRECTED

c. If you're not working now, when was your last day of work?	(41-45)	10. About the move itself: On your finding a place to live, which one statement best describes your housing now?	(28)
<div style="display: flex; justify-content: space-between;"> mo. day year </div>			
d. If you're not working now, do you have any satisfactory job prospects?	(46)	(1) Renting or leasing home or apartment (temporary--still looking for a place).	<input type="checkbox"/> 1
Yes	<input type="checkbox"/> 1	(2) Renting or leasing home or apartment (expect to live here awhile)	<input type="checkbox"/> 2
No	<input type="checkbox"/> 2	(3) Renting - length not indicated	<input type="checkbox"/> 3
e. If "yes," for whom do you expect to work?		(4) Living in home of friends and relatives (temporary)	<input type="checkbox"/> 4
(Name of employing firm)		(5) Living in home of friends and relatives (expect to live here for a while)	<input type="checkbox"/> 5
(Full address)		(6) Living in home of friends and relatives - length not indicated	<input type="checkbox"/> 6
8. a. Have you been out of a job and looking for work for any period of time since the move?	(21)	(7) Living in home you're buying	<input type="checkbox"/> 7
Yes	<input type="checkbox"/> 1	(8) Living in hotel or rooming house	<input type="checkbox"/> 8
No	<input type="checkbox"/> 2	(9) Other, specify _____	<input type="checkbox"/> 9
b. If "yes," how many weeks (Enter actual number, if less than 10, place 0 in 22).	(22-23)	11. How did you find the place you are living in now?	
9. a. Has there been any period during which you were out of work but not looking for a job since the move?	(24)	a. Arranged for you before you moved	(29)
Yes	<input type="checkbox"/> 1	Yes	<input type="checkbox"/> 1
No	<input type="checkbox"/> 2	No	<input type="checkbox"/> 2
b. If "yes," for how many weeks?	(25-26)	b. Did anyone help arrange for your new home?	(30)
(See 8 above)		Yes	<input type="checkbox"/> 1
c. What was the reason(s) you were not looking for work?	(27)	No	<input type="checkbox"/> 2
(Check one that is most applicable)		If "yes," who helped you? (Check all applicable)	(31-32)
(1) Attending school	<input type="checkbox"/> 1	(1) Real estate agency	<input type="checkbox"/> 01
(2) In training	<input type="checkbox"/> 2	(2) Friends or relatives	<input type="checkbox"/> 02
(3) Keeping house	<input type="checkbox"/> 3	(3) Community agency	<input type="checkbox"/> 04
(4) Ill	<input type="checkbox"/> 4	(4) Mobility project staff	<input type="checkbox"/> 08
(5) Pregnant	<input type="checkbox"/> 5	(5) Other, explain _____	<input type="checkbox"/> 16
(6) Retired	<input type="checkbox"/> 6		
(7) On layoff, awaiting recall	<input type="checkbox"/> 7		
(8) Other, (specify) _____	<input type="checkbox"/> 9		

CORRECTED

12. How does your housing now compare with that before your move?

a. Monthly expense

(1) More

(33)

☐ 1

(2) About same

☐ 2

(3) Less

☐ 3

b. Neighborhood

(1) Like better

(34)

☐ 1

(2) Like about same

☐ 2

(3) Like less

☐ 3

c. Are there other major advantages or disadvantages in your present housing as against where you lived before you moved?

Advantages of new housing
(Check as many boxes as applicable)*

(35-36)

(1) Housing quality better
(construction, facilities)

☐ 01

(2) Community facilities
better (schools, shopping, recreation)

☐ 02

(4) Transportation better

☐ 04

(8) Other, explain _____

☐ 08

Disadvantages
(Check as many boxes as applicable)*

(37-38)

(1) Housing quality worse
(construction, facilities)

☐ 01

(2) Community facilities
worse (schools, shopping, recreation)

☐ 02

(4) Transportation worse

☐ 04

(8) Other, explain _____

☐ 08

13. We wonder if you ran into any special large expenses or financial problems other than transportation and goods - moving costs in making the move.

Specifically:

a. Did you have any of the following in your old area?
(Check which)

(39)

Lease

☐ 1

Mortgage

☐ 2

Home owned free and clear

☐ 3

None of these (Skip to c)

☐ 4

b. Did this present a financial problem when you moved?

(40)

Yes

☐ 1

No

☐ 2

Can you tell me what it was and how you handled it? _____

(Check one that is most applicable)

(41)

Sold home

☐ 1

Rented own home

☐ 2

Own home empty

☐ 3

Subrented home

☐ 4

Paid for part or all of lease

☐ 5

Borrowed money (other than RAA)

☐ 6

Abandoned property or lost mortgage

☐ 7

Other, explain _____

☐ 8

c. Was there any other financial problem because of the move (Specify) _____

(Check as many as applicable)*

(42-43)

Outstanding debt (other than housing)

☐ 01

Expenses incurred during relocation

☐ 02

*See keypunching instructions

Expenses incurred in establishing residence in area of relocation (rental deposit, utility deposit, appliances, etc.) ☐ 04

Expenses incurred related to work (tools, clothing, union dues, etc.) ☐ 08

None ☐ 16

Other, explain _____

_____ ☐ 32

d. How important would you regard the relocation allowances in your moving decision? (Select the answer from the following that best describes your feeling on this). (44)

Would not have moved without it ☐ 1

Made relocation decision earlier, but might have moved without it ☐ 2

Would have moved anyway, but allowance permitted earlier move ☐ 3

Would have moved anyway, no difference in timing of the move ☐ 4

14. Did you have any relatives or old friends in this area whom you have been able to call on to help get settled here? Yes (45) ☐ 1

No ☐ 2

Can you note anything specially useful that they have been helpful on?

_____ (46-47)

(Check as many as applicable)*

Housing ☐ 01

Community Orientation ☐ 02

Referral to facilities, including medical and public agencies ☐ 04

Introduction to friends ☐ 08

Financial assistance ☐ 16

Other, explain _____

_____ ☐ 32

*See keypunching instructions

15. What about agencies or organizations in this area? Have you gotten any advice or assistance from any of them?..... (48-49)

(Check as many as applicable)*

Public Employment Service ☐ 01

Welfare agency ☐ 02

Church organization ☐ 04

Neighborhood organization ☐ 08

None ☐ 16

Other, specify _____

_____ ☐ 32

Can you note anything specially useful with which they have been helpful? _____

(Check as many as applicable)* (50-51)

Housing ☐ 01

Community Orientation ☐ 02

Referral to facilities, including medical and public agencies ☐ 04

Introduction to friends ☐ 08

Financial assistance ☐ 16

Other, explain _____

_____ ☐ 32

16 a. Did you run into significant problems you had not fully expected in making the move?...Yes (52) ☐ 1

No ☐ 2

b. Can you tell me about them, and how you have handled them so far? _____ (Do not code)

See: Interviewer's coding instruction on next page, 16 b. (cont'd)

16 b. (Continued)

Note to Interviewer--classify problem(s) given in 16a. in appropriate classifications listed below.

- Relocation expenses ☐ 01 (53-54)
- Financial problems ☐ 02
- Job adjustment problems ☐ 04
- Housing problems ☐ 08
- Personal and/or family problems ☐ 16
- Other ☐ 32

17. Finally, a couple of general questions: All in all, how satisfied are you with the move?..... (55)

(Check one of the following)

- Very satisfied ☐ 1
- Somewhat satisfied ☐ 2
- Somewhat dissatisfied ☐ 4
- Very dissatisfied ☐ 8

Can you tell me some of the major reasons why you feel this way? _____

Reasons for satisfaction (check as many as applicable)* (56-57)

- Job considerations ☐ 01
- Other economic considerations ☐ 02
- Family considerations ☐ 04
- Community considerations ☐ 08

Other, specify _____ ☐ 16

Reasons for dissatisfaction (check as many as applicable)* (58-59)

- Job considerations ☐ 01
- Other economic considerations ☐ 02
- Family considerations ☐ 04
- Community considerations ☐ 08

Other, specify _____ ☐ 16

18. Do you have any comments or suggestions from your experience with this move on what advice or assistance should be considered for other people who will be relocated to new areas? (Specify) _____
- _____
- _____

(Do not code)

19. Name of interviewer _____

20. Date of interview..... (60-64)

(month) (day) (year)

21. Time interview completed _____

22. Total amount of interview time _____

*See keypunching instructions

16 b. (Continued)

Note to Interviewer--classify problem(s) given in 16a. in appropriate classifications listed below. (53-54)

Relocation expenses ☐ 01

Financial problems ☐ 02

Job adjustment problems ☐ 04

Housing problems ☐ 08

Personal and/or family problems ☐ 16

Other ☐ 32

17. Finally, a couple of general questions: All in all, how satisfied are you with the move?..... (55)

(Check one of the following)

Very satisfied ☐ 1

Somewhat satisfied ☐ 2

Somewhat dissatisfied ☐ 4

Very dissatisfied ☐ 8

Can you tell me some of the major reasons why you feel this way? _____

Reasons for satisfaction (check as many as applicable)* (56-57)

Job considerations ☐ 01

Other economic considerations ☐ 02

Family considerations ☐ 04

Community considerations ☐ 08

Other, specify _____ ☐ 16

Reasons for dissatisfaction (check as many as applicable)* (58-59)

Job considerations ☐ 01

Other economic considerations ☐ 02

Family considerations ☐ 04

Community considerations ☐ 08

Other, specify _____ ☐ 16

18. Do you have any comments or suggestions from your experience with this move on what advice or assistance should be considered for other people who will be relocated to new areas? (Specify) _____

(Do not code)

19. Name of interviewer _____

20. Date of interview..... (60-64)

(month) (day) (year)

21. Time interview completed _____

22. Total amount of interview time _____

*See keypunching instructions

APPENDIX K
MOBILITY FOLLOW-UP QUESTIONNAIRE

MOBILITY FOLLOW-UP QUESTIONNAIRE

Section I (To Be Completed in all Interviews)

A. Identification:

Name: _____

Project Ident. Number: _____

Social Security Number: _____

B. Control: On file in Project Office

ES 511 ☐

ES 263 ☐

ES 260 ☐

ES 264 ☐

ES 261 ☐

ES 955-A ☐

ES 262 ☐

LMP-3 only ☐

C. Learned of South Iowa Manpower Center (Mobility):

☐ Referred by Employment Service Office

☐ T.V.

☐ Referred by other Agency:

☐ Newspaper Article

Specify _____

☐ Newspaper Advertisement

☐ Referred by friend or relative

☐ Other _____

D. Employment Status:

Employed Full-Time

☐

Date Started _____

Unemployed

☐

Date Last Full-Time Job Ended _____

Other (Specify) _____

(working part-time, working on call, retired, in school, etc.)

E. Other Current Sources of Income:

Welfare

☐

Other (Specify) _____

Unemployment Insurance

☐

F. Current Location:

Area to which relocated for Job
(Complete Section II & III)

Other Demand Area
(Complete Section II & III)

Home Area -- Returned
(Complete Section II & IV)

Home Area -- Never Relocated
(Complete Section V)

SECTION II

(Individual Accepted Employment in other than Home Area)

A. Occupational Title & Code of Job to Which Relocated: _____

1. Date Started _____

2. Employer -- Area _____

3. How did applicant travel to this Employment Interview? (Escort Service? Own car? Public Transportation?)

4. Wages Per Hour -- Starting _____
(Current or last) _____

5. If no longer employed, date left and total time on job _____

Reason left _____
(Specify)

B. Occupational Title & Code of Current (last) Job: _____

(If different from job described in A)

1. Date Started _____

2. Employer -- (Town) _____

3. Wages Per Hour -- Starting _____

Current _____

4. How did you obtain this job? _____
(Specify: E.S. Office, newspaper, etc.)

5. If no longer employed, date left and total time on job _____

Reason left _____
(Specify)

C. Number of Jobs Held Since Job Described in "A":

In first relocation area _____

In other demand areas _____

In home area _____

D. Reaction to Mobility Services:

1. Financial Assistance -- Received:

Pre-employment expenses ☐ Household goods allowance ☐

Lump sum allowances ☐

(a) If received, were allowances adequate: YES ☐ NO ☐

Explain: _____

(1) Would relocatee have accepted the job without allowances:

YES ☐ NO ☐ ? ☐

(2) Why or why not? _____

(b) If not received, does relocatee feel -- if still in a new area --
allowances would have made transition easier? YES ☐ NO ☐

Why or why not? _____

-- if returned to home area, would allowances have affected decision to leave? YES ☐ NO ☐ ? ☐

Why or why not? _____

Interviewer's reaction to relocatee's statement _____

2. Supportive Services:

Services received (specify) _____

Were these adequate?: YES ☐ NO ☐ ? ☐

Why or why not? _____

Additional services that would have been helpful _____

(Specify)

Other comments on services _____

E. Reaction to the New Area:

Pleased by: Housing arrangements ☐

Schools ☐

Transportation ☐

Community resources ☐

The job ☐

Shopping facilities ☐

Ease or difficulty of getting acquainted ☐

Relative costs of services (utilities, food, etc.) ☐

Bothered by: Housing arrangements ☐

Schools ☐

Transportation ☐

Shopping facilities ☐

Ease or difficulty of getting acquainted ☐

Community resources ☐

Relative costs of services ☐

The job ☐

Overall reaction:

Liked new area very well ☐

Liked home area better ☐

Pretty much the same ☐

Comments _____

SECTION III

Employed Out of Home Area

A. Have any members of relocatee's immediate family found work in the new area?

YES ☐

NO ☐

If found job, how? _____

If not, are any looking?

YES ☐

NO ☐

B. Have other relatives or friends of relocatee moved to area? YES ☐ NO ☐

If yes, how have they found jobs? (Specify: E.S., newspaper, etc.) _____

SECTION IV (Returnee)

A. Why did relocatee leave the demand area? Be specific (got fired, couldn't find other job, "go back home," wife didn't like, etc.):

B. Would relocatee consider work in another area again? YES ☐ NO ☐

If so -- specify under what conditions _____

If not, why not _____

SECTION V (Never Relocated)

A. Occupational Title & Code of Current (last) Job: _____

Employer -- Address _____

Wages Per Hour -- Starting _____

Current (or last) _____

How did you get this (last) job? (Specify: E.S., Mobility, word of mouth, etc.)

B. Services Received through Mobility:

Referral to local jobs ☐

Local job placement ☐

Referral to jobs in other areas ☐

Referral to special services and/or other agencies ☐ (Specify: Social Welfare, mental health, D.R.E.S., etc.)

None ☐

C. If referred to out-of-town jobs, why no relocation?

Employer didn't hire

☐

Refused job

☐

-- Reason:

Didn't go to interview

☐

-- Why:

Other

☐

-- Specify:

D. Additional services that might have been offered:

APPENDIX L
ADDITIONAL STATISTICAL INFORMATION

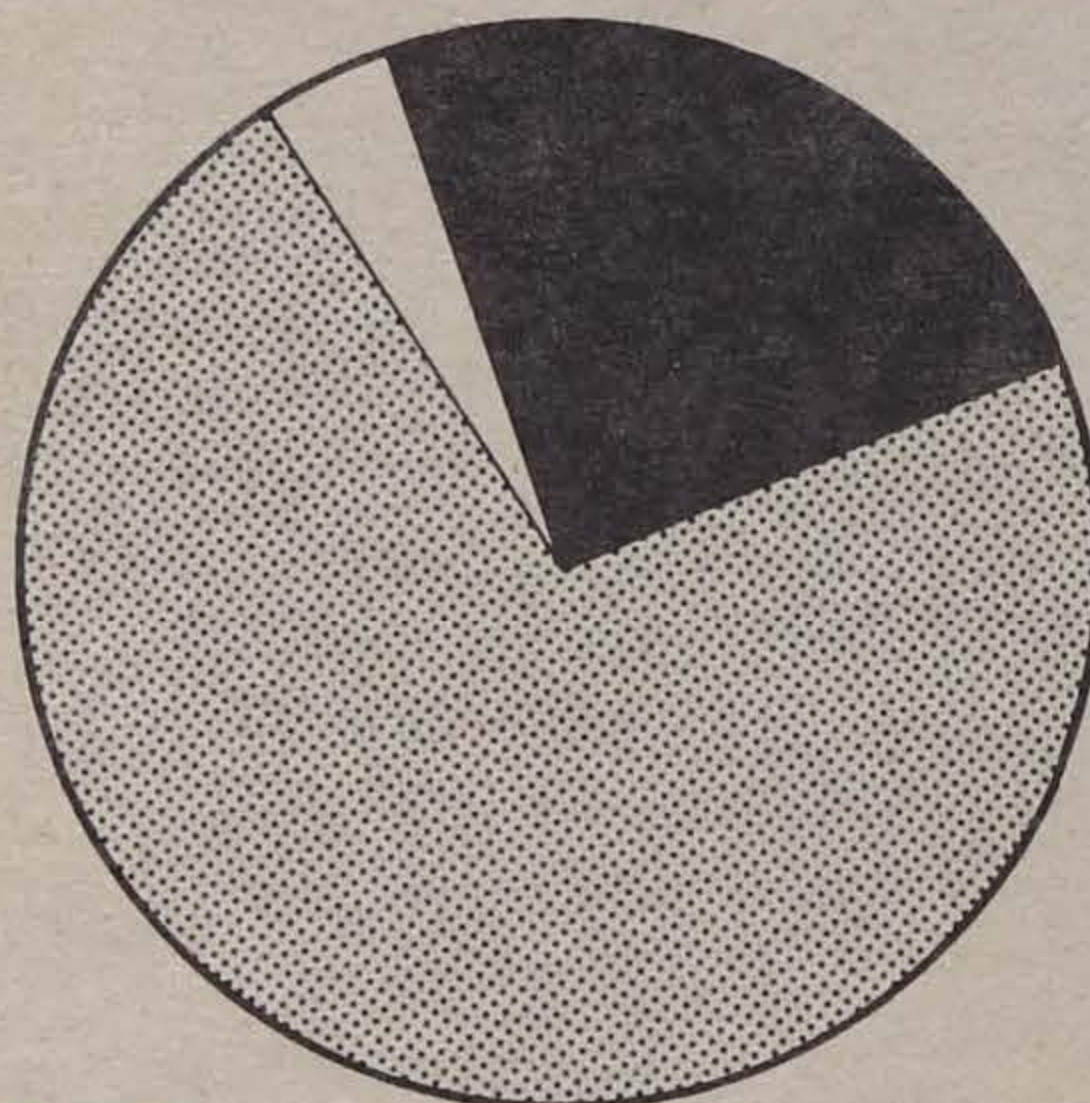
APPENDIX L
ADDITIONAL STATISTICAL INFORMATION



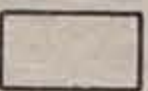
ACTIVITY SUMMARY I

1. Total number of workers screened into the project population	1, 515
2. Total number of workers found eligible for assistance	1, 150
3. Total number of workers referred to specific out-of-the area jobs	1, 144
4. Total number of job referrals	2, 166
5. Total number of applicants relocated	759
(a) Total relocatees receiving pre-employment interview allowances	123
(b) Total relocatees receiving physical transportation to the pre-employment interview	256
(c) Total relocatees receiving relocation assistance allowances	143
6. Total number of relocatees returning to the supply area	159
7. Total number of applicants placed locally	123
8. Total relocation assistance allowance grants	\$38, 422.03
9. Total pre-employment interview allowance grants	\$ 1, 690.19

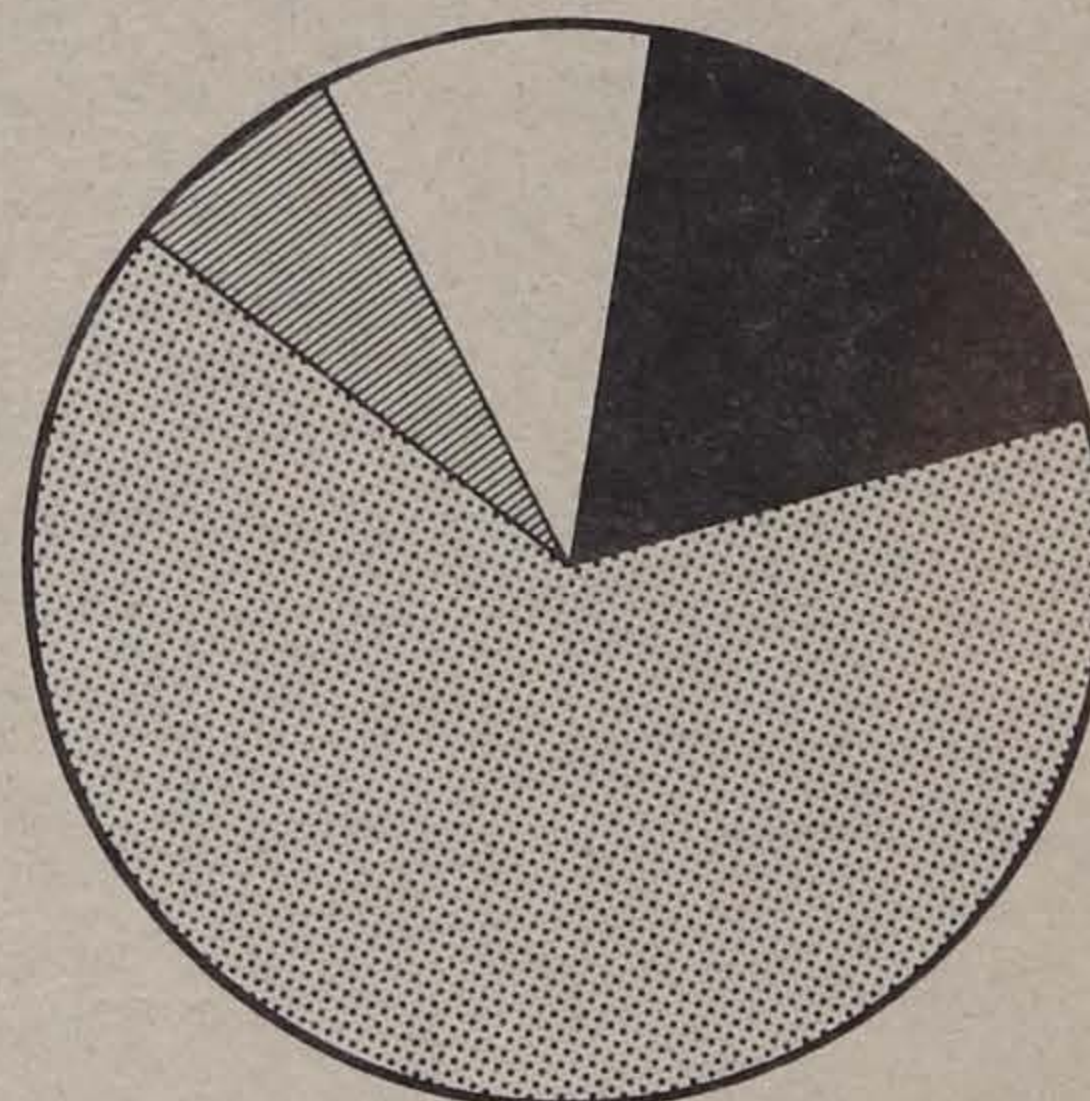
DISTRIBUTION of RELOCATIONS (Nearest Whole Percentage)



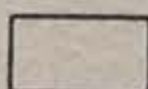
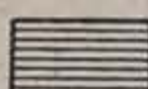
**Among the Major Demand Areas
(499)**



 **72% BURLINGTON**
 **24% CLINTON**
 **4% CEDAR RAPIDS**

**Total Relocatee Population
(759)**



 **65% MAJOR DEMAND AREAS**
 **19% RELOCATIONS WITHIN THE SUPPLY AREA
(NO LOCAL PLACEMENTS)**
 **9% ELSEWHERE IN IOWA**
 **7% OUT OF STATE**

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III

Workforce Acquisitions from Supply Area Counties by a Major
Demand Area Employer, Pre-project Year and Project Year
(Data Supplied by the Employer)^(a)

County	Year Ending 8-31-67	Year Ending 8-31-68
Appanoose	0	3
Davis	6	15
Jefferson	65	169
Keokuk	2	1
Lucas	0	2
Mahaska	3	4
Marion	0	0
Monroe	0	17
Van Buren	33	69
Wapello	38	249
Wayne	0	2
Washington	4	20
Total	147	551

(a) Workforce expanded evenly through both periods.

331.1

1434

Iow

Iowa Employment Security Commission

AUTHOR

The Iowa labor mobility demonstra-
TION project, final report

DATE DUE

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