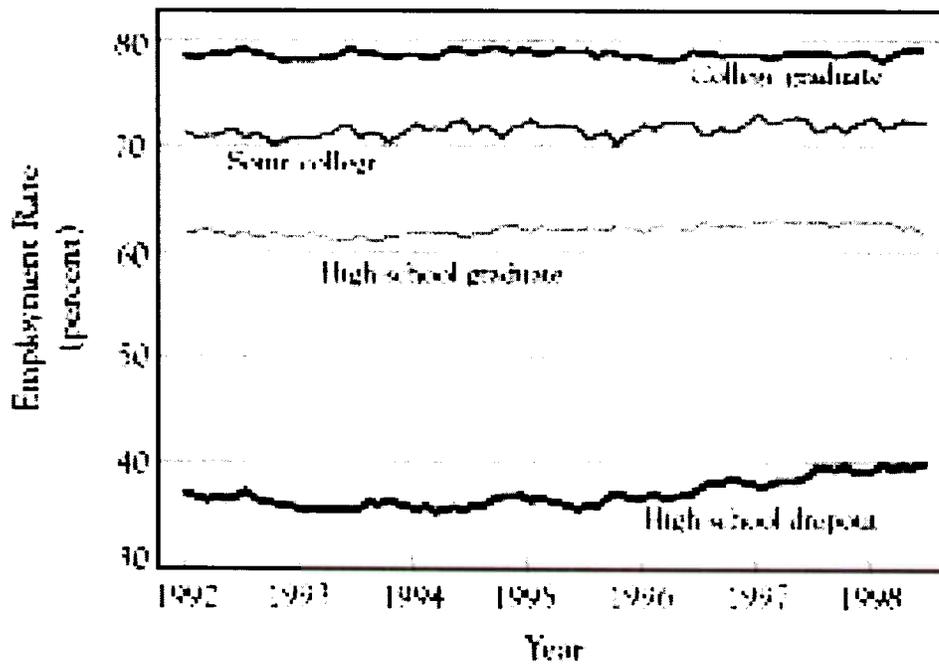
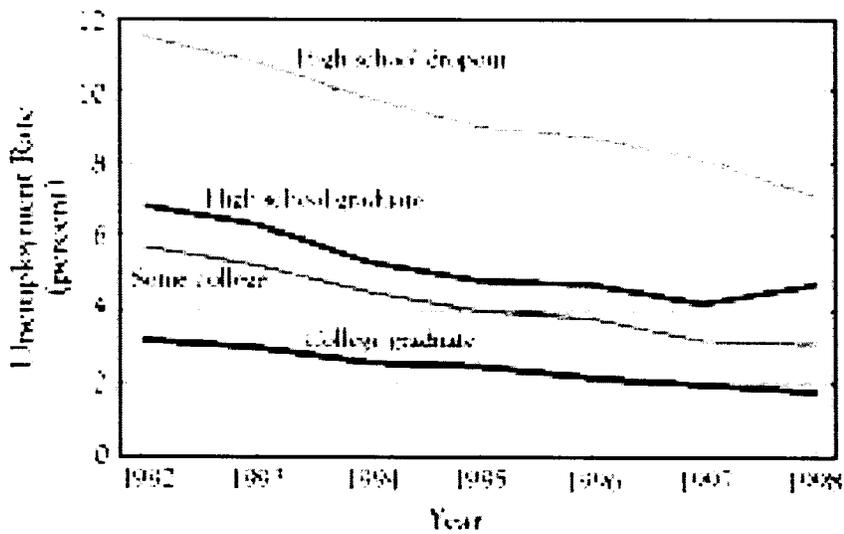


**Figure 1 Employment Rates, Population 25 and Over, by Education, 1992 to 1998**



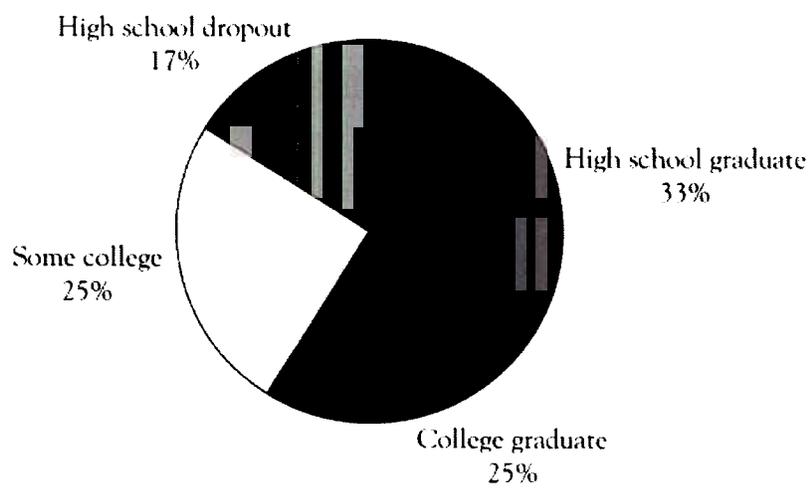
Note: Data for 1998 are for the first six months of the year.  
Source: Bureau of Labor Statistics Internet site: [www.bls.gov](http://www.bls.gov)

**Figure 7 Unemployment Rates, Population 25 and Over, by Education, 1992 to 1998**



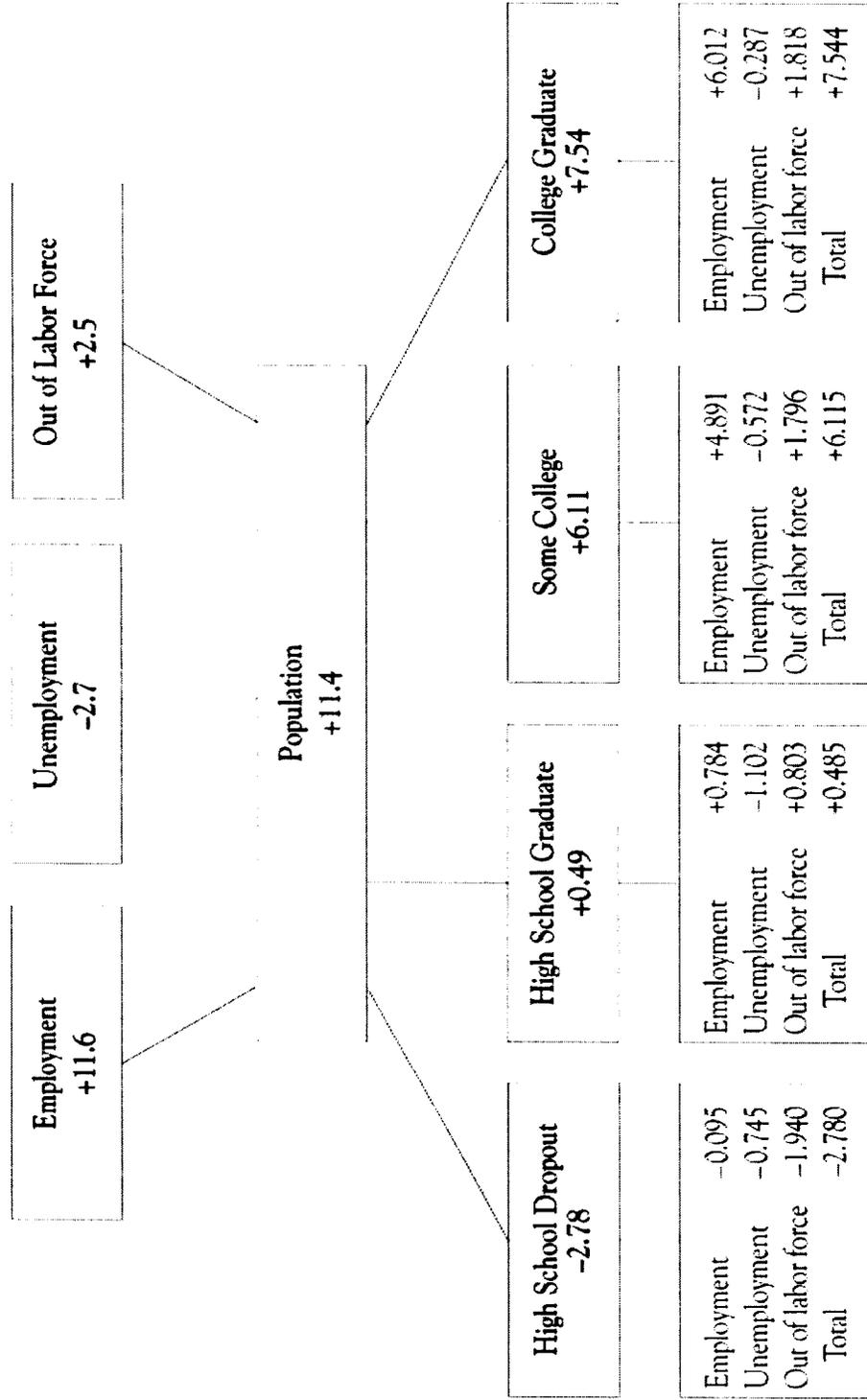
Note: Data for 1998 are for the first six months of the year.  
 Source: Bureau of Labor Statistics Internet site: [www.bls.gov](http://www.bls.gov)

Figure 3 Population, 25 and Over, by Education, 1998



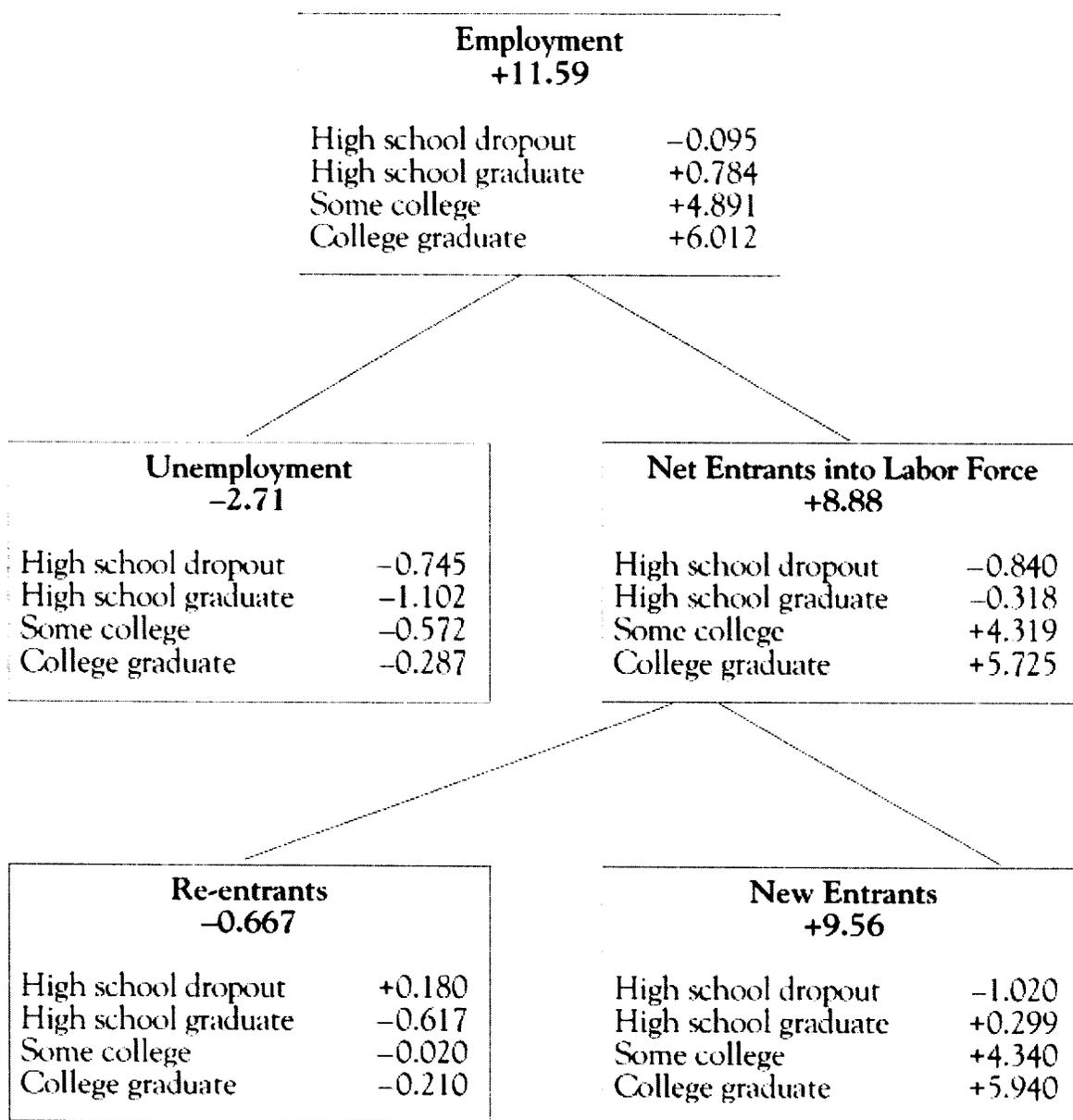
Note: Data for 1998 are for the first six months of the year.  
Source: Bureau of Labor Statistics Internet site: [www.stats.bls.gov](http://www.stats.bls.gov):80.

Figure 4 Changes in Population, 25 and Over, by Employment Status and Education, 1992 to 1998 (in millions)



Note: Data for 1998 are for the first six months of the year.  
 Source: Bureau of Labor Statistics Internet site: [www.stats.bls.gov](http://www.stats.bls.gov):80.

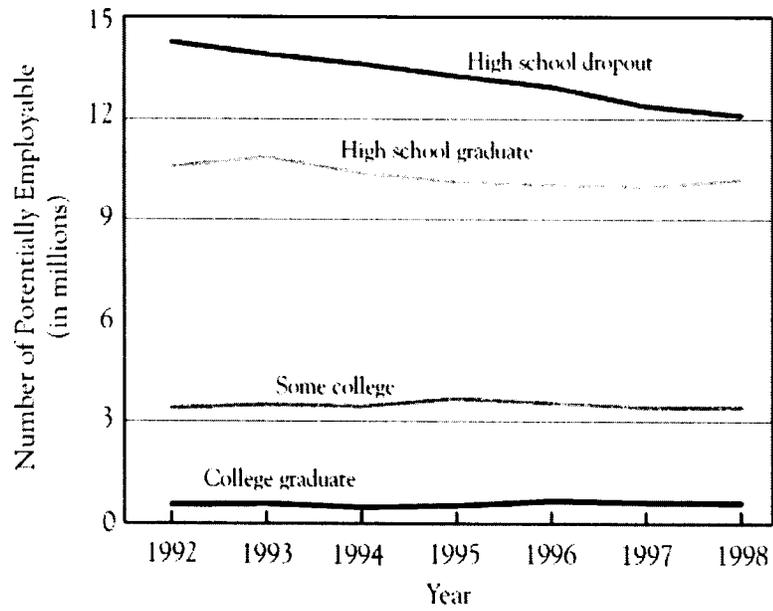
**Figure 5 Changes in Employment, Population 25 and Over, by Education, 1992 to 1998 (in millions)**



*Note:* "New entrants" are calculated by multiplying the change in population (1992 to 1998) by the 1992 employment rate; "re-entrants" are calculated as net entrants less calculated new entrants. Numbers may not add up to the third digit because of rounding. Data for 1998 are for the first six months of the year.

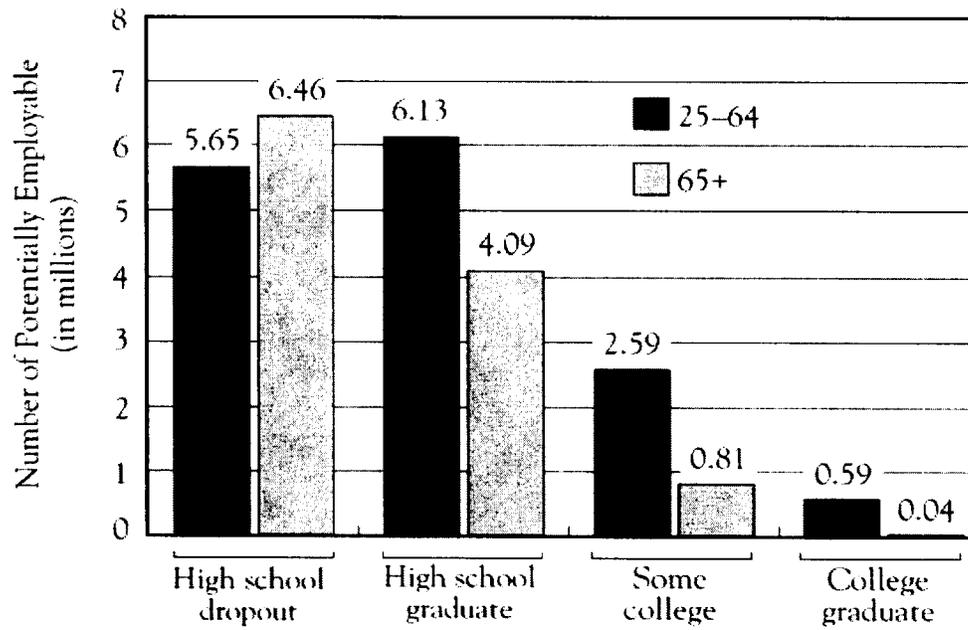
*Source:* Bureau of Labor Statistics Internet site: [www.stats.bls.gov](http://www.stats.bls.gov):80.

Figure 6 Potentially Employable Workers, 25 and Over, by Education, 1992 to 1998



Note: Data for 1998 are for the first six months of the year.  
Source: Bureau of Labor Statistics Internet site: [www.stats.bls.gov](http://www.stats.bls.gov):8C.

**Figure 7 Potentially Employable Workers, by Age and Education, 1998**



Note: Total potentially employable by age group: 14.95 for 25-64; 11.4 for 65+. Data for 1998 are for the first six months of the year.  
 Source: Bureau of Labor Statistics Internet site: [www.stats.bls.gov:80](http://www.stats.bls.gov:80).

**Table 1 Employment and Unemployment Rates (percent), by Age, Sex, and Race**

|                           | 1950  | 1955  | 1960  | 1965  | 1970  | 1975  | 1980  | 1985  | 1990  | 1995  | 1998  |
|---------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| <b>By Age</b>             |       |       |       |       |       |       |       |       |       |       |       |
| Employment rate           |       |       |       |       |       |       |       |       |       |       |       |
| Population 16+ .....      | 56.09 | 56.63 | 56.10 | 56.17 | 57.39 | 56.05 | 59.21 | 60.12 | 62.80 | 62.89 | 64.13 |
| Teens (16-19) .....       | 45.40 | 43.40 | 40.50 | 38.80 | 42.30 | 43.20 | 46.60 | 44.30 | 45.30 | 44.23 | 45.30 |
| Unemployment rate         |       |       |       |       |       |       |       |       |       |       |       |
| Labor force 16+ .....     | 5.21  | 4.37  | 5.54  | 4.51  | 4.98  | 8.48  | 7.18  | 7.19  | 5.62  | 5.60  | 4.52  |
| Teens (16-19) .....       | 12.16 | 11.11 | 14.74 | 14.96 | 15.27 | 19.96 | 17.80 | 18.60 | 15.57 | 17.34 | 14.28 |
| <b>By Sex</b>             |       |       |       |       |       |       |       |       |       |       |       |
| Employment rate           |       |       |       |       |       |       |       |       |       |       |       |
| Males 20+ .....           | 84.20 | 84.30 | 81.90 | 81.20 | 79.70 | 74.80 | 74.70 | 73.30 | 74.30 | 73.00 | 74.00 |
| Females 20+ .....         | 31.57 | 33.78 | 35.68 | 37.65 | 41.21 | 42.33 | 48.08 | 51.03 | 55.15 | 56.52 | 57.97 |
| Unemployment rate         |       |       |       |       |       |       |       |       |       |       |       |
| Males 20+ .....           | 5.32  | 4.00  | 4.38  | 3.43  | 3.02  | 6.78  | 5.57  | 6.23  | 4.67  | 4.78  | 3.68  |
| Females 20+ .....         | 5.11  | 4.38  | 5.11  | 4.45  | 4.78  | 8.04  | 6.36  | 6.62  | 4.89  | 4.93  | 4.18  |
| <b>By Race</b>            |       |       |       |       |       |       |       |       |       |       |       |
| Employment rate           |       |       |       |       |       |       |       |       |       |       |       |
| Whites 16+ .....          | n/a   | 56.44 | 55.89 | 55.98 | 57.46 | 56.68 | 60.03 | 61.00 | 63.68 | 63.81 | 64.75 |
| Black teens (16-19) ..... | n/a   | n/a   | n/a   | n/a   | n/a   | 23.13 | 23.94 | 24.58 | 26.72 | 25.65 | 29.60 |
| Black males 20+ .....     | n/a   | n/a   | n/a   | n/a   | n/a   | 66.53 | 65.83 | 64.56 | 67.13 | 66.13 | 66.60 |
| Unemployment rate         |       |       |       |       |       |       |       |       |       |       |       |
| Whites 16+ .....          | n/a   | 3.85  | 4.98  | 4.06  | 4.58  | 7.77  | 6.32  | 6.20  | 4.83  | 4.88  | 3.88  |
| Hispanic 16+ .....        | n/a   | n/a   | n/a   | n/a   | n/a   | 12.19 | 10.10 | 10.56 | 8.18  | 9.30  | 6.92  |
| Black 16+ .....           | n/a   | n/a   | n/a   | n/a   | n/a   | 14.81 | 14.29 | 15.09 | 12.49 | 10.39 | 9.05  |

Note: Data for 1998 are for the first six months of the year.

Source: Bureau of Labor Statistics Internet site: [www.stats.bls.gov](http://www.stats.bls.gov):80.

**Table 2 Population and Labor Force, 25 and Over, by Education, 1992 to 1998**

|                                   | 1992    | 1993    | 1994    | 1995    | 1996    | 1997    | 1998    | Change |
|-----------------------------------|---------|---------|---------|---------|---------|---------|---------|--------|
| Population (in thousands)         |         |         |         |         |         |         |         |        |
| High school dropout               | 32,457  | 31,216  | 30,676  | 30,092  | 30,166  | 29,757  | 29,677  | -2,780 |
| High school graduate              | 57,106  | 57,562  | 56,643  | 56,147  | 56,417  | 57,424  | 57,591  | 485    |
| Some college                      | 36,013  | 37,776  | 39,948  | 41,463  | 41,688  | 41,946  | 42,128  | 6,115  |
| College graduate                  | 34,631  | 35,707  | 36,999  | 38,507  | 39,976  | 41,200  | 42,175  | 7,544  |
| Total                             | 160,206 | 162,261 | 164,266 | 166,209 | 168,247 | 170,327 | 171,570 | 11,364 |
| Employment (in thousands)         |         |         |         |         |         |         |         |        |
| High school dropout               | 11,847  | 11,203  | 11,056  | 10,944  | 11,321  | 11,549  | 11,752  | -95    |
| High school graduate              | 35,308  | 35,401  | 35,141  | 35,002  | 35,294  | 36,177  | 36,092  | 784    |
| Some college                      | 25,580  | 26,896  | 28,695  | 29,679  | 29,991  | 30,319  | 30,471  | 4,891  |
| College graduate                  | 27,272  | 28,112  | 29,255  | 30,413  | 31,457  | 32,486  | 33,284  | 6,012  |
| Total                             | 100,007 | 101,613 | 104,147 | 106,039 | 108,064 | 110,530 | 111,599 | 11,592 |
| Unemployment (in thousands)       |         |         |         |         |         |         |         |        |
| High school dropout               | 1,636   | 1,359   | 1,197   | 1,079   | 1,077   | 1,015   | 891     | -745   |
| High school graduate              | 2,589   | 2,364   | 2,982   | 1,746   | 1,724   | 1,605   | 1,487   | -1,102 |
| Some college                      | 1,528   | 1,483   | 1,335   | 1,228   | 1,164   | 1,020   | 956     | -572   |
| College graduate                  | 895     | 854     | 773     | 763     | 724     | 666     | 608     | -287   |
| Total                             | 6,648   | 6,060   | 6,287   | 4,816   | 4,689   | 4,306   | 3,942   | -2,706 |
| Out of labor force (in thousands) |         |         |         |         |         |         |         |        |
| High school dropout               | 18,974  | 18,654  | 18,423  | 18,069  | 17,768  | 17,193  | 17,034  | -1,940 |
| High school graduate              | 19,208  | 19,797  | 18,520  | 19,399  | 19,398  | 19,642  | 20,012  | 803    |
| Some college                      | 8,905   | 9,396   | 9,918   | 10,556  | 10,534  | 10,608  | 10,701  | 1,796  |
| College graduate                  | 6,464   | 6,741   | 6,971   | 7,331   | 7,795   | 8,048   | 8,282   | 1,818  |
| Total                             | 53,551  | 54,588  | 53,832  | 55,354  | 55,495  | 55,490  | 56,029  | 2,477  |
| Unemployment rate (percent)       |         |         |         |         |         |         |         |        |
| High school dropout               | 11.50   | 10.80   | 9.80    | 9.00    | 8.70    | 8.10    | 7.10    | -4.40  |
| High school graduate              | 6.80    | 6.30    | 5.30    | 4.80    | 4.70    | 4.20    | 4.70    | -2.10  |
| Some college                      | 5.70    | 5.20    | 4.50    | 4.00    | 3.80    | 3.20    | 3.10    | -2.60  |
| College graduate                  | 3.20    | 3.00    | 2.60    | 2.50    | 2.20    | 2.00    | 1.80    | -1.40  |
| Weighted average                  | 6.20    | 5.60    | 5.70    | 4.30    | 4.20    | 3.80    | 3.40    | -2.80  |
| Employment rate (percent)         |         |         |         |         |         |         |         |        |
| High school dropout               | 36.50   | 35.89   | 36.04   | 36.37   | 37.53   | 38.81   | 39.60   | 3.10   |
| High school graduate              | 61.83   | 61.50   | 62.04   | 62.34   | 62.56   | 63.00   | 62.67   | 0.84   |
| Some college                      | 71.03   | 71.20   | 71.83   | 71.58   | 71.94   | 72.28   | 72.33   | 1.30   |
| College graduate                  | 78.75   | 78.73   | 79.07   | 78.98   | 78.69   | 78.85   | 78.92   | 0.17   |
| Weighted average                  | 62.42   | 62.62   | 63.40   | 63.79   | 64.22   | 64.89   | 65.05   | 2.63   |

*Note:* Change is calculated as the 1998 value minus the 1992 value. Data for 1998 are for the first six months of the year.

*Source:* Bureau of Labor Statistics Internet site: [www.stats.bls.gov:80](http://www.stats.bls.gov:80).

**Table 3 Potentially Employable Workers, 25 and Over, by Education (in thousands)**

|                           | 1992    | 1993    | 1994    | 1995    | 1996    | 1997    | 1998    | Change |
|---------------------------|---------|---------|---------|---------|---------|---------|---------|--------|
| Actual employment         |         |         |         |         |         |         |         |        |
| High school dropout       | 11,847  | 11,203  | 11,056  | 10,944  | 11,321  | 11,549  | 11,752  | -9     |
| High school graduate      | 35,308  | 35,401  | 35,141  | 35,002  | 35,294  | 36,177  | 36,092  | 78     |
| Some college              | 25,580  | 26,896  | 28,695  | 29,679  | 29,991  | 30,319  | 30,471  | 4,891  |
| College graduate          | 27,272  | 28,112  | 29,255  | 30,413  | 31,457  | 32,486  | 33,284  | 6,012  |
| Total                     | 100,007 | 101,613 | 104,147 | 106,039 | 108,064 | 110,530 | 111,599 | 11,592 |
| Target employment (80.4%) |         |         |         |         |         |         |         |        |
| High school dropout       | 26,095  | 25,098  | 24,664  | 24,194  | 24,254  | 23,925  | 23,860  | -2,235 |
| High school graduate      | 45,913  | 46,280  | 45,541  | 45,142  | 45,359  | 46,169  | 46,303  | 390    |
| Some college              | 28,954  | 30,372  | 32,118  | 33,336  | 33,517  | 33,725  | 33,871  | 4,916  |
| College graduate          | 27,843  | 28,708  | 29,747  | 30,960  | 32,141  | 33,124  | 33,908  | 6,065  |
| Total                     | 128,806 | 130,458 | 132,070 | 133,632 | 135,271 | 136,943 | 137,942 | 9,136  |
| Potentially employable    |         |         |         |         |         |         |         |        |
| High school dropout       | 14,248  | 13,894  | 13,608  | 13,250  | 12,932  | 12,376  | 12,108  | -2,140 |
| High school graduate      | 10,605  | 10,879  | 10,400  | 10,140  | 10,065  | 9,992   | 10,211  | -394   |
| Some college              | 3,374   | 3,475   | 3,424   | 3,657   | 3,527   | 3,406   | 3,400   | 25     |
| College graduate          | 571     | 596     | 492     | 547     | 684     | 639     | 624     | 53     |
| Total                     | 28,799  | 28,845  | 27,923  | 27,593  | 27,207  | 26,412  | 26,343  | -2,456 |

*Note:* "Change" is calculated as the 1998 value minus the 1992 value. "Potentially employable" is calculated as the difference between target employment and actual employment. Data for 1998 are for the first six months of the year.

*Source:* Bureau of Labor Statistics Internet site: [www.stats.bls.gov](http://www.stats.bls.gov):80.

## Table 4 Pre-1960 Employment Policies

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|  |  |
|--|--|
| Morill Act, 1862                                   | The act established land grant universities—schools designed to meet “practical needs,” in fields such as agriculture and engineering, that were not met by private universities, which were concerned with classical and theological subjects.  |
| Unrestricted Immigration, pre-1924                 | Immigration was (and to some extent continues to be) a major source of skilled and unskilled workers.  |
| Smiths-Hughes Act, 1917                            | The training programs established under this act were designed to provide workers with vocational education over the course of their lifetime. Federal involvement was limited to matching state funds. The programs failed to adapt to the changing structure of the labor market.  |
| Smith-Fess Act, 1920                               | The act initially intended to provide training programs to help rehabilitate injured World War I soldiers. It was later applied to injured or handicapped World War II and then Korean War soldiers and eventually was extended to handicapped civilians. The federal government matched state funding. Quality varied significantly from state to state. The programs were not effective because of a lack of expertise and shortages of trained personnel. |
| Wagner-Peyser Act, 1933                            | This federally funded and state-run depression-era policy measure was designed to place unemployed workers in jobs.  |
| National Apprenticeship Act (Fitzgerald Act), 1937 | Apprenticeship programs emphasized learning-by-doing with a combination of classroom instruction and on-the-job training. The act set minimal standards in programs overseen by the federal or state government. The apprenticeship program was reworked in the late 1960s and 1970s to reflect the new labor market.  |
| George-Barden Act, 1946                            | As with the Smith-Hughes Act, the training programs set up by this act were designed to provide workers with lifetime vocational education. Federal involvement was limited to matching state funds. The programs did not change with changes in the labor market; by 1965 most of the participants were in agriculture or homemaking classes.   |
| Servicemen’s Readjustment Act (GI Bill), 1944      | The GI bill enabled millions of ex-soldiers to obtain vocational and technical training, on-the-job training, and postgraduate education. Most of these people would never have had such opportunities in the absence of veterans’ benefits.   |

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*Source:* Based on Marshall, Briggs, and King 1984; Mangum 1966; Gottschalk, 1998.

**Table 5 Post-1960 Employment Policies**

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|  |   |
|--|---|
| Manpower Development and Training Act (MDTA), 1962 | The federal government provided funds for a wide range of work-related services, including classroom job training, adult basic education, English as a second language, counseling, career assessment, job development, and job placement. It also provided training stipends and some monies for transportation and tools.   |
| Economic Opportunity Act (EOA), 1964               | The EOA sought to attack the roots of poverty through a variety of programs including help for preschool children with learning problems, work experience for teenagers, job training for welfare recipients, and job creation for older workers in rural areas. It set up community-based agencies to sponsor some programs and to work on issues such as voter registration, day care, health services, and transportation.   |
| Emergency Employment Act (EEA), 1971               | As part of the federal government's response to stubbornly rising unemployment rates, the act provided funds to local governments to hire people in public sector jobs.   |
| Public Service Employment Program (PSE), 1971      | The PSE fell under the EEA, which in turn became part of CETA in 1973 (see Table 6). Following the tradition of government make-work programs in the 1930s, it was designed primarily as a countercyclical stabilization tool to fight unemployment and hence as an alternative to tax cuts. By the mid 1970s, it was also seen as a means of addressing structural unemployment related to sex, race, geography (rural versus urban), and income. It underwent five major changes from 1974 to 1980 that led to considerable administration and planning problems. |

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*Source:* Based on Marshall, Briggs, and King 1984; Mangum 1966; Gottschalk, 1998.

**Table 6**      **Comprehensive Employment and Training Act (CETA)**

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|   |  |
|---|--|
| Phase 1. Enactment                            | CETA was an amalgamation of the MDTA, EOA, and EEA into a single umbrella organization and legal structure. It was viewed as a move toward a more decentralized employment policy. Originally intended to offer transitional employment, it was initially concerned with training and work experience and was geared toward unemployed, underemployed, and low-income workers. By 1977, however, the program was primarily being used to create jobs under the auspices of PSE (see Table 5) and as a countercyclical macroeconomic policy.  |
| Phase 2. Reorientation, 1978                  | CETA funding was extended for four more years. A growing desire for tax cuts coupled with allegations of fraud by certain “prime sponsors” (cities or counties that received federal funds under CETA) pushed legislators to reorient CETA away from broad support for the unemployed toward support for those who were both unemployed and economically disadvantaged. The CETA administration was centralized and procedures were made more complicated, making implementation difficult and confusing. Prime sponsors were required to set up private industry councils to act as advisers. |
| Phase 3. Irrelevance, 1981–1982               | The policy orientation beginning in the late 1970s meant that CETA had little to offer as the economy moved into recession in the early 1980s. Local communities, who had viewed CETA as a revenue-sharing arrangement, lost interest in the program and consequently its political appeal diminished. In 1982 the Reagan administration refused to renew CETA despite conclusive research showing it to have been beneficial to participants.   |
| Post-CETA. Job Training Partnership Act, 1982 | This successor to CETA embodied many CETA features, including a focus on the economically disadvantaged, but differed in several important ways, most notably in its underlying philosophy that public sector training efforts should prepare workers for private sector jobs. Thus, the JTPA gave private councils more power in setting up and running work programs; state governments were also given more power. The act represents the beginning of the end for federal PSE policies.  |

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*Source:* Based on Marshall, Briggs, and King 1984; Mangum 1966; Gottschalk 1998.