

R E P O R T R E S U M E S

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A STUDY -- THOSE NOT WORKING IN A TIGHT LABOR MARKET,  
MILWAUKEE, WISCONSIN.

BY- BAUMHEIER, EDWARD C. AND OTHERS  
GREENLEIGH ASSOCIATES INC., NEW YORK, N.Y.

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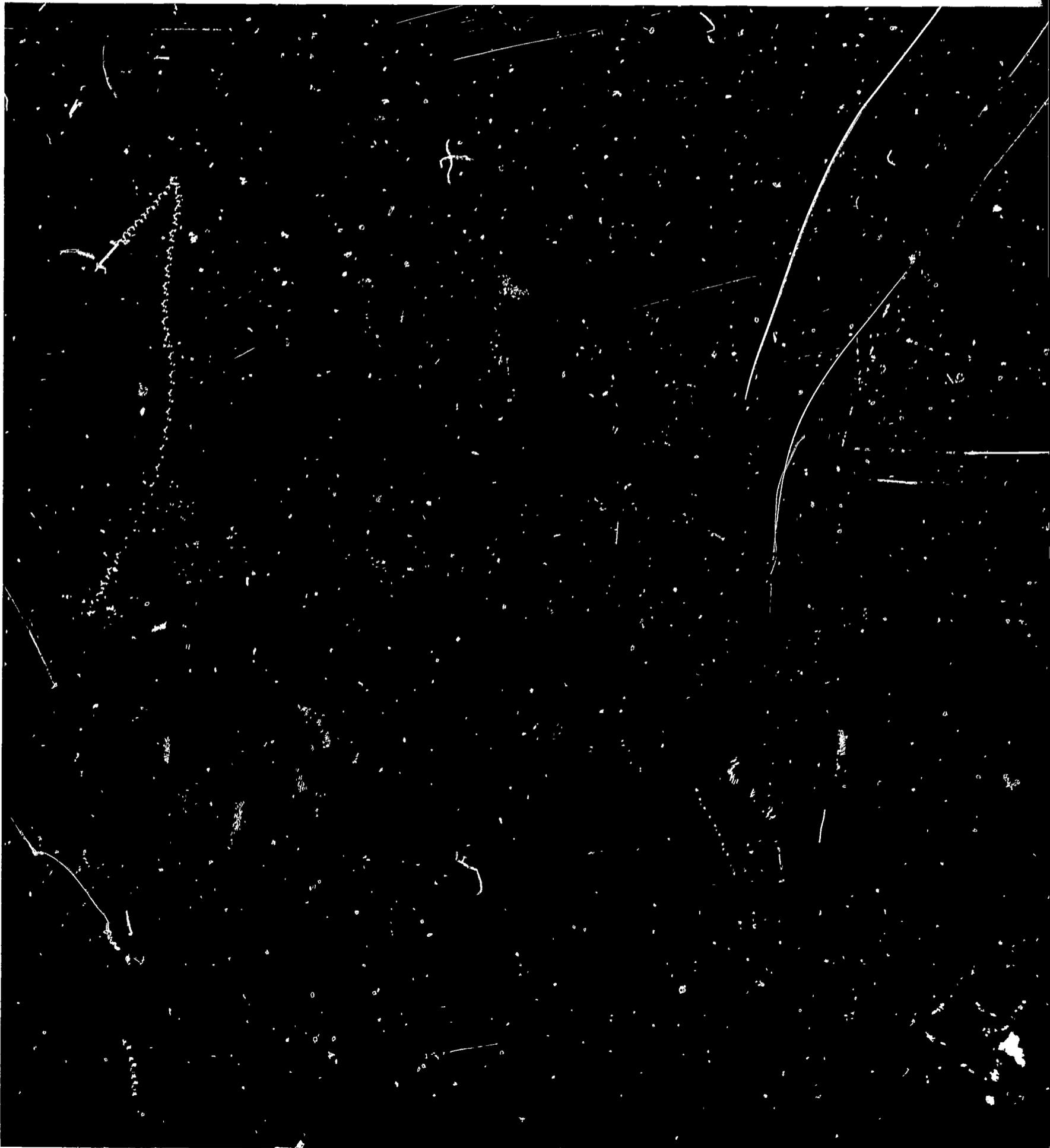
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DESCRIPTORS- \*UNEMPLOYED, \*LABOR FORCE NONPARTICIPANTS, JOB  
SEEKERS, ECONOMICALLY DISADVANTAGED, WELFARE RECIPIENTS,  
\*MANPOWER DEVELOPMENT, SOCIAL SERVICES, EMPLOYMENT SERVICES,  
\*EMPLOYMENT PROBLEMS, WELFARE PROBLEMS, SOCIOECONOMIC STATUS,  
INDIVIDUAL CHARACTERISTICS, EMPLOYMENT POTENTIAL, INDIVIDUAL  
NEEDS, SURVEYS, MILWAUKEE, WISCONSIN,

THE PURPOSE OF THE STUDY WAS TO (1) IDENTIFY THE  
POPULATION PRESUMABLY EMPLOYABLE, UNEMPLOYED ADULTS, AGED 16  
TO 72 IN A TIGHT LABOR MARKET AREA, (2) ASCERTAIN THEIR  
CHARACTERISTICS, (3) ASSESS EMPLOYMENT BARRIERS, NEEDS AND  
POTENTIAL, AND (4) DETERMINE SERVICES AND ACTION PROGRAMS  
NECESSARY TO MAKE THEM EMPLOYABLE. BETWEEN JULY AND OCTOBER  
1966 A SAMPLE OF 1,479 PERSONS IDENTIFIED FROM EMPLOYMENT  
SERVICE FILES, WELFARE DEPARTMENT FILES, SUBSTANDARD HOUSING  
AREAS, AND CASUAL SETTINGS SUCH AS BARS AND POOLROOMS WAS  
INTERVIEWED. WHILE 22 PERCENT WERE ACTIVELY SEEKING WORK,  
MOST WERE NOT. ROUGHLY ONE-QUARTER OF THOSE INTERVIEWED  
CONSTITUTED A GROUP WHO WERE VOLUNTARILY IDLE AND COULD HAVE  
FOUND WORK HAD THEY BEEN SUFFICIENTLY MOTIVATED TO DO SO. THE  
SECOND GROUP OF ONE-QUARTER INCLUDED MANY OLDER LONG-TERM  
UNEMPLOYED FOR WHOM SPECIAL REMEDIAL AND REHABILITATIVE  
PROGRAMS WOULD BE REQUIRED TO MAKE EMPLOYABLE. OF THIS GROUP,  
MANY WERE UNSKILLED, INEXPERIENCED, ALIENATED, DEPENDENT, AND  
ENGAGED IN ILLICIT ACTIVITIES. THE OTHER 50 PERCENT OF THE  
SAMPLE HELD THE MOST PROMISE FOR EMPLOYABILITY IF SPECIAL  
PROGRAMS WERE MADE AVAILABLE TO THEM. THIS GROUP INCLUDED  
YOUNGER AND PRIME WORKING AGE PERSONS WHO LACKED MOTIVATION,  
TRAINING, EXPERIENCE, SKILLS, CONFIDENCE, OR CHILD-CARE  
FACILITIES. IT WAS RECOMMENDED THAT NEW STRATEGIES INCLUDE  
(1) ESTABLISHING PROGRAMS BOTH GEOGRAPHICALLY AND  
PSYCHOLOGICALLY ACCESSIBLE, (2) PROVIDING TRAINING,  
JOB-FINDING INSTRUCTION, ENTRY ARRANGEMENTS, AND FOLLOWUP  
MEASURES USING HIGHLY INDIVIDUALIZED METHODS IN A  
LINKED-SERVICE PLAN, AND (3) DEVELOPING A STRONG AND LOCALLY  
RESPONSIBLE MANPOWER POLICY GROUP. (ET)

ED015305

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IN A TIGHT LABOR MARKET  
MILWAUKEE, WISCONSIN**



VT004081

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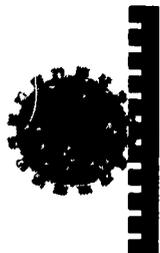
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**January 1967**

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January 13, 1967

Dr. Walter Williams, Project Manager  
Office of Economic Opportunity  
1200 19th Street, N. W.  
Washington, D. C. 20506

Dear Dr. Williams:

We are pleased to submit the report of A Study of Those Not Working in a Tight Labor Market, Milwaukee, Wisconsin which we conducted from July 1966 to January 1967 on behalf of the Office of Economic Opportunity and the Department of Labor.

This is an in-depth study of those who were not working in a labor market area in which the rate of unemployment was very low and in which there was a demand for more manpower. It identifies and analyzes the characteristics of and the impediments to the employment of 1,479 people who were not working. The findings and conclusions with respect to this group of people and their employment potential, include a determination of the programs and services needed to bring them into active participation in the labor market. The factual data about these persons, the diagnosis of their problems, and the evaluation of their service requirements were arrived at after extensive and intensive interviews with each person and an analysis of the data drawn from these interviews.

The findings and conclusions presented in this report are aimed at helping the Federal government in its efforts to increase the nation's manpower supply and to develop its human resources among the poverty population to the fullest possible economic potential. They also have important implications with respect to methods of surveying and enumerating those who are without work.

This study has clearly illustrated the need for new policies, strategies and approaches to locating and bringing those not employed into the work force and increasing their potential as a valuable manpower resource. Even though statistical inferences for other tight labor market areas cannot be drawn, important implications are apparent in the findings concerning limitations on the size and capabilities of this population as a significant manpower resource.

Dr. Walter Williams

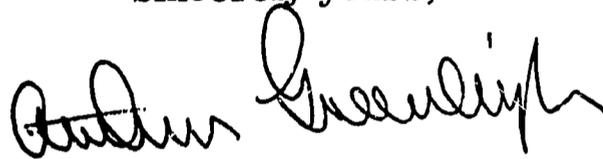
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January 13, 1967

The goal of increasing the number of persons employed through efforts to engage those not working in gainful employment will require a re-orientation of the programs of those agencies charged with responsibility for manpower development.

It was a pleasure to have had this opportunity to work with you and those assigned by the Department of Labor.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "Arthur Greenleigh".

Arthur Greenleigh  
President

AG:mjh

## ACKNOWLEDGEMENTS

The devotion, knowledge, professional competence, and cooperation of many individuals contributed to the successful completion of this study. We wish to express our appreciation to the following in-depth interviewers who conducted the interviews and who worked long and varied hours under sometimes very difficult conditions in order to secure the information needed for this study:

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Irene Goyer  
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Manuel Ordonez  
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Kathleen Turczynski  
Dorothy Wilson

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In addition, we would like to acknowledge the key roles performed by all the professional and clerical members of our study staff including:

Edward C. Baumheier, Senior Consultant, Greenleigh Associates, Project Coordinator who was responsible for the field operations in Milwaukee and had major responsibility for the analysis of data and report writing;

Gerald B. Romeo, Consultant, Greenleigh Associates, who assisted in daily supervision of field operations; Hope Dipko, Field Supervisor and Research Assistant; Avery Goodrich, Field Supervisor; Robert O. Washington who assisted in recruitment of the Milwaukee staff and also was an in-depth interviewer; Marilyn Williams, Project Secretary; Judith Larsen, Office Secretary and Supervisor of Coders; Irma Hopkins, Office Secretary; Helen Hankowitz, Clerk-typist; Robert B. Lefferts, Senior Consultant, Greenleigh Associates; Dr. Clara Friedman, Senior Consultant, Greenleigh Associates; Sybil Buffman Lefferts, Special Assistant, Greenleigh Associates; Paula Resnick, Research Assistant, Greenleigh Associates; Rita Smith, Research Assistant, Greenleigh Associates; Linda Bailey, Research Assistant, Greenleigh Associates.

We would like to express our deep appreciation to the staff of the Community Relations - Social Development Commission in Milwaukee County, who gave of their time and provided our staff with necessary background information on the Milwaukee Community. In addition, we are gratified for the efforts of the staff of the Department of City Development who provided our study staff with information about substandard housing in the city of Milwaukee. The cooperation and interest which was shown by the staffs of the Milwaukee County Department of Public Welfare and the Wisconsin State Employment Service is also gratefully acknowledged.

We are indebted to the 1,479 individuals who voluntarily cooperated in the study by providing our interviewers with the information necessary to the successful completion of this study. In addition to all those who had key roles in the study, we wish to express our appreciation to the numerous agencies and individuals in Milwaukee who participated in the study. Their interest and efforts were extremely helpful during the various stages of the study.

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Hazel S. McCalley, Ph. D.  
Vice President and Study Director

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## I. INTRODUCTION AND SUMMARY

When there is a very tight labor market and workers are in great demand, are there nevertheless employable persons who are not working? Who are the persons who want to work and yet are not working? What are the impediments to their employability? What services could help bring them into the active labor force and into employment? These are the questions this study set out to answer.

This is a report of a study based on interviews with 1,479 adults who were not working in a tight labor market community. It was conducted by Greenleigh Associates, Inc., under contract with the Office of Economic Opportunity in cooperation with the Department of Labor, to provide the Federal government with firsthand information about the employment-related problems and special service requirements of these adults. The 1,479 interviews were conducted in the city of Milwaukee, Wisconsin from July 1966 to October 1966.

The study was not designed to measure the number of "unemployed" in the technical sense--that is, persons ready, willing and able to work. Rather, its aim was to identify those persons not working, including those who want to work and those who though apparently able to work are not working, and to report their characteristics. In this context it was necessary to go beyond the classifications which are used by the Bureau of Labor Statistics and the Bureau of the Census in the Monthly Report on the Labor Force in stating the number of persons "in the labor force" and "not employed." For the most part (and for valid, although debatable reasons) these categories exclude the discouraged who may feel "unemployable," the inactive job seekers, and those who have withdrawn.

Since this study was commissioned to find the jobless in a tight labor market, it had to identify and characterize persons clearly out of work by personal if not statistical cognizance, as well as other more clearly jobless for reasons beyond their control. Especially in a tight labor market these persons might be assumed to constitute a resource and a challenge, as well as a problem not to be overlooked, merely because they might be considered outside the conventional labor force definitions. Milwaukee, Wisconsin was selected for the study because it had a tight labor market and because the rates of unemployment had been consistently low for a long period of time.

"Unemployed" and "labor force" have very precise meanings in standard terminology. This study does not attempt to infuse standard terms with new or different meanings. Instead, it uses other terms which have explicit meanings within the framework of this study. Thus, as used hereafter, "not working" encompasses persons aged 16 to 72 years who said they wanted to work or who had no obvious impediments to work, but who were not working. Whether or not they were outside the labor force as the term is conventionally applied, because of inactivity in job seeking, or other nonlabor force status such as homemaking, was not a determining factor. It includes those who might potentially be available for work, as indicated by their own statement or as evaluated by the trained interviewers.

Within this frame of reference the objectives of the study were to:

1. Identify the population of presumably employable, unemployed adults in a tight labor market area.
2. Ascertain the social, economic, vocational, employment, educational, training and health characteristics of this group of adults.
3. Assess the employment-related problems, impediments, barriers and needs of these adults, and their potential for employment.
4. Determine the services and action programs necessary to increase employability and make this group available to the labor force.

In the design of the study it was assumed that the largest number of persons who were not working but who wanted to work would be found in poverty neighborhoods and in substandard housing. For this reason all substandard housing in Milwaukee was screened, and in high blight areas all households were screened to find jobless persons. In addition, persons were identified in casual settings such as bars, restaurants, poolrooms, and parks; from the employment service roster of those registered (and not placed) six months or more; and in the work-relief program of the public welfare department. The methods used are described in the next chapter.

Since no attempt was made to sample the entire community, it is not possible to determine what proportion of persons were unemployed in Milwaukee from these data. It is possible to determine what kinds of persons are not working, where they are most likely to be found, and what the factors are which stand in the way of their obtaining a job or even looking for a job.

The study has ascertained that while there are persons in a tight labor market who are not working but want to work, most of these individuals are not

actively seeking work. Further, their characteristics are such that for most, major impediments will need to be overcome before they can move into the active labor force and employment.

A large proportion of those interviewed were not looking or had not looked for work for a considerable period of time. Only 22 percent were actively seeking work. A large portion are not free to work; 30 percent were homemakers with family responsibilities which limited their employability. Fifty-three percent lived in households in which there was at least one employed wage earner. About 36 percent were dependent on public assistance. Twenty percent were under 22 and had little work experience. Seventy-five percent had not completed high school, and few had skills. Many had multiple impediments that would need to be overcome if they were to enter the labor market successfully.

The impediments to their employment include both external obstacles and those which are internal--or peculiar to the individuals. Those that spring from the system include race, age, or sex prejudice, and employer-established criteria such as requirements for specific skills or for ability to pass certain employment tests, or exclusion based on criminal records, the lack of adequate educational credentials, and the like.

The internal obstacles were such characteristics as insufficient education or training, poor attitudes or motivation, a variety of individual limitations such as poor health, child-care responsibilities, and family or social relationship problems.

Roughly one-quarter of those interviewed constitute a group who are voluntarily idle and who could get work if they were sufficiently motivated to do so, even though they might not get the jobs they most desired or the salaries that would satisfy them. These people have an apparent lack of skills which limits the kinds of work available to them, and which probably inhibits their incentive to participate actively in the labor force. The group includes many persons of prime working age who had been out of work a relatively short time and who might be expected to return to work. But they will no doubt be replaced by others with similar characteristics.

This group can be expected to re-enter the active labor force on their own, even without sufficient skills. They are the most promising prospects for future employment.

The second group of about a quarter includes many who are older and who had been out of work a substantial period of time. Many lack skills, experience and a good work history--and might be considered too old, or permanently alienated--lost to the labor force as far as permanent or meaningful employment is concerned. Many of them have withdrawn from the labor market and are not actively seeking employment. Many of this group are dependent, and

some are engaged in earning a living in illicit ways. Not much can be expected of this group in the way of increased labor market activity unless very special remedial and rehabilitative programs are designed and implemented for them.

It is the other half of those interviewed for whom there appears to be the most promise. This group includes many younger persons and persons of prime working age who are sufficiently motivated to be actively seeking work, who recognize their inadequacies, and who are optimistic about their future. Most of them, however, have problems which stand in the way of their optimum development as active members of the work force.

The principal problem is their lack of training, experience and skills. A substantial number are relatively new to the ways of work, and many are newcomers to the community.

The men in this group offer a great deal of promise to the labor market if they are provided with skill training to better equip them for work. They also require special programs designed not only to assure that they acquire the training they need, but also to facilitate their entry into the job market and retention in it.

This group also includes a large proportion of women who, although they desire to work, presently have child-care responsibilities. For them, special consideration must be given to the provision of child day care arrangements and the merits of increasing the already sizable body of working mothers. Many of these women are now dependent upon public assistance for their support, and they will continue to be if they do not become gainfully employed.

Looked at cross-sectionally, these four groups show certain common characteristics--the major one, obviously, is their lack of adequate skill and preparation for competition in the job market. Even so, because of the labor shortage most of them presumably could become employed, if they were willing to accept any kind of work and assuming that such personal problems as child care or health impairments were remedied. Most of them are or have been in contact with either the State Employment Service or the County Welfare Department, or both. They also indicated a general awareness of a great many of the community's other training facilities and service agencies, although they had made little use of them. The fact that so many had contact with the two major agencies charged with responsibility for providing employment services and welfare services--but had not benefited thereby--raises important questions about the efficacy of the programs of these agencies in dealing with the employment-related problems of this population.

The findings of this study suggest a serious gap in the linkage between the programs of the primary service agencies and the persons who are jobless in the poverty population.

It is apparent that new policies must be instituted and a variety of different strategies developed if the population surveyed is to be helped to become a contributing force in the economy. Based on the findings of this study, strategies are suggested which will aid in increasing available manpower through the active involvement of the population not now working. These strategies include: the establishment of specialized outreach and satellite programs which are both geographically and psychologically accessible, to engage those not working in training activities; the provision for special job finding and entry arrangements for those who are not well acquainted, who have impediments, or who are not readily adaptable to the world of work; continuing education and training programs for those who become actively employed to enable them to further their development and expand to their fullest potential; and follow-up measures to assure holding them in jobs long enough for job security to become real and meaningful.

There needs to be an identifiable and effective instrumentality in which is lodged the responsibility for the development of local manpower policies and strategies. This in itself constitutes a strategy by which to enhance the effectiveness of the local agency programs and services through coordination of their efforts. But more important, it implies a means to develop overall policies based on the needs of the entire community and its various segments--that is, the employers, the workers, and the unemployed.

The specific programs and services aimed at helping the jobless move into and stay in the active labor force must be designed for delivery in a highly individualized manner. People must be sought out on a one-by-one basis, in their homes or wherever else they can be reached most effectively. Further it is essential that they be reached as early as possible before discouragement becomes a chronic handicap.

In summary, strategies must be varied for the different groups identified, and applied on a priority basis as determined by overall policy considerations. No single strategy can be developed for the total group. Strategy must be developed according to which group is to be reached, whether goals are short- or long-range, and which agency is most likely to be in contact with the persons wanting to work. Moreover, no piecemeal program or single agency can devise or operate the necessary services, but rather they must represent a coordinate effort of several, operating in unison. Neither can programs be on a mass basis. They must provide

for individual attention to individual problems and impediments.

Finally, while this study and its conclusions are specific to Milwaukee, the need for new approaches to the problems of people who are not working is not limited to this community nor to areas which are experiencing a tight labor market.

## II. METHODOLOGY

Sampling, interview content, and staff training were planned before the field work began. These were augmented by innovative procedures as the study progressed, in response to the elusiveness of the target group.

### A. The Sampling Envisioned in the Study Proposal

The hypothesis was that in a tight labor market the persons who were not working but had work potential would be found in substandard housing, on public assistance, or on the long-term rolls of the state employment service. These were the three populations to be screened and sampled, according to the original proposal, which contemplated 1,400 completed interviews.

For the bulk of the interviews, it was planned to screen 5,000 households in substandard housing units, with visits by indigenous persons employed for this purpose. On the basis of previous studies of such households conducted by Greenleigh Associates, it was assumed that this would yield 1,000 persons for interviews, i.e., at least 20 percent of the 5,000 households would have one or more adults who were not working, and were neither in school on a full-time basis nor needed full time at home.

(The Office of Economic Opportunity specified that among the 1,000 persons interviewed in substandard housing not more than 25 percent were to be students in the age group 16-21 years, persons in the 65-72 age bracket, and homemakers. Such persons were to be interviewed if they were not working and wanted to work, but only to the extent of 250 interviews or less for the three groups combined.)

In addition to the household interviews, it was planned to interview 200 jobless persons from among those receiving public assistance and classified as employable by the local welfare department.

Finally, it was planned to interview 200 persons from among jobless who had been registered with the state employment service for six months or longer.

As the study progressed, it became clear that enough eligible persons for 1,400 interviews would not be found in substandard housing, public assistance, and the state employment service. In order to reach the required number, it was necessary to extend the sampling sources to public housing and to casual settings such as bars, where out-of-work persons congregated.

This novel technique was discussed with the Office of Economic Opportunity and the Labor Department before it was undertaken.

B. Selection of a Tight Labor Market Area for Study

The Office of Economic Opportunity, the Labor Department, and Greenleigh Associates agreed the study was to be conducted in an industrially diversified city, under one million in population, where a very low rate of unemployment had been reported over the preceding twelve months.

Four cities met the criteria agreed upon. One of the cities was excluded because it was engaged in another project involving a similar population. In a second city, another study of the unemployed had been started in one area. In a third city, the substandard housing areas were very widely scattered. The fourth city, Milwaukee, appeared to be the best choice.

Milwaukee is widely diversified in terms of industries and skill requirements. Its rate of unemployment has been consistently low, and below the national rate, as shown in Table 1.

The tight labor market in Milwaukee was evidenced in many ways. There were numerous unfilled job openings, and the demand for workers was active in all categories, including unskilled labor. In June 1966, the Wisconsin State Employment Service reported 5,229 job openings in Milwaukee (listed by job classification in Appendix Tables 1 and 2). Throughout 1966 the Employment Service reported labor shortages and job opportunities. (See Appendix A.) Private employers, notably through the Milwaukee Voluntary Equal Employment Opportunity Council, were actively recruiting employees; MVEEOC had been formed on December 16, 1963, "to implement a voluntary plan designed to cope with employment problems of Negroes and other minority groups in the Milwaukee area."<sup>1/</sup> In August 1966, it reported employment experience for 106 employers for the period January 1, 1964-January 1, 1966:

... total employment increased from 122,207 to 125,808 or an increase of 2.9 percent... On January 1, 1966 these same companies reported 8,572 non-white employees, an increase of 2,285 during the two years... The increase in non-white employment over<sup>2/</sup> the 24 months covered by the survey was 36.3 percent.<sup>2/</sup>

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<sup>1/</sup> Milwaukee Employers Voluntary Plan for Equal Employment Opportunity, p. 2 (Adopted December 16, 1963).

<sup>2/</sup> "MVEEOC Employment Survey Completed; Shows High Gain in Minority Group Hiring," MVEEOC Bulletin, August 1966.

Table 1

Unemployment Rates in Milwaukee and the United States,  
By Month: September 1965 - August 1966

Year and Month	Unemployment Rate (Percent)	
	Milwaukee <sup>a/</sup>	United States <sup>b/</sup>
1965: September	2.4	4.4
October	2.1	4.3
November	2.3	4.2
December	2.4	4.1
1966: January	2.6	4.0
February	2.1	3.7
March	2.1	3.8
April	2.2	3.7
May	2.3	4.0
June	2.8	4.0
July	2.8	3.9
August	2.4	3.9

<sup>a/</sup> Rates shown are "seasonally adjusted work force estimates" as published monthly by the Wisconsin State Employment Service in Manpower Report for the Milwaukee Area. The estimates are made by the state employment security agency, in cooperation with the Bureau of Employment Security and the Bureau of Labor Statistics.

<sup>b/</sup> Statistics represent "Unemployed" in "Civilian labor force" as "Percent of labor force," and "Seasonally adjusted." Source: "Household Data" in Employment and Earnings and Monthly Report on the Labor Force, monthly publication of U.S. Department of Labor, Bureau of Labor Statistics.

### C. The Screening and Interview Instruments

Two research instruments were developed by Greenleigh Associates to garner information required for the study: a screening instrument and an in-depth interview guide. Both were submitted for review and approval to the Office of Economic Opportunity and the Department of Labor.

The screening instrument was a simple, two-page form, designed to be used by persons indigenous to the neighborhoods to be screened to identify the persons to be interviewed subsequently by the professional staff. The screeners had to record the names and addresses of persons to whom they spoke in each household, and for each person in the household, their age, sex, race, and the relationship to the head of the household, plus three items of information: if 6 years of age and over, whether they had been in school last year and expected to return; if age 16 or older, whether they were employed full or part time; and if not employed, did they want to work.

Subsequently, the interviewers used the interview guide to record the information they collected during the in-depth interviews. (The interview technique, as described hereafter, was nondirective. Wording and order of questions were not rigidly prescribed, but the information sought was clearly delineated.)

The interview guide was a precoded instrument with two major sections. The first covered information for each person in the household: relationship to head of household, age, sex, race, birthplace, marital status, highest grade completed in school, principal activity, place of last residence, length of residence in Milwaukee, and employment status. The first section also included information on housing, household income and sources, debts and liquid assets, knowledge and utilization of community resources.

The second section of the interview guide was used only for those persons in the household who were not working but wanted to work. Items recorded included work history for the past two years, length of time since last job, reason for separation from last job, absentee record, efforts to find work, employment goals and attitudes, minimum acceptable wage. The interviewee's impediments to employment, and the vocational or social services he needed, were also recorded.

### D. Questionnaires to Employers

Persons who had been employed within the past two years and were not working at the time of the interview but did want work were asked for authorization to contact their last employer. Of those for whom this was appropriate, there were many who could not remember the name or ad-

dress of the last employer; a few were reluctant to have them contacted in this manner.

The questionnaire Greenleigh Associates devised for employers was approved by the Bureau of the Budget, Office of Economic Opportunity, and Department of Labor. It was a brief form, requesting the job title of the former employee, his employment duration and reason for separation, the employer's evaluation of work performance, and willingness to provide re-employment if there were a job vacancy.

Employers returned 246 of the 392 questionnaires mailed to them; the number complete enough for analysis totaled 181. These are discussed in Chapter III.

#### E. Questionnaires to Physicians and Clinics

Persons not working who wanted to work but reported a physical disability were asked for authorization to contact their doctor. Signed releases were granted by 155 persons.

The questionnaire Greenleigh Associates designed for mailing to physicians was approved by the Bureau of the Budget, Office of Economic Opportunity, and Department of Labor. It was a brief form, requesting information on the patient's disabilities, whether any treatment would relieve or remove the disabilities, and whether the patient's physical condition limited his ability to perform various kinds of work (i. e. , work requiring "ordinary manual dexterity," "some physical strength," etc.).

The responses to the medical questionnaires are reported in Chapter III.

#### F. Recruitment and Training of Screeners

Screeners were recruited by a professional vocational counselor and educator who lived in the Inner Core of Milwaukee (the local term for the area north of the central business district). He was instructed to recruit persons indigenous to the two target areas, i. e. , the South Side (the local term for the area south of the business district) and the Inner Core.

Residents in substandard dwellings in the South Side were chiefly Puerto Rican and Mexican and Spanish-speaking. Screeners for this area were required to be bilingual. In the Inner Core the majority of residents were Negroes. Screeners assigned to this area were predominantly Negro. On the periphery of both target areas there was a considerable Polish and other middle-European population. Accordingly, a few white persons indigenous to the area were recruited for the screening staff.

The twenty screeners were predominantly students or young adults who resided in the target areas. Two older screeners served as supervisors, and were themselves subject to professional supervision.

One week of training was provided for the screeners. The purpose of the study was explained and the terms in the screening instrument were defined. Training included role playing, a trial screening in the field, and a final review session.

In addition to recording information on the screening form, screeners made appointments for interviewers to visit persons who were not working but wanted to work. If a person refused to grant an interview, the screeners were instructed not to insist on an interview. Questions on whether persons were eligible for interviews were to be referred by the screeners to the professional staff.

#### G. Recruitment and Training of In-Depth Interviewers

Persons with professional training and experience as caseworkers or guidance counselors were employed as interviewers. Position specifications were a Master's degree plus at least five years of interviewing experience. There were Negro and white interviewers. Most of them lived or worked in the target areas and were familiar with the community and its resources. Bilingual persons were recruited to interview in the Spanish-American area.

The week of training for interviewers covered the purpose of the study, information about the target population (as provided by groups working in the Inner-Core area, i. e. , Community Relations-Social Development Commission in Milwaukee County--the local CAP, Urban League, etc. ), use of the interview guide, nondirective interviewing techniques, definitions of terms. Role playing was employed, followed by a day of field testing and a day devoted to questions arising from the field test.

The interviewers were instructed to guide the interviews but not to follow a precise format. They were to introduce topics listed in the interview guide and allow the interviewee to talk about the topics in his own way. Direct questions, calling for "Yes" or "No" answers, were to be avoided. The interviewer was to make a written report in the interview guide, based on notes taken during the interview, immediately following the interview and before another was undertaken. On such questions as impediments to employment and service needs, the professional judgment of the interviewer was to be exercised.

The nondirective method of interviewing used by the staff established initial rapport and maintained a comfortable relationship throughout the interview.

The flexibility of approach made it possible for the professional interviewers to elicit information not accessible by formal questioning. This was an important aspect of the interviewers' ability to communicate with the poverty population effectively.

Careful day-to-day supervision and review of completed interview guides was provided by two experienced field supervisors and the administrative staff of Greenleigh Associates.

## H. The Areas Surveyed for Interviews

### 1. Substandard Housing and Public Housing

The study design specified that persons interviewed should be drawn from those living in substandard housing, as identified by the local urban renewal agency (i. e., the Milwaukee Department of City Development), or from those living in poverty areas, as defined by the local CAP (i. e., Social Development Commission). Both groups cooperated fully in providing the information required.

The urban renewal agency provided quarter-section maps of substandard housing, derived from a 1962 field survey. About 10,000 units of substandard housing were estimated as of 1962, but they were not listed by street address. Accordingly, the screeners were instructed to contact alternate household units on the maps (e. g., every other single dwelling, first floor of first duplex and second floor of next duplex, etc.). It was anticipated that 5,000 households would be screened, constituting a 50 percent random sample of substandard housing. These units were predominantly in sections designated as poverty areas by the local CAA.

It became apparent during the pretesting that this procedure would not be feasible because massive changes had taken place since 1962. In these areas clearance for expressway construction had been completed, considerable urban renewal had taken place, and many of the 1962 houses no longer existed. Of those remaining, some had been rehabilitated and were no longer substandard; others had deteriorated and were now substandard.

Thus it became necessary to train the screeners to identify substandard housing currently, employing the same criteria used by the Milwaukee Department of City Development. Screeners were instructed to screen each dwelling unit in substandard housing; the number of households screened totaled 3,671.

Additionally, on the advice of community leaders and with the concurrence of the Office of Economic Opportunity and the Department of Labor,

public housing was added to the areas being screened for interviews. The screeners were instructed to contact alternate household units in all public housing buildings, except those specifically designated for elderly tenants. In four public housing projects, 553 households were screened. These, plus the previously mentioned 3,671 units screened in substandard and poverty housing, produced a total of 4,224 units screened in all housing areas germane to this study, i. e., substandard housing, housing in poverty areas, public housing.

The household survey disclosed many women with home and family responsibilities who wanted to enter the labor force. Similarly, many elderly and retired persons expressed a desire and need to resume work. Numerous young men in the 16 to 18-year age bracket, who were in school, wanted work.

In contrast, the household survey turned up few men of prime working age who were not working. This could mean that either there were very few unemployed men in Milwaukee, or they were a "ghost" population who could not be found via conventional household surveys. Additional screening procedures were adopted to try to locate unemployed men at their places of residence.

Substandard rooming houses had been screened earlier. Now a screener was assigned to cover all rooming houses licensed by the city. Hardly any out-of-work males were located in licensed rooming houses, which are very likely beyond the financial means of jobless persons.

Additionally, intensive screening was applied in areas with rooms and small apartments over stores. Male screeners were dispatched early in the morning, at various hours during the day, and late at night. These units were known to be occupied primarily by males or single persons, but the screeners seldom found anyone at home. Perhaps a contributory factor was the fact that the survey was conducted in the summer, but it cannot be assumed that even in winter a jobless person would stay "home" in one room for extended periods. Nor can it be assumed that out-of-work males would be able to maintain such living quarters.

Finally, a spot check was made in dwellings in the Inner Core which were not classified as substandard. Almost all of the men in these households were found to be ineligible for interview.

At this point, screening in households was discontinued. No other substandard housing units could be located. In units already screened, the number of men not working was far less than sought for this study, and the number of homemakers, students and elderly necessarily exceeded

the quota for interviews which the Office of Economic Opportunity had stipulated. Almost 800 out-of-work persons had been identified in household interviews but, in terms of the study's focus, not enough of them were men of prime working age.

Community leaders insisted that the number of men out of work in Milwaukee was greater than the number identified in the household screenings and interviews. Greenleigh Associates was confronted with the problem of materializing men who had vanished from most of the expected dwelling places. Accordingly special techniques for continuation of the search were devised; these are discussed in the following section.

## 2. Bars and Other Casual Settings

On advice of leaders indigenous to the survey areas, and based on the observations of the interviewing staff, it was decided that interviewers should experiment with going where men who were not working allegedly congregated--typically street corners, open areas around public housing, recreation areas, places in which casual laborers were recruited for day jobs, and poolrooms, bars and restaurants. This method was discussed with the Project Manager of the Office of Economic Opportunity and given a two-day trial, during which it became apparent that many idle men could be located in these casual settings. It was then agreed that staff assigned in teams would pursue this.

A screener who was familiar with the bars and pool halls in the area first approached the tavern and pool hall owners and explained the purposes of the study. Permission was requested for interviewing staff to come in and interview men who were out of work. The bartenders and pool hall managers were receptive, often cooperating by making space available for interviews to be conducted in privacy, and identifying men who were not working. Both men and women interviewers worked in this setting, but always as a team with a male member present.

It was expected when this technique was first suggested that the operators of these establishments might decline to have their facilities used or that their customers would resent the intrusion and be reluctant to be interviewed. It was also anticipated that the number to be interviewed would soon be exhausted. These first impressions proved false.

Managers of poolrooms and taverns, as well as bartenders, proved to be not only cooperative, but interested and enthusiastic about the project. They expressed concern and a great deal of insight about employment problems and other problems of their patrons. Men who were not

employed were quite willing to talk about themselves and their situations. They were frequently surprised and pleased that someone should be concerned about them, and were candid about their problems and their attitudes toward employment.

Those who had been interviewed were friendly towards the staff and helped to create an atmosphere of understanding and acceptance. They brought their friends and helped to recruit other nonworking men for interviews. The staff always explained their purpose and emphasized that this was a study, not an employment service. In some of the sites originally visited hostility was displayed and suspicion among the clientele towards the staff observed, but in all cases the teams were able to surmount this initial resistance.

In order to assure that there was adequate coverage of the bars and poolrooms, a list was drawn up of thirty-five taverns and pool halls where nonworking men were likely to be found. This list was made by staff and local agency personnel familiar with the poverty areas. These taverns and pool halls had their own characteristics--some attracted their patrons in the morning, others during mid-afternoon, and others in the evening. The team members soon became attuned to this and planned their visits accordingly.

It became very apparent after one week that the teams were locating and interviewing the men who were not working and could not be found at home. Also, a small number of unattached women, seldom to be found at their residences and therefore missed by the screeners when visiting homes in the residential areas, were found and interviewed.

In addition, the teams attempted to interview nonworking individuals in barber shops, on the streets, in restaurants, and in local parks. The Urban League, the Inner City Development Project (a community action center) and a mission also cooperated by providing a list of the names of the nonworking men registered with them. However, these lists yielded very few individuals who were in fact out of work and met the criteria for interview.

Two controls were set up in order to assure that persons found in the households and in the bars were not being duplicated and to be certain that the addresses given were genuine. First, all names and addresses were checked against the master file of households screened and persons interviewed. There were only five cases out of all those seen in bars, poolrooms and outdoors who had been reported in household interviews; these were eliminated as duplicates. In some instances a person seen in a bar was living in a household screened or interviewed, but had not been

reported by the person seen in the household. These were almost always persons living in a household as a roomer or "other relative." (Some men in the community who have family and child care responsibilities but are not providing support to their dependents are subject to being charged with nonsupport and jailed. Other men are meeting their financial needs by means which are outside the law. Their friends and relatives are reluctant to admit they exist; thus they are most difficult to find and engage in contacts which might reveal their identities.) In addition, an indigenous screener was sent to check out the addresses of a 20 percent sample of all those interviewed in the bars, to verify that these were their actual residences and to learn the type of housing in which they lived. In all instances the correct addresses had been given and the men maintained at least a semblance of a domicile at these places, even though they might spend a major portion of their time elsewhere. For example, some hung their clothes one place and stayed elsewhere most of the time.

The total number of persons interviewed in these casual settings was 340.

### 3. The Public Welfare Sample

A sample of 258 "employable-unemployed" adults was designated by the Milwaukee County Department of Public Welfare from among those receiving public assistance. These were all persons assigned to the County Work and Training Project, in effect a work-relief program. These were presumed to be "employable" by the Department, and thus physically and mentally handicapped persons were to be excluded. Most of those interviewed were on General Assistance, except for a few women who were receiving Aid to Families with Dependent Children. (At that time Wisconsin had no program of Aid to Families with Dependent Children-Unemployed Parent.)

During the time of the survey the total number of persons on General Assistance dropped below 3,500 cases for the first time since 1957; the list of 258 persons provided by the Department of Public Welfare exhausted the list of those they considered to be employable on the entire welfare roster. This proved to be a difficult group to locate and schedule for interview since it was considered desirable to interview them in their homes and outside their work-relief setting. Appointments for interviews could not be made by telephone because most people on public assistance are not permitted to have telephones. Therefore, interviewers went directly to the home addresses on the lists. Interviewers experienced great difficulty finding these people at home; they could not be contacted at night and were on work-relief projects in the day. Some

had moved to unknown addresses.

Of those the interviewers did find at home, some were now retired from the work project to OAA or had otherwise been released, some were ill and not available for interview, others were in jail or out of town, and some refused to be interviewed. Therefore the total number of interviews completed with this segment by using this approach was relatively small.

Because of this it was decided that the Department of Welfare should arrange the interviews by scheduling appointments for interviewing to be done in the homes. Though this procedure proved more successful, there were still many times when scheduled interviews were not completed. The Department did not have up-to-date addresses for all, partly because many of these individuals move relatively often. In an effort to reach the required sample of 200 interviews, six interviewers were specifically assigned to visit these homes in the evening hours. Though this approach was more effective, by the termination of the study only 188 individuals of this population had been interviewed, and the Department of Welfare list was exhausted.

#### 4. Wisconsin State Employment Service Sample

Similarly, a list was obtained of all persons classified as registered with the State Employment Service for six months or longer, who had not been placed, or had held only very short-term or stopgap jobs. As of mid-July this list had 1,307 names. A random sample of 200 was drawn for interviewing. It was soon discovered that the majority in the sample were already employed, no longer actively interested in working, retired, or had moved and couldn't be located. For this reason the screeners were sent to the addresses of all 1,307 persons on the list to determine their current status; 1,101 were located. Only 156 of these were eligible to be interviewed.

### III. GENERAL CHARACTERISTICS: AN OVERVIEW

#### A. Introduction

Of the 1,479 adults interviewed in this study, the majority, 53 percent, were women, and two-thirds were Negro. Over one-half, 55 percent, were in the prime working ages, 25 through 54 years; 15 percent were 55 and over; 30 percent, 24 years and under. Three-fourths had not completed high school. Over one-third were receiving public assistance, and at least half were registered with the employment service.

Their families were large: excluding the 22 percent who lived alone, the average size of household for the remainder was 5.14 persons. In light of this they were in dire economic condition. Median annual income for single individuals living alone was \$1,044; for households of two or more it was \$3,816. This was true even though for 53 percent there was at least one employed person in the household.

Many were chronically jobless persons. A total of 249 or 17 percent had never worked. Of those who had worked (1,230) more than one-half (54 percent) had not worked in the last year; 46 percent had worked in the last year. A significant proportion (19 percent) of those who had ever worked had been out of their last jobs for six years or more.

Although almost all (94 percent) reported they wanted to work, only about two-thirds of these were actually seeking work (one-third were not). Further, only 24 percent of those who wanted to work were actively seeking work.

Those interviewed wanted semiskilled jobs: 40 percent wanted operative jobs, 23 percent, service jobs, and 16 percent, sales or clerical jobs.<sup>1/</sup> Yet over one-half, 56 percent, felt they could not get the job they wanted, usually because of their own lack of education and training, or because

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<sup>1/</sup> See Appendix B for definitions of job classifications.

Note: Numbers and percentages of "No Answers" are excluded from tables and text throughout report. Percentages may not add to 100 percent due to rounding or multiple responses to items which were not mutually exclusive.

their age or health problems were barriers. However, some 44 percent did feel they could get the job they wished, but this group too had many impediments.

**B. Socio-Economic Characteristics of Individuals and Households**

**1. Ethnic Group, Sex and Age**

Of the 1,479 persons interviewed 956 or 65 percent were Negroes, 415 or 28 percent were white,<sup>2/</sup> 91 or 6 percent were Spanish-American, and 17 or 1 percent were of other ethnic backgrounds, i. e., American Indians and Orientals. There were 786 women (53 percent) and 693 men (47 percent), but the distribution of men and women differed for the three major ethnic groups.

- ... 543 or 57 percent of the Negroes were female, and  
413 or 43 percent were male
- ... 193 or 47 percent of the whites were female, and  
222 or 53 percent were male
- ... 39 or 43 percent of the Spanish-Americans were female, and  
52 or 57 percent were male

All were between the ages of 16 and 72 years, and 55 percent were in the prime working years of 24-55. Of the total,

- ... 132 or 8.9 percent were 16-18 years of age
- ... 169 or 11.4 percent were 19-21 years of age
- ... 142 or 9.6 percent were 22-24 years of age
- ... 346 or 23.4 percent were 25-34 years of age
- ... 268 or 18.1 percent were 35-44 years of age
- ... 197 or 13.3 percent were 45-54 years of age
- ... 172 or 11.6 percent were 55-64 years of age
- ... 53 or 3.6 percent were 65-72 years of age

There were also age differences among the ethnic groups. The white group was older than the Negro group. Over one-half, 58 percent, of the white group was 45 years of age or older; only 18 percent of the Negro group was in this age group. Conversely only 15 percent of the white group was 24 years or under, while 35 percent of the Negro group was 24 years or under.

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<sup>2/</sup> White as used in this study refers to Caucasians other than Spanish-American.

Within both the white and Negro groups the men tended to be older than the women. However, within the white population studied this difference was more marked.

## 2. Education

By and large the total population interviewed was poorly educated. (See Appendix Tables 10, 11 and 12.) There were:

- ... 10.4 percent who had not gone beyond the sixth grade
- ... 33.7 percent who had not gone beyond the eighth grade
- ... 74.5 percent who had not finished high school

Only:

- ... 20.7 percent had finished high school and
- ... 4.1 percent had had any education beyond the twelfth grade

There was variation in educational attainment according to age groups; the older age groups had considerably less education. For example, of those 45 and older almost 70 percent had not gone beyond eighth grade; but, of those under 25, over 80 percent had gone beyond the eighth grade. However, of those under 25, less than 30 percent had finished high school, and only a small proportion were still in school.

## 3. Family Status

One-third of the total group interviewed were single and never married. Another one-third were married and living with a spouse, and one-third were either widowed, divorced, separated or deserted. Some 56 percent of those interviewed lived in households where there were children. However, there were large numbers living alone: 20 percent of the total population and almost 33 percent of the men.

Over one-half of the women in households with children were not looking for work. Single males were more likely not to be interested in working than those with family responsibilities. They were no doubt under less pressure to work steadily, and this probably contributed to the fact that some of them did not want to work and were not actively seeking employment.

All met the criteria for interview in that they were "not working" in the sense of being gainfully employed. The "principal activity" of 33 percent was homemaker, 3 percent were in school, 2 percent were retired, and 6 percent were casual or occasional workers. The proportion of persons

with different principal activities varied widely among the various source groups. (See Appendix Table 14.)

Family groups were large. Excluding the single individuals, the average size of the households was 5.1 persons. However, there was considerable variation in this figure for the three major ethnic groups. The Spanish-Americans had the largest households, and the whites had the smallest. For families of two or more individuals, the average number of persons per household was:

- ... 4.0 for white
- ... 5.5 for the Negroes
- ... 6.0 for the Spanish-Americans

Of all the 803 households with children, the average number of children per household was 3.6. Again, the Spanish-American persons had the most children and the whites the least. The average number of children per family was:

- ... 2.7 for whites
- ... 3.7 for Negroes
- ... 4.1 for Spanish-Americans

#### 4. Residence and Mobility

Of the total group interviewed, 31 percent were born in Wisconsin, and an additional 10 percent were born in the North Central states. More significantly, however, 51 percent were born in the South and almost two-fifths of these were born in Mississippi.

It appears that people generally came to Milwaukee directly from the state in which they were born. There was little difference between state of birth and state of last residence. For example, persons who had been born in Mississippi reported that they had lived there immediately prior to moving to Wisconsin. Exceptions to this pattern were the persons who had lived in the North Central states before moving to Wisconsin, particularly Illinois. However, proportionately, this was a small group as can be seen in Table 2. As would be expected, the largest proportion of the white persons were born in Wisconsin, and the largest proportion of Negroes were born in the South.

Table 2

Place of Birth and Place of Last Residence (in percents)

State or Region	Place of Birth	Place of Last Residence
Total	100.0	100.0
Wisconsin	30.8	30.2
North Central states, (excluding Wisconsin and Illinois)	6.6	8.7
Illinois	3.2	7.0
Southern states (excluding Mississippi and Arkansas)	21.9	18.3
Mississippi	18.3	15.1
Arkansas	10.3	10.4
Western states	0.9	1.6
Northeastern states	0.7	1.6
Puerto Rico	4.2	3.5
Mexico	1.2	0.8
Other	1.4	0.9

The majority of those interviewed (58 percent) had last lived in an urban area prior to living in Milwaukee. However, this was less true for Negroes and Spanish-Americans than for white persons:

- ... 80.4 percent of white persons were from urban areas
- ... 50.4 percent of Negroes were from urban areas
- ... 33.0 percent of Spanish-American persons were from urban areas

Despite the fact that less than a third of those interviewed had been born in Milwaukee, almost half had lived there for fifteen years or more. And it is interesting to note that over 60 percent of the members of their households were born in Wisconsin. As can be seen in the following table, the white persons interviewed were most likely to be long-term residents, and the Spanish-Americans least likely.

Three-fourths of all Negroes had lived in Milwaukee for five years or more, and it can be assumed that many migrated during the Second World War and the Korean War to find employment and were followed by their families.

Table 3

Length of Residence in Milwaukee by Ethnic Group (in percents)

<u>Time in Milwaukee</u>	<u>Total</u>	<u>White</u>	<u>Negro</u>	<u>Spanish-American</u>
Total	100.0	100.0	100.0	100.0
Under 6 months	5.9	2.9	6.0	17.6
6 months but less than 1 year	2.8	1.0	3.1	8.8
1 year but less than 3 years	5.5	1.7	6.2	14.3
3 years but less than 5 years	4.5	2.2	5.5	4.4
5 years but less than 15 years	28.1	8.0	36.1	31.9
15 years or more	49.3	80.2	39.3	18.7
No answer	4.1	4.1	3.9	4.4

5. Economic Status

The median annual income for all households of two or more individuals was \$3,816; for single individuals the median annual income was only \$1,044. There were, however, significant numbers with annual household income under \$1,800 (22 percent) and over \$6,000 (14 percent). Income distribution varied widely by source groups; for example, those who were on the rolls of the Department of Welfare as "employable-unemployed" came largely from households with less than \$100 per month income, whereas over half of the persons living in substandard housing were in households with income of \$300 or more per month. (See Appendix Table 18.)

For all households:

- ... 6.1 percent reported no income
- ... 22.4 percent reported annual income under \$1,800
- ... 19.5 percent reported annual income from \$1,800 to \$3,000
- ... 15.1 percent reported annual income from \$3,000 to \$4,200
- ... 18.8 percent reported annual income from \$4,200 to \$6,000
- ... 14.4 percent reported annual income from \$6,000 and over
- ... 3.7 percent did not answer this question

Earned income was reported as a source of annual income in 53 percent of the households. In addition, some households reported other sources of income, the major ones being public assistance and Social Security:

- ... 36.3 percent reported income from public assistance<sup>3/</sup>
- ... 10.5 percent reported income from Social Security
- ... 5.7 percent reported income from gambling
- ... 5.5 percent reported income from pensions
- ... 3.1 percent reported income from unemployment compensation
- ... 2.9 percent reported income from alimony and support payments
- ... 2.2 percent reported income from relatives and friends

Among the 537 households in which public assistance was received this was usually Aid to Families with Dependent Children or General Assistance. A few (25) received Old Age Assistance, Aid to the Blind, or Aid to the Permanently and Total Disabled.

### C. Employment Status

All 1,479 persons in the survey were interviewed intensively regarding their present status with respect to whether they were working and the extent to which they were seeking work. In addition, for those seeking employment, determinations were made regarding whether their attempts to find work were active or passive.

The employment status and interest in working was categorized into three major groupings:

- ... persons who were not working, although presumably employable, and not interested in working--6.2 percent of the total
- ... those who were working insufficiently or unsatisfactorily and desired better employment--4.5 percent of the total<sup>4/</sup>
- ... those who were not working, but interested in becoming employed-- 89 percent of the total

The following sections discuss the employment status and work-seeking efforts of the entire population surveyed. There were significant differences among the five source groups, and these are discussed in subsequent chapters.

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<sup>3/</sup> Includes those who were defined as "employable-unemployed" persons by the Milwaukee County Department of Public Welfare, and persons in other source groups receiving public assistance.

<sup>4/</sup> This group did not include the underemployed, i.e., those who were working full time but not at their highest skill, but only those persons who did not have the amount and/or type of work they wanted. These persons were primarily casual or day workers.

1. Not Working and Not Interested in Working

Ninety-two persons (6.2 percent) interviewed reported they were not interested in working and were not making efforts to find employment. Within each of the three major ethnic groupings, the proportion of those not interested in working was an identical 6 percent. Nor was there any difference between the proportion of men and women who fell into this category. Almost a quarter of these persons reported that they have never worked.

2. Insufficiently or Unsatisfactorily Employed

Sixty-seven persons or slightly less than 5 percent of the individuals interviewed reported that they were working insufficiently or unsatisfactorily but that they wanted other employment. This group represented 10 percent of both the white and Negro males. The work which they had included a variety of odd jobs requiring little skill--heavy labor, working on pick-up work crews, and general service work. They were often part of a manpower pool recruited by employers only as the need arose. Some were problem drinkers or had mental health problems which interfered with any attempt at regular employment. Their efforts to find other work were generally slight even though they expressed a desire to be more fully employed.

Only 10 percent were actively looking for more or different employment. The remainder were not looking for other work or were making only sporadic efforts to find different work.

3. Not Working and Interested in Working

The overwhelming majority of people interviewed, 1,320 or almost 90 percent of the 1,479 individuals, fell into this category. Many of them had not worked recently, and some had no employment history. Only 47 percent of them reported working during the two years prior to being interviewed; 17 percent indicated they had never worked.

Within this group there were wide differences in terms of their prior work experience. There were also great differences in the extent to which they were actively seeking work. There were 796, or about 60 percent, who had looked for work at some time, but only 319 or 24.1 percent were actively seeking work at the time they were interviewed.

In looking for work, 85 percent were either currently registered with the WSES or had been registered in the past. Very few had used private employment agencies, but a number of different methods had been used in addition to WSES.

- ... 62.4 percent had used newspaper advertisements
- ... 55.8 percent had gone directly to the employer
- ... 43.0 percent also relied on friends, relatives and word of mouth

Of these 1,320 people only 319, or 24.2 percent, were actively looking; 434 were sporadic or passive in their efforts, and 536 were not looking.

Of the 319 persons actively seeking work, 213 were Negroes. The percentage of each ethnic group actively seeking work follows:

- ... 16.7 percent of the whites were actively seeking work
- ... 22.4 percent of the Negroes were actively seeking work
- ... 36.3 percent of the Spanish-Americans were actively seeking work

There were 190 men in this category and 129 women. Among the white individuals, an equal proportion of the men and women (16.3 and 17.1 percent) were represented in this category. However, among the Negro and Spanish-American people, the proportion of men actively seeking work was approximately twice that of the females. For example:

- ... 31.7 percent of the Negro men were actively seeking work compared to 15.4 percent of the Negro women, and
- ... 44.2 percent of the Spanish-American men were actively seeking work contrasted with 25.6 percent of the Spanish-American women.

This is understandable since a large proportion of Negro and Spanish-American women were homemakers with family and child-care responsibilities.

Most of those actively seeking work, 74.0 percent, had been employed during the two years prior to being interviewed (and 12.5 percent of the people in this category had never held a job). This is in distinct contrast to those who were not looking or were only passively looking.

Nearly 29 percent or 434 of all persons who were interested in working were only passively seeking work. Approximately 30 percent of both the white and Negro groups fell into this category, while only 20.9 percent of the Spanish-Americans did. Overall, the proportion of males and females was about the same, 28 percent of the males and 30 percent of the females. However, there was a slightly higher percentage of the Negro and Spanish-American women than men in this group. Of the 434 persons passively seeking work, 53.2 percent had been employed sometime during the two years prior to the interview. Almost 60 percent had not worked

in a year or more, including 13 percent who had never worked.

More than one-third of the persons (536) were interested in working but were not currently looking for work. It must be noted two-thirds of the individuals in this category were women and many could not look because of home responsibilities and other reasons including health. In fact, almost half, 46 percent, of all the women in the study fell into this group (not looking) as compared to 25 percent of the men. Among these women, three-fifths reported that the reason they were not looking was that they were needed at home to care for dependents. Presumably if adequate arrangements could be made to care for the dependents, they might be seeking work actively. About 14 percent of the women who had not looked for work reported illness as the major impediment to their employment.

The most frequent reasons given by men who wanted to work but were not looking were illness for the older group, in school for the youngest, and a wide variety of problems for the remainder.

#### 4. Factors Affecting Efforts to Find Work

The longer a person had been out of work, the less active they were in their efforts to find work. For example, of those looking actively, 40 percent had been out of work ten weeks or less. On the other hand, of those looking only sporadically or indifferently, less than 16 percent were out of work ten weeks or less, but 62 percent had been out of work a year or more, or had never worked.

Another factor affecting activity in seeking a job was age. Of those over age 45, only 43 percent were active in their efforts, while for those under age 45 there were 73 percent actively seeking work; for the age group 16-25, 58 percent were active.

In addition, those persons who had been in Milwaukee for the shortest period of time were more likely to be actively seeking employment than those who had been there for some time. This was more true for men than for women. And it is undoubtedly related to the fact that men are more likely to come to the city to find employment. Women, on the other hand, often follow husbands or other family members who have moved to a new city to find work, rather than moving there to find work for themselves. This pattern has been substantiated in other studies which have included reasons for urban in-migration.<sup>5/</sup>

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<sup>5/</sup> Greenleigh Associates, Inc. Study of Services to Deal with Poverty in Detroit, Michigan (New York: 1965).

Table 4

Length of Time in Milwaukee and Job Seeking Activity for Males  
Interested in Work

	Total	Length of Time in Milwaukee						
		6 Mos. Under 6 Mos.	1 Yr. Less Than 1 Yr.	3 Yrs. Less Than 3 Yrs.	5 Yrs. Less Than 5 Yrs.	10 Yrs. Less Than 10 Yrs.	15 Yrs. or More <sup>b/</sup>	
Number of males interested in work	(573) <sup>a/</sup>	(49)	(17)	(28)	(21)	(53)	(65)	(311)
Percentage actively looking for work	34.4	57.1	64.7	39.3	33.3	35.8	21.5	31.2

<sup>a/</sup> Includes 29 individuals who did not state length of residence.

<sup>b/</sup> Includes people born in Milwaukee and includes people who had registered with the State Employment Service recently, including the DPW group for whom registration was mandatory.

Within the first year after migration about 60 percent of the males were actively looking for work. Ten years after migration into Milwaukee only 22 percent of the males were looking.

**D. Positions Desired**

In general people wanted jobs that required a minimum of skill and education. Most of the persons interviewed (79 percent) were desirous of positions in one of three major categories: 1) 40 percent as operatives or similar work, 2) 23 percent as workers in the service areas other than private household service, and 3) 16 percent as clerical or sales workers, the remaining 21 percent indicated a desire for work in other areas including: 9 percent in fields of skilled crafts such as carpentry, plumbing, etc.; 4 percent in private household service, and a few in professional or technical jobs. Although not comparable, there were 820 who had worked in the last two years, 14 percent of whom had been laborers. But as shown on Table 5, only 3 percent wanted to be laborers.

However, within the classifications, the aspirational level was low. For example, a person desiring a job classified within the clerical and sales category may really want a job as a check-out clerk in the supermarket or routine filing and general office work requiring little knowledge of office procedures. The operative classification is extremely wide-range, and

when individuals were classified within this category it was generally at the lower end of the scale in terms of skill required, usually meaning light assembly work in a local factory.

Table 5

Jobs Desired by Those Interviewed

Type of Job	Jobs Wanted	
	Number	Percent
Total	1479	100.0
Professional, technical	42	2.8
Farmers, farm managers	-	-
Managers, proprietors	8	0.5
Clerical, sales	229	15.5
Craftsmen, foremen	128	8.6
Operatives	594	40.2
Domestic service	63	4.3
Service, not private household	343	23.2
Farm labor	1	0.1
Labor, except farm and mine	46	3.1
No preference	25	1.7

E. Employment Status and Labor Market Activity: Men and Women

1. Men

Among males, one of the most important factors in terms of the extent to which they were actively seeking work was the length of time they had been looking for a job. The longer they looked the less persistent or active they were in their efforts, as can be seen in Table 6.

Table 6

Length of Time Looking for Work,  
and Job Seeking Activity, for Males

Extent of Activity	Total	Length of Time Looking						
		Under 1 Week	1-4 Weeks	5-9 Weeks	10-14 Weeks	15-26 Weeks	27-52 Weeks	53 and Over
Total number of males looking	(474) <sup>a/</sup>	(13)	(119)	(89)	(37)	(37)	(33)	(119)
Percentage looking actively	38.0	38.5	62.2	49.4	37.8	40.5	30.3	15.1
Percentage looking passively	46.4	23.1	31.9	40.4	48.6	51.4	57.6	73.1

<sup>a/</sup> Includes 27 individuals who did not answer questions.

As efforts to find work prove futile, the efforts themselves become less concentrated. This has considerable meaning in terms of the strategy for helping people in the labor market. If efforts to find a person a job immediately after loss of a job are successful, there is less chance the person will become discouraged and withdraw.

Some 62 percent of all males interviewed were currently registered with the Wisconsin State Employment Service, and 25 percent had been registered in the past. Men who were currently registered with the WSES, as would be expected, were more active in seeking work than those who had been registered in the past or those never registered. Almost all the men currently registered were actively seeking work. Of those males in the study who had looked for work in the past two years, only 13 percent said they had never had any contact with the WSES. Of the 411 who had been registered with the WSES, 43 percent felt it had been helpful. Those men who were most active were not only registered with the WSES, but also read the want ads and went from employer to employer in efforts to find a job.

Of the 474 males who had looked for work in the past two years 173 or 36.5 percent indicated they had looked in the past week. The remainder had not looked the week before for a variety of reasons including: waiting to hear about a job, waiting to be called back to a job, wage offering too low, and lack of interest.

There were 389 men who had been rejected one or more times for jobs they applied for. Of those, 273 were Negro and 34 were Spanish-American. Of these two groups 19 percent attributed their rejection to racial prejudice. In addition, of all men, about one-third blamed their own lack of skill.

Only 63 males, or about 13 percent of those who had looked, had turned down a job offer. The most common reasons given were a dislike of the type of work or inadequate pay.

Seasonal work was characteristic of the past activities of only 105 or 15.2 percent of the men. Of these, some 8 percent were not interested in working, and only 28 percent were actively looking for work.

Of the 693 men, more than half (378) had had year-round jobs in the past two years. Of these, 184 or almost half held one job, about 28 percent had held two jobs, and the remainder, three to five jobs. This is indicative of the unstable work history of many of these men which is obviously an impediment in finding employment.

The person's perception of his ability to get a job affects his activity in looking for work. Of 693 males: 36 percent felt they could get the job they wanted and 64 percent were not certain they would get the job they wanted. More of those who thought they could get a job were actively looking.

Salary desired also had a relationship to the labor market activity of these men. Those who only aspired to \$1.75 an hour or less tended not to be looking actively. Those who aspired to between \$1.76 and \$2.75 were more likely to be actively looking for work. However, those who wanted \$2.76 per hour or more were not as actively seeking work as those wanting less. In addition, those who would take any kind of position at the salary level they desired were more actively looking for work than those who were only interested in certain jobs.

Of the males willing to take any job offered if it paid the minimum salary which they considered acceptable, well over one-third were seeking work actively. Of those who would not take any job offered, less than one-fourth were actively looking. Laboring, farming, and construction work were most often unacceptable kinds of jobs.

Activity in seeking work was also affected by the kinds of jobs that men had held in the past. Men who had been in light manufacturing or skilled jobs were most likely to be seeking work. Those who had been laborers were least likely to be looking actively.

## 2. Women

Of the 786 women interviewed, 439 or 56 percent had not worked in the past two years.

Only 405 of the women (51.5 percent) had looked for work in the past two years, and of those, 390 now wanted to work. Only 128 or 33 percent of those who wanted to work were actively seeking work; 239 or 61.3 percent were looking sporadically, and only six were not looking at all.

Of the 405 women who had looked for work, 100 had looked for a month or less. Of these, 44 were actively looking and only two were not looking. However, like men, the longer the woman had been looking, the less likely she was to be looking actively. Only about 17 percent of those who had been looking for six to twelve months were looking actively. Of all women who were looking, less than half had looked for work the week previous to the interview; their reasons for not looking were child-care problems.

Somewhat over half of the women who were looking for work were registered with the WSES, but of these less than half were looking actively. About one-fourth had been registered in the past, and 18 percent never had been registered. Women were somewhat less likely to have contact with the WSES

than men. Of the 335 who were or had been registered with the employment service, 56 percent found the service helpful.

A large proportion of women were looking for jobs as operatives in industry. Almost every woman who was looking for work had looked for two or more types of positions. Of 401 who indicated the kinds of jobs they had sought there were: 229 or over half who wanted to be operatives; 196 or slightly under half who wanted service jobs, such as nurses aides, waitresses, etc.; and 95 or 23.7 percent who wanted clerical or sales positions.

There were 314 women who had been rejected one or more times from jobs that they had applied for in the last two years. The reasons for these rejections were often multiple:

- ... 134 or 42.7 percent of the women attributed rejections to the fact that the job had been filled
- ... 83 or 26.4 percent to lack of skill
- ... 56 or 17.8 percent to age
- ... 46 or 14.6 percent to racial prejudice
- ... 35 or 11.1 percent to failure to pass employment test

Only 78 had turned down a job but of these 28 or one-third turned down the job because of low pay.

Of those women who had worked at year-round jobs in the past two years 41 percent had quit their jobs and some 26 percent had been laid off. The most common reason for quitting was the low pay of the job. Of the 122 who quit, 57 or 47 percent quit because of the pay. It is likely that the cost of working in terms of paying for child care, transportation, clothes, etc. did not make it economically feasible to continue. Although considerable absenteeism was due to child care, only a few quit because they were needed in the home.

Although 65 percent of the women felt qualified to do the job they wanted, 11 percent were not certain and 23 percent felt they were not qualified. When asked what training needs they had, 27 percent indicated they needed vocational training. Thus it is clear that many of the women are aware of their lack of the essential skills to obtain the jobs wanted. A higher proportion (53 percent) of the women felt they could not get the job they wanted, than had thought they were not qualified. However, for women the belief that they could or could not get a job did not affect the proportion of those who were actively looking for a job. Almost equal percentages of those who felt they could get a job and those who were not sure were looking actively as follows:

- ... of 345 women who were sure they could get the job they wanted 56 or 16.2 percent were looking actively
- ... of 415 women who did not feel they could get the job 68 or 16.4 percent were looking actively

It is interesting that although a sizeable number, 56 percent, of women, indicated they would take any job, at an acceptable salary, 69 or 9 percent said they would not accept jobs in domestic service. The minimum wage acceptable to the majority of women was between \$1.25 and \$1.50 compared with over \$1.75 for the majority of men.

#### F. Employer and Physician Questionnaires

Two techniques were used to provide further information about those interviewed and also to check the reliability of the information given by them. One was a questionnaire sent to the last employer of any person who reported he had been employed in the last two years. The second was a questionnaire to the physician of a person claiming physical disability if the physician had been seen in the past year. A signed release was obtained from each interviewee which gave the study staff permission to obtain the information from the former employer or the physician. The following is a discussion of the results of these two methods of checking reliability.

##### 1. The Employer Questionnaire

There were 392 questionnaires sent out to former employers with a letter explaining the study and the purpose of the questionnaire. Two hundred forty-six or 63 percent were returned, and 181 were fully filled out. Since this was a mailed questionnaire the proportion returned was relatively high. It may reflect the concern which many employers in Milwaukee had about the tight labor market.

The questionnaire provided for: 1) a rating by the employer of the employee's work performance, i.e., as either excellent, good, satisfactory or unsatisfactory; 2) a statement as to whether the employer would consider rehiring the employee in the event that the firm had a job vacancy, and 3) the reason for the separation of the employee from his previous place of employment.

The questionnaires have been analyzed in terms of the above three variables and in relation to the response of the employer and the interviewee in regard to reason for separation.

The majority, 73.5 percent, of the former 181 employees were rated as satisfactory or better in their job performance.

- ...16 or 8.8 percent were rated excellent
- ...42 or 23.2 percent were rated good
- ...75 or 41.4 percent were rated satisfactory
- ...16 or 8.8 percent were rated unsatisfactory
- ...16 or 8.8 percent were not rated as to job performance

These ratings conform with the feeling of the persons about their former jobs: most had found their jobs satisfactory.

However, although most felt that the work performance had been satisfactory they would have been willing to rehire only 35 percent. Although a positive rating in relationship to performance and willingness to rehire were directly correlated, of those rated only "satisfactory" less than half would have been rehired. This indicates that other factors than job performance were responsible for job termination. This is borne out by the reasons the employers gave for separation:

- ...44.0 percent quit
- ...23.8 percent were dismissed for tardiness  
or irregularity in reporting to work
- ... 0.6 percent had inadequate job skills
- ... 6.1 percent had been employed temporarily or  
the plant moved
- ... 5.5 percent were mandatorily retired
- ... 3.9 percent were let go because of lack of work
- ...10.5 percent were dismissed for a number of reasons  
including alcoholism, insubordination, etc.

By far the largest proportion quit, and the next largest were dismissed for tardiness or irregular attendance. These are not persons whom employers are likely to rehire if there is no reason to believe there will be an improvement in work habits. It is surprising, however, how few were dismissed because of lack of skills.

As would be expected, the employers who answered indicated that in the cases where the employee was let go for reasons beyond his control (i. e., because the firm did not have enough work, or because the plant moved and/or the individual was hired temporarily), nearly all of the employers would consider rehiring the individual. On the other hand, the employers would not consider rehiring the majority of the workers who had inadequate job skills or did not report for work regularly or on time. In the cases where the employee quit approximately half the employers would, and half would not consider rehiring the employees.

The most important finding, however, was the consistency between the reason given for separation by the employer and by the person not working. In 81 percent of the cases the reasons given were identical. Although the remainder were not identical there were a number which were not inconsistent. For example, an employer cited absenteeism as the reason for separation and the interviewee cited illness. It is possible that both answers were correct. Absence may have been due to illness. In any case there is a high reliability in terms of response to this one question.

## 2. The Physician Questionnaire

The results of the physician questionnaire were disappointing. The purpose was to determine if a stated disability or health problem alleged to interfere with work was in fact an impediment according to a professional observer. A total of 155 questionnaires were sent out. Among the fifty returned, a number were blank but accompanied by the physician's last report and diagnosis. These could not be used to determine the person's physical ability to work or not work. This lack of meaningful response was not due to any unwillingness to cooperate on the part of the physicians; in most cases the attending physician was no longer available.

The majority of persons from the five source groups who had seen a doctor in the past year had been seen in a hospital, as an outpatient or inpatient. Milwaukee County Hospital alone received 89 of 155 forms. Although the hospital administration made every effort to cooperate, the attending physicians were no longer available or the patients were not sufficiently known for them to make a judgment. A trained medical librarian attempted to provide the information from the medical record, but could not. Although not successful in terms of its purpose, this effort provided an important insight into some of the problems relating to reliability checks for this population.

## IV. PERSONS IN SUBSTANDARD AND PUBLIC HOUSING

### A. Introduction

An intensive effort was made through a survey of substandard and public housing in Milwaukee to find persons who were not working but who had the potential for employment. A basic assumption of this study was that those men and women who were not working could most likely be found in dilapidated housing in the poorest sections of the city. A screening procedure, described in the chapter on methodology, was followed which reached virtually all the substandard housing in the city and nearly one-fourth the public housing not used exclusively for the older people. Although this did not prove to be a successful way of locating men of prime working age who were without work, many women were found who desired to work.

A total of 4,224 household units were screened. In all, 3,671 of these households were in substandard housing and 553 were in public housing. A total of 795 in 728 of these households were identified as being without work and wanting work; 631 persons were in substandard housing and 164 in public housing. Only 201 or less than 30 percent of these were men; and nearly half the men were 21 years of age or younger.

The major portion of those found eligible for interview in substandard and public housing, that is, not working but desiring to work, were women. There were 594 women identified for interview through the screening of households; thus, women comprised 71 percent of all those interviewed in substandard housing and 89 percent of those interviewed in public housing. About 40 percent of the women interviewed in the household survey were receiving public assistance; 198 in the form of Aid to Families with Dependent Children and 38 in the form of General Assistance.

Many of the women (over 70 percent) had children and were not free to become employed. However, it is very significant that so many of these mothers would prefer to be working. The two principal impediments to the employment of these women were the lack of day care and the lack of skills. They were mainly homemakers with children who required provisions for child care during the day if they were to become available to the labor force. They generally were without special vocational training and did not have any substantial amount of work experience.

The men found were either quite young and lacking in training and work experience, or older men of working age, but without sufficient skills to

equip them for gainful employment at what they considered an adequate salary level. There were also a number of men and women who had physical or mental health problems and a variety of other personal problems which kept them from working.

In addition to those interviewed there were 7,313 other adults (age 16-72) in the households that were screened who were not interviewed for the following reasons:

- ... 52.3 percent were employed and wanted no additional or different work
- ... 18.0 percent were keeping house full time and did not want to work
- ... 10.6 percent were attending school
- ... 7.6 percent were retired
- ... 3.5 percent did not want to be interviewed
- ... 3.2 percent were homemakers and were in excess of the quota of such persons who could be included
- ... 2.0 percent were disabled
- ... 2.8 percent for other reasons

Almost all of the households screened were in the areas designated as "deteriorating" by the urban renewal agency or as poverty areas by the local community action agency. While the households were almost all in poverty areas there were considerable differences between the Negro and white households with respect to the proportion of persons not working.

A little over half the households screened were Negro, but Negro households represented nearly three-fourths of the households in which persons were identified as not working and, wanting work. Further, the proportion (24 percent) of Negro households with persons not working was twice as large as among the white (9 percent) and the Spanish-American households (12 percent). This is shown in Table 7 . Thus, there were proportionately more Negroes living in poverty areas who were not working and desired to enter the labor market than whites.

Table 7

Total Households Screened and Interviewed, by Ethnic Groups

Ethnic Group	Total		Households Screened			
	Number	Percent	Interviewed <sup>a/</sup>		Not Interviewed <sup>b/</sup>	
			Number	Percent	Number	Percent
Total	4224	100.0	728	17.2	3496	82.8
Negro	2296	100.0	541	23.6	1755	76.4
White	1619	100.0	147	9.1	1472	90.9
Spanish-American	273	100.0	32	11.7	241	88.3
Other	36	100.0	8	22.2	28	77.8

a/ Includes persons not working, but wanting to work.

b/ Does not include persons not working, but wanting to work.

There were also significant differences in the household composition of those interviewed and not interviewed as seen in Table 8 . The interviewed group had a much higher proportion of one-parent households than the group not interviewed. Thus it can be safely concluded that a disproportionate share of those not working is represented by the single-parent household.

Table 8

Total Households Screened and Interviewed, by Household Composition

Household Composition	Interviewed		Screened, Not Interviewed	
	Number	Percent	Number	Percent
Total	728	100.0	3496	100.0
Single individual	39	5.3	447	12.8
Couple	34	4.7	351	10.0
Couple and adult <sup>a/</sup>	15	2.1	157	4.5
Couple and children	197	27.0	964	27.7
Couple, adult and children	90	12.4	458	13.1
Two or more adults	38	5.2	231	6.6
Adult and children	208	28.6	538	15.4
Adult, children and other adults	80	11.0	290	8.3
Two or more family units	27	3.7	56	1.6

a/ Adult is defined as any individual age 16 or over.

Further, this held true for all ethnic groups as shown below:

- ... 27.6 percent of Negro households interviewed were single parent and 18.1 percent of Negro households not interviewed were single parent
- ... 35.0 percent of all white households interviewed were single parent and 13.2 percent of all those not interviewed were single parent
- ... 12.5 percent of all Spanish-American households interviewed were single parent and 5.7 percent of those not interviewed were single parent

**B. Persons in Public Housing**

Nine-tenths of those interviewed in public housing were women. Over 70 percent of these women were mothers with children but without a husband present. Over half of those households headed by women were receiving public assistance mainly in the form of Aid to Families with Dependent Children; some received General Assistance.

Only 18 of those interviewed in public housing were men; of these, 10 were under 21 years of age. This group of men was too small for special analysis.

Over half, 62 percent, of the 146 women in public housing were Negro; the remainder were white with the exception of one Spanish-American. Over one-quarter, 28 percent, were under 25 years old and 60 percent were between 25 and 44. (See Table 9 .)

Table 9

Age and Sex of Those Interviewed in Public Housing

Age	Total		Female	
	Number	Percent	Number	Percent
Total	164	100.0	146	100.0
16-18 years	11	6.7	9	6.2
19-21 years	15	9.1	8	5.5
22-24 years	23	14.0	23	15.8
25-44 years	93	56.7	87	59.6
45-54 years	13	7.9	13	8.9
55-64 years	6	3.7	6	4.1
65-72 years	3	-	-	-

Over half, 56 percent, of these women were the heads of single-parent households in which there were children. Another 14 percent were in households in which there were children, and an adult other than the spouse present. Only 15 percent were married couples with children.

These were low-income families and well over half lived in poverty. The median income of these families was somewhat under \$250 a month, a low amount considering that most households had children. However, such low incomes would be expected of those living in public housing. Their annual household incomes were estimated as follows:

- ... 20.7 percent reported income of less than \$1,800 a year
- ... 39.6 percent reported income of \$1,800 to \$3,000 per year
- ... 18.3 percent reported income of \$3,000 to \$4,200 per year
- ... 10.4 percent reported income of \$4,200 to \$6,000 per year
- ... 5.5 percent reported income of \$6,000 and over per year

Four-fifths of those in public housing reported that they had income from sources other than earnings. The sources from which these 130 households received income included:

- ... 53.7 percent from public assistance
- ... 12.8 percent from alimony or support payments
- ... 9.1 percent from Social Security
- ... 6.1 percent from gambling and other illicit sources

Very few received income from unemployment or Workmen's Compensation, pensions, or other sources. Scarcely any of these families reported any other assets, but considering their annual incomes, a surprising number were in debt for amounts in excess of \$100. Of one-third of the households which reported being in debt:

- ... 16.4 percent owed under \$200
- ... 43.6 percent owed \$200, less than \$500
- ... 23.6 percent owed \$500, less than \$1,000
- ... 16.4 percent owed \$1,000 and over

The main reason for debts by rank order were: household furnishings, appliances, medical care, and automobiles.

Although most were not native to the Milwaukee area by birth, they had lived there a substantial period of time. Nearly three-fourths, 73 percent, of all those interviewed in public housing had lived in Milwaukee ten years or longer. However, about half had been born in the South, including 23 percent who had been born in Mississippi.

They were poorly educated. Almost two-thirds, 65 percent, had completed less than the twelfth grade and 18 percent had only completed the eighth grade or less. Nearly three-fourths indicated that they had had no special education or job training in the last five years. Only 20 persons indicated they had had any kind of vocational training in that period. Thus, they lacked both formal and informal training which might help to prepare them for work.

Most had been employed, but one-fourth had never worked and a third had been out of work since the beginning of 1965. The remainder, almost fifty percent, had dropped out of employment before 1965.

Since only 60 persons had held jobs during the last two years, it is meaningless to go into a detailed account of their entire work history. However, most of the jobs held, 55 of 82 jobs, were in the three categories of service, operative, and domestic jobs. Proportionately, few had quit their jobs. In almost equal proportions, however, their main reasons for job termination were layoff, health problems (including maternity), and care of dependents.

Over half, 56 percent, had not looked for work since leaving their last job, mainly because they had to care for dependents. Those persons who had looked for work were, for the most part, sporadic or indifferent in their efforts to find work even though they said they were looking. Here again, the care of dependents was the major reason for their inability to look for work in a persistent manner.

Most of these persons who had looked for work, went directly to the employer to seek work, used newspaper ads, or relied on information about jobs given to them by friends and relatives. Over a third were currently registered with the Wisconsin State Employment Service, and the same proportion had been registered in the past. Most who had used the state employment agency felt that it was helpful.

Service jobs or clerical and sales jobs were preferred by those in this group. A number also wanted work as operatives. Only a few wanted domestic service work.

Only 50 of the 72 respondents who actually looked for work gave reasons for not getting the jobs for which they had applied. The most frequent reasons were: that the job was filled, that they were lacking in skills, or that they could not pass the employment test. In ten instances the person did not get the job because the employer felt that child-care responsibilities would interfere with the respondent's performance on the job. Although 61 percent of this group felt qualified to do the job they wanted, the remaining 39 percent felt that they could be employed only if they received additional education or vocational training.

### C. Problems, Needs and Services

The lack of day care for children was identified as a problem for 113 of the women interviewed, and the lack of skills needed to obtain work was identified as a problem by 99 of the women. There was a wide variety of miscellaneous problems identified for those interviewed in public housing. The following are the major problems of this group:

- ... 70.0 percent, child care
- ... 65.9 percent, lack of skills
- ... 15.9 percent, unfamiliar with employment services
- ... 12.2 percent, transportation
- ... 10.4 percent, chronic illness
- ... 7.9 percent, poor work history
- ... 7.9 percent, apathetic, lack of motivation

The services needed most often by those in public housing were vocational and day care services. Employment services, medical outpatient services, and educational services were also clearly indicated as being needed by those interviewed in public housing.

The following are the major service needs of this group:

- ... 67.7 percent, day care
- ... 66.5 percent, vocational
- ... 45.1 percent, employment
- ... 18.3 percent, medical outpatient
- ... 16.5 percent, educational

### D. Persons in Substandard Housing

#### 1. Men

Of a total of 631 persons interviewed in substandard housing, only 183 were men. About three-fourths of the men were Negro, 23.5 percent were white, and 3.3 percent were Spanish-American. Less than a third, 31 percent, were heads of households with family responsibilities. About 14 percent were single men living alone. One-half, 51 percent, were sons or other relatives or roomers living with families. They were clearly not those with major family responsibilities.

Almost half of the males were 21 years old or younger and 8 percent were still of school age as can be seen in Table 10. Only one-third were of prime working age of 25 to 54.

Table 10

Age and Sex of Those Interviewed in Substandard Housing

Age	Total		Sex			
	Number	Percent	Male		Female	
			Number	Percent	Number	Percent
Total	631	100.0	183	100.0	448	100.0
16-17 years	35	5.5	15	8.2	20	4.5
18 years	49	7.8	23	12.6	26	5.8
19-21 years	103	16.3	45	24.6	57	12.7
22-24 years	64	10.1	15	8.2	48	10.7
25-44 years	290	46.0	49	26.8	243	54.2
45-54 years	47	7.4	12	6.6	35	7.8
55-64 years	29	4.6	18	9.8	11	2.5
65-72 years	14	2.3	6	3.2	8	1.8

There were 15 under age 18 and in school as required by law in Wisconsin. Many of the younger group were school dropouts. In the 18 to 21 year old group, three-fourths had failed to complete high school. And, among all the men:

- ... 31.7 percent had eighth-grade education or less
- ... 48.1 percent had finished 9 - 11 grades
- ... 20.2 percent had finished 12 grades or more

About 40 percent of the men had not worked during the past two years. Of those who had, 58 percent had held jobs as operatives. 33 percent had worked as common laborers, and 32 percent had held service jobs. In addition, some 18 percent had held jobs as craftsmen, foremen, and kindred workers, and another 15 percent had been clerical or sales workers.

More than half, 57 percent, had quit their jobs, and the major reason given was that they wanted more pay. Some 38 percent, had been laid off, and one-fifth had been fired, mainly because of too frequent absences, although other factors, such as violation of rules, failure to meet production standards, tardiness, and similar reasons were also given.

In terms of the kinds of jobs they now wanted, half of the men desired jobs as operatives, a much greater proportion than for any other type of job. Proportionately, more wanted jobs requiring more skill than they had held previously, particularly in the operatives, craft, and clerical positions. Only 8 percent wanted jobs as laborers compared to 20 percent who had worked as laborers in the past two years.

The one overriding obstacle to employment among these men was lack of skills. But frequently their employment-related problems were multiple. The diversity of problems of this group included:

- ... 65.6 percent, lack of skills
- ... 20.8 percent, poor work history
- ... 15.3 percent, apathetic, lack of motivation
- ... 13.7 percent, unfamiliarity with employment services
- ... 13.1 percent, chronic impairments or handicaps
- ... 10.9 percent, functionally illiterate

Other problems which were seen as limiting the employability of a relatively small number of men were: arrests and convictions, chronic illness, problem drinking, advanced age, inability to get along with people, psychiatric disorder, and transportation.

Although in most cases these problems would not prevent an individual's becoming employed at a job which required no skill, they would place severe limitations on the range for opportunities available to these men.

The major services which were needed by the men were vocational, employment, and educational. The following are the main service needs of this group:

- ... 64.5 percent, vocational training
- ... 63.4 percent, employment services
- ... 41.5 percent, educational programs
- ... 29.0 percent, social service counseling
- ... 22.4 percent, health services

Other service needs indicated, but in smaller numbers, were psychiatric, legal, dental, day care, and transportation.

Almost three-fourths had looked for work. For those who had not looked, illness and attendance at training programs (10 men) were the main reasons. Over half of those looking for work had sought work in the past 9 weeks and about half were persistent in their efforts. Those who were not persistent attributed this to feeling unemployable and illness. Most of them, 62 percent, were actively registered with the WSES and 22 percent had been registered in the past. There were 123 who had applied for one or more jobs and been rejected. Of these, 105 gave reasons why they did not get the job they applied for--the fact that the job was filled or that they lacked the skills needed were the two major factors.

## 2. Women

The number of women identified in substandard housing who were not working but wanted to become employed was 448. They may be characterized

as relatively young women with children to care for, who were not really free to work. Most of them, 361 or 81 percent were Negro; 11 percent were white and 6 percent were Spanish-American. Some 90 percent were under 45 years of age. Over half, 54 percent, were between 25 and 44 years of age; 34 percent were under 25, 10 percent of them were between 16 and 18.

One-third of these women were the heads of their households, while 40 percent were spouses of the head of household. About 13 percent were children over 16 living with parents; another 10 percent were relatives and others residing in the household.

Most, 79 percent, were from households in which there were children. Over one-fourth were women whose husbands were not present in the household; another 12 percent were mothers with children plus other adults in the household. Roughly 50 percent of the households were composed of couples with children.

More than half, 56 percent, of the women in substandard housing were legally married at the time of this survey. In addition, 18 percent were separated, 7 percent were divorced, 7 percent were widowed, and another 7 percent reported that although they had children they were single and had never been married.

The median monthly income of the households of the women was slightly more than \$350 a month. It should be noted that in about one-fourth of the households there were other adults who might be working and providing income. At the same time, women who were rearing children by themselves numbered nearly 40 percent and had substantially lower incomes at their disposal for support of their families than the group as a whole.

Household incomes reported were:

- ... 10.0 percent less than \$1800 per year
- ... 15.6 percent \$1800 to \$3000 per year
- ... 22.5 percent \$3000 to \$4200 per year
- ... 30.1 percent \$4200 to \$6000 per year
- ... 11.4 percent \$6000 to \$8400 per year
- ... 4.5 percent \$8400 or more per year

Although a fourth fell below the poverty line, some had fairly substantial incomes.

Of the 448 households, 71 percent reported income from earnings. In addition, they reported income from the following sources other than earnings:

- ... 34.8 percent from public assistance
- ... 8.7 percent from Social Security
- ... 5.1 percent from gambling
- ... 3.1 percent from relatives or friends
- ... 2.9 percent from alimony or support payments
- ... 2.7 percent from property
- ... 2.4 percent from Unemployment and Workmen's Compensation

Of the 156 who reported receiving public assistance, 84 percent received Aid to Families with Dependent Children, 15 percent received General Assistance and 3 percent Old Age Assistance.

Almost 90 percent of the households reported having no assets. Forty-three percent or 193 reported being in debt in the following amounts:

- ... 12.4 percent between \$100 and \$199
- ... 25.4 percent between \$200 and \$499
- ... 31.1 percent between \$500 and \$999
- ... 22.3 percent between \$1,000 and \$1,999
- ... 6.7 percent between \$2,000 and \$2,999
- ... 2.1 percent \$3,000 and over

Reasons for debt in order of importance were: household furnishings, cars, appliances, medical bills, personal loans, and clothing bills.

Nearly two-thirds of these women were apartment dwellers. The remainder lived either in rented houses, or were buying houses. Nearly 70 percent of the total group had been born in the South. Only 18 percent were native to Wisconsin. About half of all the women came from urban and half from rural backgrounds. They had come to Milwaukee directly from the states in which they were born. Most had resided in Milwaukee ten years or more.

Only one-quarter had finished high school, about half had some high school, and another quarter had completed only the eighth grade or less.

Slightly under half had worked during the last two years. Of these, the larger proportion, 48 percent, had been service workers, such as waitresses, laundry workers, or other similar workers. Another 35 percent had been operatives or factory workers, mostly light assembly, 17 percent had been in domestic service, and 16 percent had worked in clerical or sales positions, such as supermarket checker.

Of those women who offered an explanation of why their last job had terminated, the largest proportion, 38 percent, had quit and 21 percent were laid off. A fairly large number, 27 percent, left for health reasons, including

maternity. The remainder either had dependents to care for or gave a wide variety of other reasons for stopping work. Of those who had quit, approximately half indicated their reason was due to the fact that their salary was too low even though they indicated general satisfaction with the job as a whole.

Of the total group, over half, 53 percent, had never looked for work or had not looked since leaving their last job. Most of them, who were not looking, indicated it was because they were needed at home to care for children or other dependents; a few indicated it was because of illness and the remainder gave a wide variety of miscellaneous reasons for not looking. In only six cases the woman was not seeking employment because she was presently engaged in a training program.

There were 209 women or 47 percent looking for employment; and, of these, nearly a third had looked for four weeks or less. Another third had been looking five to fourteen weeks and the remainder for a longer period of time. Sixteen percent had been looking over a year.

Of those looking only a third were persistent and two-thirds were looking sporadically or were indifferent, usually due to their responsibilities at home in the care of children.

The major impediments to their employment were lack of skills and the need for adequate day care arrangements for their children. The lack of skills needed to obtain work was identified as a problem for 269 of the women interviewed and the lack of day care arrangements was found to exist among 247 of the women interviewed. There were, however, only 106 who both lacked skills and needed child care. A wide variety of other problems were also identified but they did not appear to have the same impact upon the women in this group. The problems which may have an effect on the potential for employment of these women were:

- ... 60.4 percent, lack of skills
- ... 55.5 percent, child care
- ... 21.6 percent, unfamiliarity with employment services
- ... 10.6 percent, apathetic, lack of motivation
- ... 8.5 percent, poor work history

Other problems which were seen as limiting the employability of relatively small numbers were chronic illness, transportation, functional illiteracy, advanced age, and chronic impairments.

The services needed most often by these women were vocational, employment, and day care as shown below:

- ... 56.7 percent, vocational training
- ... 53.3 percent, employment services
- ... 44.6 percent, day care
- ... 24.1 percent, educational programs
- ... 16.5 percent, social services counseling

Other service needs indicated in small numbers were medical, transportation, homemaker, psychiatric, legal and dental.

## V. PERSONS INTERVIEWED IN CASUAL SETTINGS

### A. Introduction

The Department of Labor has recognized and expressed concern over the substantial number of men, particularly young Negroes, who are not found through the usual techniques for gathering labor force information. The procedures employed by the Bureau of the Census for sampling and interviewing the population regarding employment status have apparently missed a significant segment of this group. When it became apparent that the household survey would have the same deficiency, a special effort was made to locate men who were not working and to determine who they were and why they were not employed.

The most successful method of locating men who were not working proved to be that of sending teams of indigenous workers and interviewers to the somewhat casual settings where the idle tend to congregate: bars, poolrooms, recreation areas, street corners and other such places. Men were contacted in several different ways. They were approached informally on the streets, in parks, and in restaurants where they were found congregating in small groups. Others were identified by bartenders or poolroom operators who knew which customers were not working. In a few cases interviewees brought friends to be interviewed.

Efforts were made to locate bars and informal recreation places in sections of the city identified as poverty areas which were frequented by Negroes, Spanish-Americans, and whites. White men were not found as frequently as Negro men, and those who were were more often found in skid row settings. The Spanish-American men were generally younger and were most often interviewed on the streets and in little restaurants where they passed their time.

Those interviewed in this fashion were generally not only cooperative, but some brought their friends who were not working. At the time of interview it was not known whether these men had been out of work for short or long periods of time. Neither was it known what circumstances contributed to their being out of work at a time when there was such a

great demand for workers, with or without skills. Unlike the housing survey, there was no prescreening and there was no lack of idle men to be found in these settings. Although there is no way of determining what proportion of such men those interviewed represented, at no time did interviewers lack for persons eligible for interview, particularly in the bars. At no time did the supply even diminish.

A total of 340 individuals, about two-thirds of them Negro, were found in these settings. Over 90 percent were men, although thirty women eligible for interview were also found. About 80 percent of those interviewed considered themselves as out of work and in need of a regular, full-time job at reasonable pay. Some 20 percent were employed sporadically as casual workers or day laborers, or had some seasonal work.

Many of these men had been out of work for a relatively short period of time, over half less than fifteen weeks. On the other hand about 35 percent had not worked in fifty-three weeks. Most were low skilled or unskilled workers, almost 70 percent having been last employed as operatives, service workers or laborers.

Most of those interviewed in the bars and other casual settings were unmarried, single individuals without acknowledged responsibilities as family breadwinners. They were poorly educated, only about 21 percent having completed high school. Although many had been born in other parts of the country, over half of the Negroes in the South, the majority had lived in Milwaukee ten years or more.

The principal factors which appeared to stand in the way of employment of these men were lack of skill and a sense of futility which resulted in lack of motivation. These were coupled with a multiplicity of personal problems including excessive drinking, records of arrests and convictions, poor work histories, personality problems, and the general feeling that opportunity does not exist for them. Of 166 who had made unsuccessful efforts to get work, more than a quarter (46) expressed the feeling that racial prejudice had been a factor in their being rejected.

Although many of the men presumably could obtain work as unskilled workers if they so desired, as demonstrated by their employment histories, many of them seemed dissatisfied, disillusioned and withdrawn from the world of work. Even so, there appeared to be a substantial number who were between jobs, judging by the short time they had been jobless, and who would probably be returning to some form of employment. As a matter of fact, the interviewers indicated that a number of the men they had seen were reported to have gone out to look for work after the interview, perhaps spurred by the interest shown in them, and

had found it.

The interview data suggest that these men comprise two major groups. First are the dropouts, those who have given up on employment as a means of making their way or who have taken up illicit activities as a means of making a living. These are a somewhat older group of men who have had unsatisfactory experiences and feel defeated. They constitute a hard core who have the least potential for employment and would require the greatest amount of effort in terms of service programs if they are to become active participants in the labor force.

The second group is made up of younger men who have tried with little success or satisfaction to become active participants in the labor force. Their lack of education, skills and satisfactory work history, coupled with their many other problems, make them a high risk group to become permanent dropouts unless some intervention takes place. Service programs which reach out to these men and real opportunities for employment with some potential for advancement and upward mobility are needed for this group. Such programs could provide the possibility of bringing them into the labor force and help them to become citizens making constructive contributions to society. Considering that most of them at least indicate a desire to find employment and have made some efforts to work, the indications are that remedial programs offer the greatest possibility of success with this group.

The following section describes the characteristics, problems and needs of those found in the bars and casual settings in detail. The general characteristics of these men and the households from which they come are described first. This is followed by their employment histories, descriptions of their work-seeking efforts and a resume of their problems and service needs.

#### B. General Characteristics

Unlike those found in households, the largest number of persons interviewed in casual settings were men--Negro men. Of the 340 individuals interviewed, only 9 percent were women, and

- ... 217 or 63.8 percent were Negro
- ... 65 or 19.1 percent were white
- ... 52 or 15.3 percent were Spanish-American

This difference in ethnic composition may have occurred because the poverty neighborhoods are predominantly Negro and therefore the bars in such neighborhoods are most often frequented by Negroes. However,

bars on the periphery of the Inner Core (the Negro ghetto) were also visited in an effort to locate other men, but this yielded few persons who were not working.

Perhaps more important than ethnic group is the age of the men found in these casual settings. Most were young, in the prime working years. Over 80 percent were under 45 years old.

- ... 204 or 60.0 percent were between 22 and 44
- ... 46 or 13.2 percent were between 19 and 21
- ... 30 or 8.8 percent were between 16 and 18

There were 60 persons age 45 years or older; 42 of them were between 45 and 54, and 18 were older.

In addition to being relatively young, many were unattached individuals, living alone or with relatives or friends. The majority did not have families to provide for, or at least did not assume such responsibilities formally. Of the total 340 found in casual settings, 139 or 41 percent were single individuals living alone. An additional 19 percent were living with their parents, and 17 percent were living with other relatives or as roomers. Only 20 percent were heads of households in which there were other persons.

It is apparent that this group did not represent a typical middle-class male population in terms of marital status and family responsibilities. Almost half had never been married, 24 percent were divorced or separated, and 6 percent were widowed.

It is significant that although these men were from the poverty neighborhood, and some 58 percent lived with parents, a spouse, relatives or as a roomer, very few were found to have been duplicated in the substandard and public housing survey. On the surface, there are two explanations for this: either substandard housing is not a good universe for such a study in a poverty neighborhood, or families and friends do not report males who are residing in the household. It is probable that both factors apply.

Part of the difficulty in finding men such as were located in these casual settings is the fact that many live alone and spend little time "at home." Rather, they seek the company of others like themselves in surroundings more congenial than their meager apartments or furnished rooms.

Some seek settings in which employed persons congregate in order to get a free drink, to gamble or engage in other illicit activities. In effect they are a group which depend upon working males.

C. Place of Birth and Previous Residence

Almost half, 45 percent, of the 340 persons interviewed in casual settings had been born in the South, as would be expected with the preponderance of Negroes. Most of the 52 Spanish-Americans came from Puerto Rico. One-quarter of the 340 had been born in Wisconsin.

Table 11

Place of Birth and Last Residence of Those Interviewed  
in Casual Settings

<u>Place</u>	<u>Birthplace</u>	<u>State of Last Residence</u>
Total number	(340)	(340)
Total percent	100.0	100.0
Wisconsin	25.3	24.4
Mexico	2.1	1.5
Puerto Rico	12.1	10.3
Northeastern states	0.3	2.4
Southern states <sup>a/</sup>	26.4	21.7
Mississippi	11.2	9.4
Arkansas	7.1	8.2
Western states	1.8	2.1
North Central states <sup>b/</sup>	8.8	12.1
Illinois	3.8	6.5
Other	0.6	0.6

<sup>a/</sup> Excluding Mississippi and Arkansas

<sup>b/</sup> Excluding Illinois and Wisconsin

As can be seen in Table 11 a large proportion (39 percent) had come directly to Wisconsin from the South. Those who had lived in other states prior to Wisconsin had lived in other northern states, primarily North Central states.

Despite the fact that most were native to other places, they were not newcomers to Milwaukee. More than half (56 percent) had lived in Milwaukee ten years or longer.

- ... 43.8 percent of the total group had lived in Milwaukee for fifteen years or more
- ... 12.1 percent had lived in Milwaukee from ten to fifteen years
- ... 10.9 percent had lived in Milwaukee from five to ten years
- ... 11.8 percent had lived there between one and five years
- ... 16.5 percent had lived in Milwaukee less than one year

It is striking that almost 17 percent were recent arrivals, although only 12 percent had been in Milwaukee between one and five years. This relatively high proportion of newcomers implies the need to develop strategies to identify these people and direct employment and other services to them soon after their arrival. As discussed in Chapter III, the newly arrived are more actively seeking work than any other group.

In light of the fact that Milwaukee has had a tight labor market over several years, the comparatively small number who had been there from one to five years can be attributed to one of two factors: a) those in-migrants most adaptable to the labor market are working by the end of their first year, or b) more in-migrants have arrived within the last year.

#### D. Education

The persons found in casual settings, like others in the entire population interviewed, had poor educational backgrounds. Although 21 percent had completed high school and 8 percent had some school beyond high school, over 70 percent had dropped out of school before completing the twelfth grade. Of the total 340 interviewed:

- ... 43.5 percent had completed between nine and eleven grades
- ... 17.4 percent had completed seven or eight grades and
- ... 9.7 percent had not gone beyond the sixth grade

Since high school graduation increasingly appears in job specifications, even for unskilled labor, failure to complete high school is a major handicap. Even if a high school diploma is not required many civil service and industrial jobs require an applicant to pass a qualifying test. Inability to pass such tests is directly correlated with school achievement. In a tight labor market such requirements are likely to be relaxed. However, past job-hunting experience which resulted in failure because of inability to meet requirements probably affects motivation to seek work. Furthermore, the fact that job requirements have changed is not readily communicated to persons wanting to work.

### E. Selected Household Characteristics

Although many of the individuals, almost 60 percent, lived in a household of parents or relatives, or as a roomer, only 4 percent lived in households in which there was another adult who wanted to work but was not working. This is important because it clearly indicates that these males did not come from households in which there were other adults who were not working. In fact, over half of those who lived with others lived in households in which someone was employed full time.

At the same time a very substantial proportion of those interviewed in casual settings were living in households below the poverty level. The annual incomes of the households in which they lived were estimated as follows:

- ... 154 or 45.3 percent at less than \$1,800 per year
- ... 50 or 14.7 percent between \$1,800 and \$2,999
- ... 76 or 22.4 percent between \$3,000 and \$5,999, and
- ... 58 or 17.1 percent at \$6,000 and over

Twenty percent of the respondents reported that there was no earned income in the household. One-third of the households had income other than that earned. Income was received from the following sources:

- ... 8.8 percent received General Assistance or ADC
- ... 7.6 percent had income from gambling
- ... 7.1 percent received Social Security payments
- ... 5.0 percent received some sort of pension, and
- ... 0.6 percent received unemployment compensation

A very few reported financial assistance from relatives and friends or other sources.

The small number who received unemployment compensation is indicative of the fact that few had been separated from their last employment because of lack of work. Over half had been out of work for less than sixteen weeks, thus the reason for separation could not have been attributable to reasons completely beyond the control of the individual.

Furthermore it is important to note that although persons in the household were receiving Aid to Families with Dependent Children, the women found in casual settings were not themselves dependent. Only 4 of the 30 lived in households in which anyone received public assistance. Similarly

those receiving Social Security or pensions were most frequently not those who were interviewed, but other members of the household. Those who had income from gambling, however, were the interviewees.

It is apparent that most of those interviewed in casual settings were dependent on their own earnings or on the earnings of other members of the household in which they lived. The work history and length of time since last job held, which is discussed in the next section, would suggest that many could have gotten a job if they had so desired. This would also suggest that a job is sought by many when it becomes an economic necessity.

F. Employment History

Only 40 persons in this source group had never worked. Those who had worked fell into two major groups with respect to the length of time they had been without work--the short-term and the long-term. Slightly over half had been out of work fifteen weeks or less. However, about one-third had not worked for fifty-three weeks or more.

Of the 300 who had some history of employment:

- ... 24.3 percent had been without work 4 weeks or less
- ... 21.7 percent had been without work 5-10 weeks or less
- ... 6.0 percent had been without work 11-15 weeks or less
- ... 5.7 percent had been without work 16-26 weeks or less
- ... 4.7 percent had been without work 27-39 weeks or less
- ... 3.0 percent had been without work 40-52 weeks or less
- ... 34.7 percent had been without work 53 weeks or longer

There were in effect two different groups in these casual settings: those who had recently worked and could probably find another job readily, and those who have not worked for a long period and would presumably be more difficult to place.

Of 232 who gave an explanation of why their last job terminated:

- ... 62.5 percent said they had quit
- ... 24.6 percent said they had been laid off
- ... 20.3 percent said they had been fired
- ... 12.5 percent said the family had moved
- ... 7.3 percent said they had been ill

Of the 145 who admitted they had quit, 54 percent said they had left because the pay was inadequate, and some 21 percent had quit because they did not like the job. Only 5 percent quit because they could not "get along" with supervisors or other workers. Other reasons for quitting included dissatisfaction with the working conditions, location of the job, and a variety of other things. Inadequate pay, however, was the primary reason given for quitting.

Of those who were fired, most reported that the reason was excessive absence. Questionnaires returned by employers showed these responses to be highly reliable.

That many of this group tended to move in and out of employment is further supported by the number who reported more than one full-time, year-round job in the past two years. Although 101 of the 212 who had worked at year-round jobs in the past two years held only one job, 111 had held more than one job:

- ... 63 had held two jobs
- ... 38 had held three jobs
- ... 8 had held four jobs
- ... 2 had held five or more jobs

Thus it would appear that this group, more than any other group, tended to move in and out of the labor market.

In addition to those who had held full-time jobs, 50 had worked only as casual workers; 59 reported that they had held seasonal jobs.

At the other end of the spectrum there were 40 who had never worked, 7 who had not worked for over a year, and another 70 who had not worked in over two years. These were not in and out of the labor market, but rather only slightly if at all related to it. Since there was a high negative correlation between activity in looking for a job and length of time unemployed, it can be assumed that few of the 77 who had been out of work for a year or more were actively looking. This is particularly important in light of the ages of those found in casual settings. Since most were in the prime working years, it can be concluded that, despite age, many have withdrawn from the labor market--although they would like a job--and others are only somewhat attached. These men would appear more alienated from the world of work than persons found in other settings.

Among the 224 who had held year-round or seasonal jobs, 341 jobs had been held. Of those persons who had worked:

- ... 63.8 percent had worked as operatives, including electronic, automotive and light factory assembly work
- ... 26.8 percent had been laborers in settings such as the foundry and a tannery
- ... 21.4 percent had worked as craftsmen or foremen, mostly in industrial settings
- ... 21.0 percent had worked in service positions such as filling station helper, laundry worker, and car washer
- ... 10.7 percent had worked in clerical or sales positions
- ... 8.5 percent had worked in farm labor, household service, and other jobs, with a small number who had been in professional or managerial jobs

G. Efforts to Find Work

A surprising number of persons, 125 of the 340, indicated that they had made no effort to look for work. This is a very important segment, constituting over a third of all those in casual settings. It further suggests that alienation from the labor market is a factor in increasing the number not working in a tight labor market. About two-thirds (63.2 percent) had looked for work at some time during the period they had been without a job. Many of them, as has been indicated, had become unemployed not long before they were interviewed and had only started looking recently. It is not surprising, therefore, that of those who had looked for work, two-thirds (67.4 percent) had been looking for less than fifteen weeks. Another 8 percent had been looking between fifteen and twenty-six weeks, and 5 percent had been looking between twenty-seven weeks and one year. Thirteen percent have been looking longer than one year. The others were indefinite about the length of time they had looked.

The interviewers made judgments about the efforts to find work made by these 215 persons, based on their discussion of how long they had looked and the means they had used.

- ... 44.7 percent were considered to have made persistent efforts
- ... 27.4 percent were considered to have made sporadic attempts
- ... 27.0 percent were considered to have made little attempt to find work

It is striking that, although they indicated that they had looked for work, over half of this group of 215 were not considered to be making sustained efforts. The most important single reason given by each of these individuals follows:

- ... 21 or 16.8 percent were actually not interested in working
- ... 17 or 13.6 percent had illnesses which prevented them from looking
- ... 16 or 13.4 percent had a drinking problem which interfered with their job seeking
- ... 13 or 10.9 percent believed no one would hire them
- ... 12 or 10.4 percent had adequate income from sources other than legitimate employment
- ... 8 or 6.7 percent had transportation difficulties which hindered them

The reasons given by the others were too diverse to show meaningful frequencies; they included the expense of looking, lack of references, criminal records, lack of time, lack of knowledge of the city, and care of dependents.

It is very significant that 81 percent of those who had sought jobs said they were either currently registered with the Wisconsin State Employment Service or had been registered in the past; almost one-half, 47 percent, reported being actively registered at the time of the survey. However, one-fifth indicated that they had never used the employment service. Of those who had used the employment service, only 40 percent felt the contact had been helpful, and 57 percent said that it had not been helpful. Those most actively looking were most likely to rate WSES as helpful.

Very few, 7 percent, had ever registered with a private employment agency. However, those who had used the private employment agencies found them helpful.

In addition to utilizing the above methods, over half went directly to employers and responded to newspaper ads. A little less than half were referred to prospective employers by friends or relatives, and only 4 percent reported using the services of the Urban League, Inner City Development Project or other such agencies.

Among the 215 people who had looked for work, 113 or 53 percent had applied for five or fewer jobs, and 102 or 47 percent had applied for six or more jobs, since becoming unemployed. They had applied for work in the following job classifications:

- ... 68.8 percent applied for jobs as operatives
- ... 25.1 percent applied for jobs as craftsmen, foremen or kindred
- ... 15.3 percent applied for jobs as general laborers
- ... 14.4 percent applied for jobs as service workers

Only 19 had applied for clerical or sales jobs, and a few tried for other types of work.

Although inadequate pay was a reason frequently given for leaving a job, as has been stated earlier, those who were looking had, on the whole, rather modest salary expectations. Of the 215 who stated the weekly salary they would accept, a little more than one-third (37 percent) were willing to accept a salary below \$70 per week or \$1.75 per hour. Over half (56 percent) said they wanted a salary between \$70 and \$110 per week, and 7.5 percent specified higher minimum salaries.

Of the 215 who had looked, 166 persons offered explanations as to why they thought they had not gotten jobs they had applied for. The reasons most frequently given were:

- ... the job was filled, cited by 77, or 46.4 percent
- ... they lacked the necessary skill or failed the employment test, cited by 50 or 30.1 percent
- ... racial prejudice, cited by 46 or 27.7 percent
- ... the employer's feeling that they were too old, cited by 20 or 12.0 percent
- ... their lack of ability to speak English, cited by 15 or 9.0 percent

Only 27 individuals indicated that they had refused jobs offered to them, and of those who did, the most common reasons given were either that they did not like the job, or the pay was too low.

There were some people who said they would not accept a job even though it was at the salary they wanted because they did not want to do a specific type of work. This was especially true of common labor, foundry or tannery work, and service work, including and excluding private household. Others did not want work beyond their physical capabilities, or jobs below their skill levels or for which they did not feel qualified, or, jobs in which the time schedule was unsuitable.

Seventy-five percent of those desiring work stated that they felt qualified for the job they wanted. On the other hand, only 43 percent felt that they could actually obtain work at the job they desired, and 56 percent felt that they could not get the position at which they wanted to work. The lack of training was the major reason given by individuals who thought they would be unable to get the jobs they wanted, although a number of other reasons were also given.

The fact that half of them did not think they could get positions at which they wanted to work probably explains why so many were only half-

hearted in their efforts to find work.

#### H. Impediments to Employment and Service Needs

It is apparent that the lack of skills, which was clearly identified as a problem for 153 of these individuals, is a major impediment. This lack of skills, and training, is no doubt related to many of the other problems found among this group, and may be a causal factor in the lack of motivation and discouragement felt by so many. Similarly, problem drinking, arrests and convictions, and poor work histories are interrelated with their feelings that opportunity does not exist for them.

Because this group had so many more younger people, the incidence of chronic illness and disability was lower, as would be expected. Surprisingly, military obligation was considered an impediment for only 10 of the total group of 340. The following are the major problems of this group:

- ... 45.0 percent, lack of skills
- ... 25.6 percent, apathy and lack of motivation
- ... 21.2 percent, problem drinking
- ... 20.0 percent, unfamiliar with employment services
- ... 16.2 percent, arrests and convictions
- ... 15.9 percent, poor work history
- ... 10.9 percent, feeling opportunity doesn't exist
- ... 10.0 percent, mental disorder

The fact that over a quarter of the Negroes interviewed in this group said that they believed racial prejudice was a factor in their not getting jobs which they had applied for certainly must be given consideration. There may well have been many others who felt the effect of prejudice and discrimination but didn't put it into words.

A small number of those interviewed were identified by the indigenous staff of the study, who knew them as gamblers, hustlers, prostitutes and others who made a living through illicit activities. Although this study did not produce hard data on the subject, sufficient impressions were gained to suggest that many more than reported it may have been involved in conflict with the law and the courts. Some had prison records, some were currently engaged in thievery, some were avoiding support payments or other obligations. All of these things might stand in the way of their receiving work or even applying for employment even though they might be otherwise qualified.

The chief impediment for some of these young men may be the lack of a high school diploma. Even though they are applying for a job that requires little or no skill or special education, they may stand little chance if they do not have the necessary credentials or cannot pass an employment test. Waiver of the requirements for a diploma, or a clean sheet for those with records, could make the difference for them.

In any event, particular efforts must be made to help many in this group overcome their apathy and discouragement if they are to move into the labor force. Many obviously need employment services and vocational training and apparently are familiar with the availability of such services in Milwaukee.

In judging the service requirements of this group, 68 percent were considered to need employment services. Vocational training was needed by 46 percent, as was social services or counseling; 30 percent needed educational services.

These are services which have been available in Milwaukee, but they have not been used successfully by this group.

One of the survey staff who was a counselor at the vocational school and well acquainted with Negro youths in the poverty areas explained their reluctance to utilize these facilities in the following terms:

...the reason people from deprived and poor backgrounds find it difficult to come to such places... is because it is too much like 'going downtown' which for most of these people represents 'dressing up'... to dress up means to put on their Sunday clothes. The simple economic fact is that when people from deprived backgrounds must dress up during the week, this spoils their Sunday outfit.

He illustrated this point with the example of two men who had been offered the opportunity to upgrade themselves through a training program which their employer would pay for at the vocational school. When called in to discuss why they had not completed their registration, they explained that when they walked into the building they noticed that everyone was dressed up. They felt ashamed or embarrassed and left. It should also be recognized that sometimes the use of "free" services entails the spending of carfare or other costs which the poor simply cannot afford.

Further, many of these people have come from limited, southern backgrounds or have scarcely been outside the ghettos in which they live.

Many are unacquainted with the ways of the city; they may lack the sophistication and finesse required for navigating the bureaucratic structures of professional service agencies.

To address this problem, simplified testing, specialized counseling, and innovative job placement, referral and follow-up services should be developed. The indigenous workers and professional staff of this study had considerable success in reaching this group through the novel approaches described previously. In some cases those interviewed were stimulated to increase their efforts to seek work.

Many of those found in this survey did not appear to be too far withdrawn from society to re-enter active participation in the labor force. The proper efforts applied to the younger men can probably salvage many and develop them to fuller potential.

## VI. PERSONS REGISTERED WITH THE WISCONSIN STATE EMPLOYMENT SERVICE

### A. Introduction

Interviews were conducted with 156 individuals drawn from a list of 1,307 persons registered with the Wisconsin State Employment Service for six months or more but not placed in a job. Consideration of their characteristics makes it clear that these people have limited potential for employment, even though most had been employed in the last year. The majority of persons interviewed were beyond the prime working years or were women with home responsibilities. This does not mean that some would not become employed if the labor market becomes even tighter or if needed services such as day care were made available. But a large number of the group appear to be a limited manpower resource in that they could not obtain or accept year-round, full-time work (this would reduce social security benefits for some) or because they do not have the skills required by employers.

These individuals who were interviewed represented about 12 percent of the total number registered with the WSES for six months or more and not placed according to the records of the agency. As explained in Chapter II a sample of 200 names was originally drawn from the list of 1,307 such persons. It was soon discovered, however, that many on the list were either unavailable or employed. For this reason an attempt was made to contact every person listed, with the result that:

- ... 156 were eligible and interviewed
- ... 455 were employed
- ... 223 were unknown at the address given
- ... 187 were retired or keeping house and not interested in work <sup>2/</sup>
- ... 48 were in school full time, in jail or too ill to be seen
- ... 32 were already included in the household survey
- ... 206 were never home <sup>1/</sup> <sup>3/</sup>

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<sup>1/</sup> Includes some who were also on the DPW work-relief program list.

<sup>2/</sup> Includes some who refused to be interviewed and stated they were retired or homemakers not interested in being interviewed.

<sup>3/</sup> No fewer than four screening visits were made to each household at different hours of the day, and at least four attempts were made to reach them by telephone.

Following this, WSES checked with a sample of registrants who were employed and learned that the majority wished to continue to be actively registered. This would seem to indicate that, although employed, they were in jobs which were not completely satisfactory in terms of job content, hours or pay.

No attempt was made to determine why those who sought employment by registering with WSES at some time in the past were no longer interested in working. There are a number of possible explanations:

1. Older persons may have wanted to work earlier in the year but by August had earned the maximum allowable under Old Age and Survivors Insurance.
2. Women with child-care responsibilities may have registered during the school year but were not interested in employment during the school vacation period.
3. Individuals with little or no desire to work may have registered immediately after the loss of a job in order to obtain unemployment compensation.
4. To some lonely, older persons registration may have really represented an opportunity to talk to someone. This is not an unknown phenomenon.

Regardless of the reason, it is clear that about 18 percent of those registered were not interested or available for employment at the time of the survey. About 35 percent were employed and some 32 percent could not be found either because they had moved since registering with the WSES or were not at home.

These findings refute the assumption that long-term employment service registrants represent a large, untapped pool which renders programs to reach the unregistered unnecessary.

#### B. Socio-Economic Characteristics

The group registered with WSES for six months or more and still not working was almost evenly divided between men (55 percent) and women (45 percent) but there was a great difference between the socio-economic characteristics of the men and women. Of the men, 70 percent were white and 29 percent Negro (and one Spanish-American). For women almost the reverse was true: 39 percent were white and 57 percent Negro.

This group was mostly over the age of 45 (58 percent) and there was a significant proportion (20 percent) over 65 years old, almost all men. Of the total group:

- ... 3 or 1.9 percent were from 16 to 18 years of age
- ... 5 or 3.2 percent were from 19 to 21 years of age
- ... 7 or 4.5 percent were from 22 to 24 years of age
- ... 50 or 32.1 percent were from 25 to 44 years of age
- ... 35 or 22.4 percent were from 45 to 54 years of age
- ... 25 or 16.0 percent were from 55 to 64 years of age
- ... 31 or 19.9 percent were from 65 to 72 years of age

These age differences are even more striking when sex differences are considered: 65 percent of the men were 45 years of age or older compared with only one-half of the women, and 31 percent of the men were 65 or older compared with only 6 percent of the women. While women were much more likely to be of working age, they also had family responsibilities that limited their employment potential.

A total of 80 (51 percent) were married, 35 (22 percent) single, and 41 (26 percent) were divorced, separated, or widowed. The proportion who were single, living alone (20 percent) was small in contrast to the DPW group and those interviewed in casual settings. Both of these groups were largely made up of such persons.

This group lacked formal education: 40 percent had only an eighth-grade education or less, 49 percent had some high school, and 8 percent had education beyond high school. There were no major differences between men and women in terms of educational achievement. For the total group:

- ... 10.3 percent had completed sixth grade or less
- ... 30.1 percent had completed seventh and eighth grades
- ... 28.8 percent had completed ninth to eleventh grades
- ... 20.5 percent had completed twelfth grade
- ... 8.4 percent had completed thirteen years or more

In terms of age and education, however, this group compared well with the other groups. Although considerably older, on the whole, the proportion of those who had completed high school or more was as high or higher than all the other groups. Compared with the DPW group they were very well educated.

A large proportion of this group was native to Wisconsin (45 percent). Another large segment (36 percent) were originally from the South--mainly Mississippi and Arkansas. The rest were mostly from the North Central states. As would be expected since a larger proportion of the women were Negro, there was also a somewhat larger proportion of the women (46 percent) who were from southern states than of men (29 percent).

Although less than 50 percent of these respondents had been born in Milwaukee, 70.5 percent had lived in the city for fifteen years or more. No one had lived in the city for less than a year. In no sense could they be considered newcomers.

Furthermore, a large proportion of this group were from households whose income was above the poverty level. Almost half (47 percent) had estimated annual household incomes of \$3,600 or more as shown below:

- ... 3.8 percent reported no income
- ... 9.6 percent reported income up to \$1,199 a year
- ... 18.6 percent reported incomes from \$1,200 to \$2,399 a year
- ... 12.2 percent reported incomes from \$2,400 to \$2,999 a year
- ... 5.8 percent reported incomes from \$3,000 to \$3,599 a year
- ... 19.2 percent reported incomes from \$3,600 to \$4,799 a year
- ... 11.5 percent reported incomes from \$4,800 to \$5,999 a year
- ... 16.0 percent reported incomes \$6,000 a year and over

In addition, one-half of the interviewees reported that there was another person in the household employed full time.

Almost one-half of the group reported that they had household income from earnings, and about two-thirds of all households reported income from a number of other sources. These other sources were mainly social security, 28 percent; public assistance, 24 percent; pensions, 17 percent; and unemployment compensation, 14 percent. Only a few (15) households reported income from such sources as gambling, alimony, relatives, property, or from other agencies.

The age differences between men and women are reflected here: among men, 40.0 percent lived in households in which there was social security, compared with only 12.9 percent of the women.

A higher proportion of this group than any other group lived in houses that were owned (28.8 percent). The median carrying charges on these homes for mortgages, taxes, fuel, public utilities, etc. was approximately \$75 per month. On 25 of these 45 homes there was no mortgage. As could be expected, 19 of these 25 mortgage-free houses were occupied by male respondents.

Among those who rented, the median gross rent was approximately \$85.00 per month; this included rent, heat, and public utilities. By far the majority, roughly two-thirds of those who rented, had unfurnished apartments.

About one-third had debts in excess of \$100. Although debts ranged from \$100 to over \$4,000 (one household) there were 11 households in which debts ranged from \$1,000 to \$1,999. Debts had been incurred most commonly for cars and household furnishings, not including appliances.

C. Employment History and Status

Although about one-third of the men were 65 years of age or older, only 17 percent considered themselves retired, and 67 percent considered themselves "unemployed." On the other hand, 51 percent of the women considered that they were "unemployed," and the remainder mainly thought of themselves as having homemaking responsibilities. There were some 34 percent of the women who had children under the age of 16 at home.

Of the total group, 90 percent were not working but interested in working, 8 percent were not interested in working, and 2 percent were working to some extent. Of those who wanted to work, about 40 percent had looked for work during the week prior to their being interviewed. Their efforts to find work, as characterized by the case analyst who interviewed them, were persistent in about one-half of the cases. Of those who were not looking persistently, the main reason given by men was their feeling of being unemployable because of age. For women the main reason was their home responsibilities. For both, illness and discouragement were major factors that limited efforts to find work.

Many of these people had been looking for work for a long time: almost two-fifths of the 125 had looked for more than a year. Of the remainder:

- ... 18 or 14.4 percent had looked for one day through four weeks
- ... 21 or 16.8 percent had looked for five through nine weeks
- ... 10 or 8.0 percent had looked for ten through fourteen weeks
- ... 16 or 12.8 percent had looked for fifteen through twenty-six weeks
- ... 17 or 13.6 percent had looked for twenty-seven through fifty-two weeks

Thus a relatively large proportion of this group had been looking for more than six months. But here again age and sex were factors; only 41 percent of the women who had looked had been looking for more than six months, compared to 54 percent of the men. It is striking that of the 125 persons in the group looking for work, almost 50 percent had looked the week before they were interviewed. Of those who did not look the previous week, roughly 15 percent reported illness and 17 percent discouragement.

Of the 125 who reported they had been looking for work, 90 percent reported they were currently registered with WSES, and 8 percent said they had been registered. Private employment agencies were being used or had been used by only 6 percent. Some 61 percent said they went directly to employers who might have jobs, 66 percent used newspaper ads, and 38 percent relied on friends and relatives for assistance. Only 10 percent re-

ported they used such agencies as the Urban League or a neighborhood organization.

Of those who used the employment service, 46 percent thought it helpful, and the remainder did not. Only 1 percent found it an unpleasant experience. Men, however, were much more critical than women of the service they received: 61 percent of the men found the WSES unhelpful, compared to 45 percent of the women.

Over one-third of the 189 jobs sought by the 125 persons looking for work were operative and kindred positions (37 percent). Only 12 percent were skilled positions as craftsmen, foremen and kindred workers, and 22 percent were service positions, not including household service; less than 6 percent were domestic service positions.

Among the jobs sought by the 62 men who were looking for work, 22 percent were skilled positions and 34 percent were operative and kindred jobs. Some 11 percent were jobs as laborers. Women preferred jobs as operatives or in the services not including domestic service. However, 11 percent of the 98 jobs sought by 63 women were in domestic service.

It can be concluded that those who wanted to work were fairly constant in looking. Of the 95 who had applied for jobs, rejections had ranged from 1 to 31 or more and averaged about 9. The reason given most frequently for rejection was the job was filled, but the next most important was age.

For men, the reasons given for rejection in rank order were: age, job filled, lack of skill, poor health, racial prejudice, failure to pass test, language, inexperience, and a variety of unclassified reasons. Among women, in rank order they were: job filled, age, lack of skill, poor health, failure to pass employment test, child care, and racial prejudice.

Considering the age of many of this group, the 72 percent (112) who had worked in the past two years was a high proportion. Of the 129 jobs held during the past two years:

- ... 41.9 percent were operatives
- ... 14.7 percent were service jobs
- ... 13.2 percent were clerical or sales
- ... 12.4 percent were general labor
- ... 11.6 percent were craftsmen
- ... 4.7 percent were private household work

Almost all (except the casual workers) reported these had been year-round, full-time jobs, and some 31 percent had held more than one such job. The most frequent reasons given for termination included:

- ...34.3 percent were laid off
- ...27.6 percent quit
- ...22.2 percent reached mandatory retirement age
- ...11.4 percent were ill
- ...10.5 percent were fired
- ... 8.6 percent had an accident on the job

It should be noted that among the men, a substantial portion (28 percent) indicated that they had been retired from their jobs. In addition, among those who quit, the most frequent reason was that the pay was too low. There were also a variety of minor reasons given for losing their jobs, including: business discontinued, 7 percent; plant relocated, 3 percent; family moved, 3 percent; care of children or other dependents, 3 percent; and automation, 2 percent.

Of the 156 interviewed, 82 percent felt they were fully qualified for the job they wished. Of those who did not feel qualified, most felt they needed vocational training. Men and women did not differ in this respect. Only 3 of the total group, however, were in a training program.

Although over 80 percent felt qualified to perform on the job desired, only 37 percent felt they could actually get the job. Only 29 percent of the men felt hopeful about the prospect of getting the desired job. Of those who did not feel they could get the job they wanted, reasons given in rank order were: age, past rejections, lack of training, prison records (4 only), and a variety of other reasons including health. Women were more hopeful, but lack of skill and a history of rejection were the most common reasons given. No one said racial discrimination was a factor, although a fair proportion of the women were Negro.

Although 40 refused to say what minimum wage would be acceptable, there were 116 who reported the median acceptable wage to be \$1.70 per hour; among men, however, the minimum was about \$1.90. The actual range was from less than \$1.00 to over \$4.00. For women the median hourly wage was roughly \$1.35, with a range from under \$1.00 to \$2.75. Thus, this group had higher wage demands than those on DPW. But women in the two groups had more similar wage expectations.

Only 30 percent of the men felt optimistic about future employment, compared with 50 percent of the women. About a quarter of the men were pessimistic, but only 6 percent were apathetic about it. Among the women only 7 percent were pessimistic and only one apathetic. The remainder in both groups (38 percent of men and 36 percent of women) were uncertain. In 80 percent of the cases, both men and women, the case analyst felt the interviewee's attitude about future employment was realistic.

D. Impediments to Employment and Service Needs

Lack of skills, age, and poor health are the three major impediments to employment among this group. In addition, though registered with WSES, they had other wage earners in the home, and this reduced the extent to which they needed to work. The major problems faced by this group in obtaining employment are:

- ... 50 percent, lack of skills
- ... 29 percent, advanced age
- ... 19 percent, chronic illness
- ... 12 percent, care of children
- ... 12 percent, physical impairments
- ... 9 percent, poor work history

In addition, about one of eight were discouraged and felt that opportunities did not exist and that they could not get a job.

A variety of other problems affected smaller numbers, 12 people or less, including psychiatric problems, transportation, functional illiteracy, difficulty in getting along with others, problem drinking, arrests and convictions, and poor personal appearance.

In judging the services required for this group, employment counseling, testing and placement were needed for 65 percent, and fully one-half required vocational training. In addition, there were 48 or 31 percent needing medical care; 24 percent, additional education; and, 21 percent, social service counseling regarding personal and family problems. Day care was needed by 10 percent; mental health service, 7 percent; transportation, 5 percent. Only two or three persons needed dental services, legal services or homemaker service.

Despite services rendered, no intervention for the older person is likely to bring him into the labor market unless the demand for labor becomes tighter and tighter. Mandatory retirement and Social Security regulations will continue to keep these persons out of work.

For the younger group, many of whom are women, the service requirements are identical with those of the other women, namely training for them and day care for their children. Day care, however, must be provided first.

## VII. THE PRESUMABLY EMPLOYABLE PERSONS ON GENERAL ASSISTANCE

### A. Introduction

At the time of the survey, persons receiving General Assistance who were considered employable by the Milwaukee County Department of Public Welfare (DPW) were assigned to work-training projects.<sup>1/</sup> However, except for training in work habits these projects had little or no training component. They were in effect work-relief projects, and the work performed was priced in the sense that it carried an hourly rate. Persons were scheduled to work the requisite hours at the established rate to compensate for the General Assistance received each month. Thus although not in the labor market, these persons were not idle.

There were 258 such "employable-unemployable" persons in the beginning of August 1966, of whom 188 were interviewed. In many respects they were a unique group. Although more like the WSES long-term registrants than any other group, particularly in terms of age and length of time since last job, they were unlike those in WSES in many essential ways--work history, household income and dependency status.

Also, these persons were working, though for indirect not direct pay. They were contributing something to the economy, and some felt they were really working people. A few who had become 65 and eligible for OAA since the list was drawn up, when contacted reported themselves as "retired." Like many of their age, they had moved from the world of work to retirement status. Others interviewed referred to themselves as "working" people. Thus, for some, their self-image was quite different from that of those not working.

This group is also unique in that it was composed largely of the chronically unemployed. A few were not interested in working, but all were supposed to be registered with WSES. Registration each week was mandatory. Failure to register endangered eligibility for public assistance. However, only a relatively small proportion had worked in recent months or even years. More than any other group these individuals represented economic and social failure. They were older than any other group, although none could be as old as 65. They were less educated, had poor work history and lacked skills. Most had been marginally employable at best for many years. Some had never worked, although few were very young (age 16-21).

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<sup>1/</sup> By the time of the interview, some persons were receiving AFDC or OAA because they had become eligible for a Federal category of assistance since the list of General Assistance recipients on the work-training project was prepared by the DPW.

These were not the only dependent persons interviewed, and they are not representative of welfare recipients generally. They are the residual group of dependent persons who are not eligible for a Federal category of assistance. Other dependent persons, particularly in the household survey, were interviewed. Those assigned to the work project were the only ones defined by the welfare department as "employable."

**B. Socio-Economic Characteristics**

There are in effect two primary groups of persons who were assigned to work projects: 1) the "young," those persons under 55. These accounted for 47 percent of the total--39 percent of the males and less than 56 percent of the females; and 2) the "old," those between 55 and 64. This age category represents 53 percent of the total group, and over 61 percent of the males. Obviously, unlike men and women found in the household survey and casual settings, these were not persons in the prime working ages. Although slightly more than 32 percent were between 45-54 (29 percent of males and 36 percent of females) even these were more like the older group than the younger in terms of health, work history and education.

Although some of those found on the lists provided by WSES tended to be an even older population, proportionately a larger number of the persons on work projects were older than those on the WSES list. The age distribution of this group can be seen on Table 12.

Table 12

Age Distribution of DPW Work Project Group,  
by Sex (in percents)

Age Group	Total	Sex	
		Male	Female
Total number	(188)	(96)	(92)
Total percent	100.0	100.0	100.0
16-18 years	1.1	-	2.2
19-21 years	-	-	-
22-24 years	<u>a/</u>	-	1.1
25-44 years	12.8	9.4	16.3
45-54 years	32.4	29.2	35.9
55-64 years	53.2	61.4	44.6

a/ Number too small to compute percent.

Also, unlike the persons found in households and casual settings, this group had a proportionately higher number of white persons. The ethnic composition of the work project group was white (60 percent), Negro (38 percent), and Spanish-American (3 percent). It is difficult to understand why there were these differences in ethnic groups.

The persons were about evenly divided between men (51 percent) and women (49 percent) as can be seen in the following table.

Table 13

Sex and Ethnic Distribution of DPW Work Project Group

Sex and Ethnicity	Number	Percent
Total	188	100.0
Total white	112	59.6
Male	60	31.9
Female	52	27.7
Total Negro	71	37.8
Male	33	17.6
Female	38	20.2
Total Spanish-American	5	2.7
Male	3	1.6
Female	2	1.1

Like the persons found in casual settings, however, these were largely single, unattached persons. Roughly 60 percent lived alone. Only slightly over 21 percent were married, and 30 percent had never been married. A higher proportion of men, however, were married than women, 38 percent compared to 4 percent, respectively. In fact, proportionately more men in this group were married than those found in casual settings, but less than those found in any other setting. On the other hand, more women were divorced than men; 28 percent were divorced compared with 12 percent of the men. The overall picture, however, for both men and women is of a lonely, unsuccessful existence. Unlike the unattached person of prime working age, these persons were not in and out of the job market. By and large they were out of the job market altogether.

Like other groups they were poorly educated--even less well educated than those found in settings in which the persons were younger. Only about 9 percent had finished high school, and almost 73 percent had only an eighth-grade education or less. Very few had had any training in the past five years to help them become more employable, except adult basic education. Thirty or 16 percent had had some basic education in the past five years, 10 had received prevocational training, and 6 vocational training. Although this group had more basic literacy training than any other group, they did not have as much vocational training. In the total population surveyed 13 percent had had vocational training in the past five years compared to 3 percent of this group.

Approximately one-half of this group were born in Wisconsin, and only about one-third were born in southern states. Of the remaining 17 percent, most had been born in North Central states, including a significant number who were born in Illinois. These had moved to Wisconsin. Over 90 percent had been in Milwaukee ten years or more. A higher proportion were long-term residents than in any other group. At the same time they were the poorest.

As would be expected, income for these households was very low, and almost all came from households in poverty. The following shows the distribution of the estimated yearly income of the households in which they lived:

- ... 134 or 71.3 percent received less than \$1,800 per year
- ... 28 or 14.9 percent received between \$1,800 and \$3,600 per year
- ... 15 or 8.0 percent received more than \$3,600 per year, and
- ... 11 or 5.8 percent did not answer

Even though a large percent were single, annual incomes were extremely low. In only 12 percent of these households was there another person fully employed. This is not surprising in view of the fact that such a large percent of the total group were single individuals. Other sources of income in the households, except public assistance, were minimal. Sources of income by households were as follows:

- ... 93.6 percent received public assistance<sup>2/</sup>
- ... 6.4 percent received Social Security
- ... 4.3 percent received contributions from other agencies
- ... 3.2 percent had income from gambling
- ... 1.5 percent received alimony, pensions, or money from friends and relatives

It is interesting that while all in this group had very limited income they did not have any substantial debt; only 11 percent had debts in excess of \$100. This may be related to the fact that they had no assets or resources upon which to establish any kind of credit.

The socio-economic position of this group is also reflected in their living arrangements. Even men found in casual settings were twice as likely to live in a house that was owned. Some 45 percent were roomers, boarders or living in furnished apartments, only 5 percent lived in homes owned by the head of household, and about 50 percent rented unfurnished homes or apartments. Over one-half were paying less than \$50 a month for rent and utilities, 18 percent \$50-\$75 a month, and 17 percent over \$75 a month.

#### C. Employment History and Status

This group was composed largely of the chronically unemployed. Of the 188 persons, 170 in this group had worked, but almost all (91 percent) had been out of their last job for over a year. Fully one-half had not worked for over five and one-half years or had never worked. Another 38 percent had not worked from one and a half to five and a half years, and 13 percent had not worked from January 1965 to October 1966. Specifically:

- ... 18 or 9.6 percent had never worked
- ... 75 or 39.9 percent stopped working during 1960 or before
- ... 72 or 38.3 percent stopped working between 1961 and 1964
- ... 11 or 5.9 percent stopped working during 1965
- ... 11 or 5.9 percent stopped working during 1966

Of those who had worked since January 1965, twenty-six different jobs were held by 20 men. These jobs primarily had been as laborers, but some six had been service-type and operative jobs. The nine jobs held

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<sup>2/</sup> Although all were on public assistance when they were referred for interviews, 6.4 percent reported they were no longer receiving public assistance payments at the time they were interviewed.

by women who had worked in this period had been almost exclusively in domestic service.

Despite this poor work history, almost all (95 percent) said they wanted to work. Some two-thirds reported that they had looked for work since becoming unemployed but one-third had not looked.<sup>3/</sup> Of those who had not looked, 60 percent reported they had not looked because of illness; 19 percent because they were in a training or work program. (Thus the work project itself was the reason for not looking.) Four felt they were unemployable, and three reported that care of dependents kept them from looking.

Those who did seek work had been looking unsuccessfully for a long time. Of the 126 who had sought work since becoming unemployed:

- ... 76.2 percent had been looking for over one year
- ... 5.6 percent had been looking from 27-52 weeks
- ... 3.2 percent had been looking from 15-26 weeks
- ... 1.6 percent had been looking from 10-14 weeks
- ... 4.0 percent had been looking from 5-9 weeks
- ... 4.8 percent had been looking from 1-4 weeks

Of the total 188, the efforts to find work appeared to the case analysts who interviewed them to be persistent in only 12 percent of the cases, sporadic in 25 percent and indifferent in 22 percent. Only 4 percent seemed actually unwilling to work. However, 33 percent were not looking at all.

Clearly, the majority of persons on work projects in Milwaukee represent a long-term, hard-core nonworking population. They have tried to find work, but most (about three-fourths) no longer make a concerted effort. They are discouraged: 26 percent of those not persistently seeking work felt that they were unemployable, and 16 percent reported that health problems limited their search for employment. Among men there was a higher proportion who felt unemployable than among the women. Women most frequently said health problems were the things that limited their efforts to look for employment.

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<sup>3/</sup> It is obvious that for this one-third, registration with WSES did not constitute "looking for work." It was undoubtedly a pro forma activity mandatory for receiving assistance.

Although not actively seeking work, this group was more willing to do hard or menial labor than any other. Of women, 12 percent wanted domestic service jobs compared with less than 8 percent of all women. Similarly 15 percent of the men wanted laboring jobs compared with only 7 percent of all men.

A wide variety of jobs had been sought by individuals looking for work. In rank order the jobs sought were: service jobs, operative jobs, general labor jobs, clerical or sales jobs, private household jobs, craft or skilled trade jobs. Service jobs, although most frequently sought, were of a menial nature such as car washing, clean up, garbage disposal and the like.

Frequently job applicants were rejected. Of those who had applied, 109 had been rejected. The reasons they believed they had been rejected were as follows:

- ... 61.8 percent said that the employer felt they were too old
- ... 40.2 percent said that the job was filled
- ... 35.3 percent said they lack the necessary skill or failed the employment test, and
- ... 18.6 percent said that poor health prevented their being hired

Racial prejudice, lack of experience, or other reasons were given in only a very few other cases.

Only 18 individuals refused jobs offered to them, and of those who did, the most common reasons given were either that the pay was too low or they did not like the job. Those jobs offered and turned down because of wage must have been very low paying. Most of this group was willing to work for low wages: almost 68 percent of the 137 who responded to a question on minimum wage acceptable said they would work for less than \$1.50 per hour, and 16 percent said under \$1.25. However, almost 43 percent of the men felt that \$1.76 or more was a minimum. Even these are not high rates in an industrial northern city that is highly unionized. Seventy-six percent of the group felt they were qualified for the job they wanted (e.g., service workers, operatives, laborers, and clerical workers) but only 21 percent felt they could get such a job. The main deterrents as they perceived them were age (32 percent), health (19 percent), and lack of training (17 percent).

There were 126 persons, or 67 percent, who had ever looked for work. Illness was the most frequent reason for not looking. Fifty-seven percent of the 188 reported that they were actively registered with the WSES, and an additional 10 percent had been registered, but to no avail. It was not possible to ascertain the reasons why this was so, since all are required to register.

In view of the age of this group, their poor work history, and the impediments they have to competing in the labor market, it is likely that most will continue not to work except in work projects.

D. Impediments to Employment and Services Needed

Almost all of this group have serious impediments to working, and most have multiple impediments. The principal problems that served as impediments to employment were:

- ... 67.0 percent, lack of skill
- ... 42.6 percent, advanced age (over 54 years)
- ... 37.2 percent, chronic illnesses
- ... 22.9 percent, physical impairments
- ... 9.6 percent, poor work history

Furthermore, one-fourth of the persons felt that employment opportunities did not exist for them. Thus, it is not surprising that for one out of six lack of motivation was judged as an impediment to employment. In addition to lack of motivation and serious problems, there were others not as frequently mentioned:

- ... 9.0 percent, functional illiteracy
- ... 8.0 percent, excessive use of alcohol
- ... 6.9 percent, psychiatric problems
- ... 6.4 percent, transportation

In addition there were a variety of other impediments that were only reported for a few people (less than 3 percent) including: difficulty in getting along with people, arrest records, dental problems, personal habits and relationships.

In view of these problems it is obvious that a wide variety of services were required by this group if they were to become employed. These services include:

- ... 65.4 percent, vocational training
- ... 58.5 percent, employment counseling, testing, counseling, etc.
- ... 53.2 percent, medical care
- ... 33.0 percent, social service counseling
- ... 33.0 percent, educational services
- ... 10.1 percent, psychiatric services
- ... 5.9 percent, transportation

It would appear, however, that for a significant portion of this group, interventions of any kind will not substantially contribute to moving them into gainful employment. Their age and poor work histories are major barriers that cannot be erased. At the same time, for another segment, primarily the younger group, services are needed. For this group a range of services are required, principally vocational training, counseling and job placement, medical care, social work counseling to help them overcome personal and social problems, and programs to help them gain further education.

## VIII. PROBLEMS AND SERVICES REQUIRED FOR THOSE NOT WORKING

### A. Problems

One of the primary purposes of this study was to identify the impediments to employment and the services needed if persons not working were to be brought into the labor force and employed. The in-depth interviewers were instructed to determine, on the basis of all the information obtained in the interview, what problems constituted impediments to employment. They were instructed to record only those problems which might stand in the way of employment, therefore those accounted for cannot be considered inclusive of all the social, health and economic problems confronting those interviewed.

The 1,479 individuals studied were affected by many conditions and had many problems which had important bearing on their employability and active functioning in the economy, as shown in Table 14.

In addition to the major problems shown in this table, those interviewed reported the following problems in proportions of less than 3 percent as impediments to employment: military obligation pending, lack of familiarity with city, incompatibility or rebellion against authority, narcotics addiction, garnishments, serious marital discord, and need to care for dependent individuals (other than children).

These problems were not mutually exclusive and one person might have several problems. Some problems were much more likely to be found in persons interviewed in one setting than another, and variations corresponded with differences in the general characteristics of the groups. Most of the problems have been discussed in detail in other sections of this report and are summarized here.

The lack of sufficient skills necessary to secure employment stands out as the most prominent problem. It affected 58 percent of all persons not working who were studied. This lack was somewhat more prominent among women (61 percent) than men (54 percent). Although it is likely that many of those found to be lacking skills could have been employed at some task requiring little or no training, they were hampered in acquiring work requiring any special knowledge and ability which would have been more meaningful and remunerative to them. At the same time most aspired to jobs which require some skill training (e.g., operatives, clerks, salesmen and service workers.)

Table 14

Problems Considered to be Impediments to Employment, by Sex

Problems	Total		Sex	
	Number	Percent	Male	Female
Total number	(1479)		(693)	(786)
<b>A. <u>Education, employment and skill problems</u></b>				
Lack of skills	( 855)	57.8	53.4	61.2
Poor work history	( 175)	11.8	16.5	7.5
Lack of experience and problems related to specific work situation	( 116)	7.8	7.8	7.6
Functionally illiterate	( 80)	5.4	7.2	3.8
Lacks knowledge of English	( 61)	4.1	5.5	2.9
<b>B. <u>Health problems</u></b>				
Chronic illness	( 190)	12.8	13.1	12.6
General health problems	( 128)	8.7	6.3	10.7
Physical impairments and handicaps	( 122)	8.2	11.0	5.9
Alcoholism or heavy drinking	( 111)	7.5	15.2	- <sup>a/</sup>
Psychiatric disorder	( 81)	5.5	8.1	3.1
<b>C. <u>Motivational problems</u></b>				
Apathetic, lacks motivation	( 225)	15.2	20.3	10.6
Feels opportunity doesn't exist	( 180)	12.2	15.9	8.5
Easily discouraged	( 90)	6.1	7.2	5.0
<b>D. <u>Miscellaneous problems</u></b>				
Child care	( 391)	26.4	- <sup>a/</sup>	48.7
Advanced age	( 188)	12.7	16.2	9.7
Transportation	( 97)	6.6	5.5	7.5
Arrests and convictions	( 82)	5.5	11.1	- <sup>a/</sup>
Personality problems	( 58)	3.9	4.5	3.4

<sup>a/</sup> Numbers too small to compute percentage.

The second most prominent problem reported was the lack of day care for children. Nearly half, 49 percent, of all the women needed day care services or other appropriate care for children in order to work. Most did not have other persons in the house who could care for children.

This is a problem of considerable magnitude. There were 442 women in households with children under 16 years of age. These were usually the mothers of the children, but also included older daughters who had been given responsibility for children, or other female relatives or friends living in the household. These households contained 1,767 children or an average of 4 children per household. Many were young children; over five-sixths were under 12 years old.

The third most common problem was lack of motivation. Twenty percent of the males and 11 percent of the females were discouraged, apathetic or lacked motivation to seek work. For many this meant that they did not really believe that the opportunity for employment existed for them. For a number of the older interviewees it is clear that the opportunity did not exist and for many of the younger ones opportunity was severely limited by their lack of skills and experience.

A variety of health problems and conditions impaired the employment of a substantial segment (35 percent) of those surveyed. Although many of them were receiving treatment, poor health was an important factor in their being without work. There were 13 percent of those interviewed who had chronic illnesses such as diabetes, tuberculosis, hypertension and asthma. These were most likely to be found among the older persons but were not uncommon among those of prime working age. Although persons with chronic illnesses like asthma or diabetes often are fully employed, the type of work such persons can do is limited. Therefore, such persons need special consideration.

Transportation, which has been found to be a problem in other communities, was a minimal problem. Only some 7 percent had problems of transportation. This is no doubt due to an adequate public transit system in Milwaukee.

Some problems which affected relatively small numbers of people were of considerable weight when they occurred in terms of a constellation affecting their work. The following discussion illustrates several such constellations.

There was a significant number of persons, 17 percent of the men and 8 percent of the women, with poor work history. Poor work history included excessive absenteeism, frequent changes in jobs, and inability to get along

with fellow workers and supervisors. Of those problems which might have contributed to the poor work history it was found:

- ... 15 percent of men and a negligible number of women had problems related to the excessive use of alcohol
- ... 8 percent of the men and 3 percent of the women were considered to have psychiatric disorders
- ... 16 percent of the men and 9 percent of the women felt no opportunity existed, and
- ... less than 5 percent of either men or women had specific personality problems such as incompatibility with other persons, rebellion against authority, or inability to follow rules which would affect their ability to adapt to the world of work

It is apparent that these difficulties on the job may be symptomatic rather than causal. If they are to be dealt with, the causal factors must be understood and dealt with directly by persons having appropriate professional skills. For example, a man may have had excessive absences due to heavy drinking. The drinking itself may be a symptom of psychiatric disorders or of a feeling that opportunity does not exist. Such problems must be diagnosed and dealt with by persons skilled in psychiatry and mental health. They are not amenable to employment counseling alone, but require special consideration.

Another constellation of problems includes those which are beyond the control of the individual and would require a change in the social or economic system. Racial prejudice in hiring workers is an obvious example which could be corrected through the universal application of equal employment opportunity policies. Such a change in the system could affect many of the Negroes interviewed of whom about one-quarter felt that prejudice had been a factor in their having been rejected for jobs for which they had applied. There was evidence that a substantial effort was being made by Milwaukee employers to hire more minority group members on an equal opportunity basis.

Prejudicial practices with respect to hiring older workers is another example. Some 16 percent of the men and 10 percent of the women were too old to be successful in seeking a job. Since age cannot be reversed, only a reversal of policy related to hiring practices of the aged could help this group. It is also likely that unless Social Security regulations were changed to allow older persons to earn larger sums of money in a year, changes in hiring practices would only be minimally successful.

Changes in hiring policies related to persons with arrests and convictions, garnishments, physical impairments; failure in passing qualifying examinations,

lack of a high school diploma and imminent military obligation would also be effective in increasing the manpower supply. Although only a relatively small number were affected by any one of these problems, they were significant in total as follows:

- ... 11 percent of the men had records of arrests or convictions, garnishments, and other legal problems including pending support actions
- ... 11 percent of the men had physical impairments
- ... 7 percent of the men were functionally illiterate and probably could not have passed qualifying tests
- ... 2 percent of the men reported that pending military obligations stood in the way of their employment

These constellations of problems need to be dealt with in relation to one another and in context.

#### B. Services

The two major needs which were evident in about 60.0 percent of all those studied were directly related to employment and vocational training. Men and women required the same services, except of course, child care. However, the proportion of problems found are greater than the proportion of those needing services. This discrepancy between the problems considered to be impediments to employment and the services recommended is accounted for by the fact that services were recommended only when it was believed that they would actually facilitate employment. For example, day care services were not recommended for all those having a child-care problem because some children were too young or had special problems which would have precluded their placement in day care facilities. The services needed are listed in Table 15.

For those needing services an assessment was made of whether the persons being interviewed were aware of any service in the community which might be available to them, whether they were currently making use of the service, or whether they had used it in the past. It was found that there was a relatively low rate of utilization of many services even when there was an apparent awareness that services existed. Although individuals were questioned as to whether they knew of such a service in the community, their responses should not be interpreted to mean that these services were or were not, in fact, available to them through existing community facilities. For example, women usually knew that child-care services existed in the community. However, it is not known whether such services were in fact available in terms of openings. Inasmuch as a study was not made of the community service systems or of their adequacy or accessibility to the poverty population, definite conclusions in this regard cannot be made from this survey.

In this context the services are discussed in the following section of this chapter.

Table 15  
Service Needs of Men and Women Not Working

Service Needs <sup>a/</sup>	Total		Male Percent	Female Percent
	Number	Percent		
Total number	1,479		(693)	(786)
Employment	874	59.1	63.8	54.2
Vocational	841	56.9	52.8	60.0
Educational	412	27.9	31.5	24.4
Social services and counseling	394	26.6	37.4	16.8
Child care	334	22.6	- <sup>a/</sup>	41.7
Medical outpatient	334	22.6	23.8	21.4
Mental health	99	6.7	9.8	3.8
Transportation	84	5.7	5.1	6.2
Legal	50	3.4	4.6	2.2

<sup>a/</sup> Other services required by less than 3 percent of those interviewed included hospitalization, homemaker and dental care.

### 1. Employment Services

There were many people in need of a variety of employment services--including counseling, guidance, testing and placement service--who reported that they had not made use of such assistance as existed for them in the community. Of the 874 persons who needed employment services:

- ... 40.5 percent indicated that they were aware that such services existed but had not used them
- ... 27.6 percent were currently utilizing the services
- ... 17.7 percent had utilized such services in the past, and
- ... 14.1 percent were not aware that such services existed

It should be noted, however, that only 35 percent of the 442 men and only 20 percent of the 426 women, who were considered to need this array of employment services, were currently receiving them. This is so even though over 80 percent of those looking for work indicated that they were or had been registered with the State Employment Service.

## 2. Vocational Services

Vocational and prevocational training and related services were needed by the majority of those studied. Most of them were not only poorly educated in terms of formal schooling but also lacked any sort of special vocational training either on or off the job. This is true in spite of Milwaukee's extensive vocational and technical school facilities. It is most interesting that most of those who needed this kind of training had some awareness of these facilities even though they had not used them.

Of the 841 people who needed vocational services:

- ... 79.8 percent were aware that such services existed but had not made use of them, only
- ... 6.5 percent were currently utilizing a vocational service
- ... 6.9 percent had utilized such services in the past

There were no particular differences between the men and women with respect to awareness and utilization of vocational services.

## 3. Educational Services

Those interviewed were frequently found to be poorly educated and in need of additional educational services. Their needs ranged from adult high school to literacy training and other forms of special education. Thirty-two percent of the men and 25 percent of the women were found to have a need for educational services. Of the 412 persons in need of educational services:

- ... 61.2 percent were aware of educational services such as the Vocational and Technical School in the community but had not used them
- ... 14.6 percent were currently using some such service, and
- ... 7.3 percent had used such services in the past; however,
- ... 16.7 percent were not aware that such services existed

It is notable that almost one-quarter of the men and one-fifth of the women were receiving or had previously received such educational services.

## 4. Day Care

Among the 786 women in the study,  $328 \frac{1}{2}$  or 42 percent required day care services or some adequate child-care arrangement for their children if

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$\frac{1}{2}$  The remainder of the homemakers have a relative or other person in the home who might help provide child care.

they were to become employable. This represents 74 percent of the 442 women in households with children who indicated that they would like to work. Of the 328 women needing day care services, 117 were looking for work and 193 were not looking. Of all women needing day care for their children:

- ... 72.3 percent were aware of day care services in the community although they had not used them; but only
- ... 0.6 percent were currently using such service and another
- ... 1.2 percent had used these services in the past
- ... 25.9 percent did not know that such services existed

#### 5. Social Services

Social services and counseling to help with personal and family problems were required by 37 percent of the men and 17 percent of the women to enhance their employability. Some of these problems were related to the poor motivation and discouragement exhibited by many persons. Of the 394 people needing counseling and related social services, one-quarter indicated an awareness of such services although they had never used them, and just over 10 percent had ever made use of the services. About two-thirds were unaware that counseling and social services, which could be helpful to them, were available in the community.

#### 6. Health Services

Health services were needed to deal with medical problems standing in the way of employment for over one-fifth of the persons studied. Nearly all who needed them were aware that medical services existed in the community and the majority of them were under care. About 56 percent of the men and women needing these services were currently receiving some medical care and about 21 percent had used these services in the past.

Mental health or psychiatric services were considered to be necessary for 10 percent of the men and 4 percent of the women. Of the 99 persons needing such care, about 13 percent were currently receiving service and 20 percent had been under care in the past. However, 46 percent were not aware of a service available to them and 19 percent had not used the service even though they indicated an awareness.

#### C. Multiplicity of Problems and Service Needs

Those interviewed not only had many problems and needed many services, but their needs were usually multiple. Of the 1,479 people interviewed only 95, or 6 percent, were considered by the case analysts to be without any problems. All the others had at least one major problem related to

their employment potential. About 37 percent, or 548 persons, had only one such problem, but the majority had two or more:

- ... 496 or 33.5 percent had two problems
- ... 340 or 23.0 percent had three or more problems

As is apparent from the multiplicity of problems, no single service could meet the needs of this population when used in isolation; often the success of one service may be dependent upon another. To illustrate, among the other services required by 412 individuals needing special education programs were the following:

- ... 301 also needed vocational services
- ... 275 also needed employment services
- ... 113 also needed social services counseling
- ... 106 also needed medical outpatient services
- ... 62 also needed day care services
- ... 35 also needed transportation services
- ... 20 also needed psychiatric services
- ... 17 also needed medical inpatient treatment
- ... 12 also needed legal services

It may often be that in terms of the requirements of particular individuals one service may have to precede others. For example, the poorly motivated person or one unfamiliar with community services may require an outreach program which includes social and vocational counseling before he becomes actively involved in a training program or seeks a job. From other studies it is known that many persons may be in contact with one or more agencies. They usually receive only a single service from each rather than the several they might need in unison. <sup>2/</sup>

#### D. Awareness and Use of Community Service Agencies

The knowledge of community agencies by those interviewed and the use of such agency service by members of the households of those interviewed was ascertained by the interviewers. This was done in two ways: first, the use of certain agencies was brought out during the course of the nondirective interview and recorded; and second, at the close of the interview inquiry was made as to whether those agencies not previously named had been used by members of the household. The agencies are listed in Tables 16 through 18 and cover employment-related programs, OEO financed programs and other health and welfare programs.

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<sup>2/</sup> Greenleigh Associates, Inc., Home Interview Study of Low-Income Households in Detroit, Michigan (New York: 1965) p. 104.

Certain agencies were well known and had been used by a considerable portion of those in households interviewed. Other agencies were known but had not been used extensively, still others were neither known or used. To illustrate, the Wisconsin State Employment Service was known to 95 percent of those interviewed and had been used by the households of 59 percent of them; the Milwaukee County Hospital was known to 96 percent and had been used by someone in the household of 58 percent of those interviewed. The Milwaukee Vocational School, however, although known to 94 percent of those interviewed, had never been used by anyone in 65 percent of the households. The Inner City Development Project, an antipoverty community action agency, was not known to almost 69 percent of those interviewed and had been used by only a handful. Similarly, the day care services were known to only a little over a third but had been used by scarcely any.

The fact that many agencies either were not known or, if known, were not used, has very important implications for program planning. This suggests that strategies must be developed which will engage the service agencies with the clients they are supposed to serve. Of course, the services must also be adequate in terms of quantity and be of such quality and design that they can effectively serve the population needing them. If they are to prove efficacious in helping to solve the manpower problem as well as in alleviating the problem of those in poverty, an active effort must be made not only to make the services known but to assure that they are used.

Table 16

Knowledge and Use of Community Services by Households,  
OEO Financed Programs

Name of Service Agency	Total Number <sup>a/</sup>	Total Percent <sup>b/</sup>	Programs Known			Programs Not Known	
			Total Known	Never Used by H. H. <sup>c/</sup>	Currently Used by H. H. <sup>c/</sup>		Previously Used by H. H. <sup>c/</sup>
Head Start	(1396)	100.0	43.0	35.9	2.9	4.2	57.0
Inner City Development Project	(1396)	100.0	30.8	26.7	1.7	2.4	69.2
Day Care Services	(1396)	100.0	37.7	36.7	0.3	0.7	62.3
Legal Services, Inc.	(1396)	100.0	26.2	25.5	0.4	0.3	73.8
Remedial Reading - Children	(1396)	100.0	22.0	19.0	1.2	1.8	78.0
Adult Basic Education	(1396)	100.0	47.9	40.6	3.7	3.6	52.1
Upward Bound	(1396)	100.0	6.5	6.0	0.4	0.1	93.5
Job Corps	(1396)	100.0	53.6	52.1	0.1	1.4	46.4
Youth Opportunity Center	(1396)	100.0	53.7	43.8	4.0	5.9	46.3
Neighborhood Youth Corps	(1396)	100.0	29.9	27.8	0.7	1.4	70.1
Project OFF	(1396)	100.0	26.9	19.8	3.6	3.5	73.1

<sup>a/</sup> There were 1396 households from which 1479 individuals were interviewed.

<sup>b/</sup> Total percent is the sum of "total known" and "programs not known."

<sup>c/</sup> H. H. stands for households and useage is for all household members.

Table 17

Knowledge and Use of Community Services by Households,  
Employment Related Programs

Name of Service Agency	Total Number <sup>a/</sup>	Total Percent <sup>b/</sup>	Total Known	Programs Known			Programs Not Known
				Never Used by H.H. <sup>c/</sup>	Currently Used by H.H.	Previously Used by H.H.	
Wisconsin State Employment Service	(1396)	100.0	95.2	36.6	27.8	30.8	4.8
Milwaukee Urban League	(1396)	100.0	63.9	49.9	0.6	13.4	36.1
MVEOC	(1396)	100.0	15.1	14.4	0.1	0.6	84.9
Milwaukee Vocational School	(1396)	100.0	94.3	64.8	6.3	23.2	5.7
Jewish Vocational Service	(1396)	100.0	34.3	31.4	0.2	2.7	65.7
Goodwill Industries	(1396)	100.0	85.0	72.4	3.7	8.9	15.0
Salvation Army	(1396)	100.0	89.3	77.6	3.5	8.2	10.7
Easter Seal Society	(1396)	100.0	64.9	63.5	0.3	1.1	35.1
Curative Workshop	(1396)	100.0	28.8	27.0	0.1	1.7	71.2

a/ There were 1396 households from which 1479 individuals were interviewed.

b/ Total percent is the sum of "total known" and "programs not known."

c/ H. H. stands for households and useage is for all household members.

Table 18

Knowledge and Use of Community Service Agencies by Households,  
Health and Welfare Programs

Name of Service Agency	Total Number <sup>a/</sup>	Total Percent <sup>b/</sup>	Total Known	Programs Known			Programs Not Known
				Never Used <sup>c/</sup> by H. H.	Currently Used by H. H.	Previously Used by H. H.	
Health Department	(1396)	100.0	90.5	53.1	7.2	30.2	9.5
Milwaukee County Hospital	(1396)	100.0	96.2	37.8	17.6	40.8	3.8
Other Hospitals	(1396)	100.0	75.2	48.0	3.0	24.2	24.8
Milwaukee County Guidance Clinic	(1396)	100.0	26.5	22.3	0.3	3.9	73.5
Planned Parenthood Association	(1396)	100.0	31.8	28.5	1.4	1.9	68.2
Department of Public Welfare	(1396)	100.0	91.8	46.4	31.2	14.2	8.2
Youth Aid Bureau - MPD	(1396)	100.0	43.8	38.3	0.6	4.9	56.2
Northcott Neighborhood House	(1396)	100.0	21.8	20.4	0.7	0.7	78.2
Milwaukee Christian Center	(1396)	100.0	26.7	25.2	0.4	1.1	73.3
El Centro Espanol	(1396)	100.0	7.9	5.5	1.4	1.0	92.1
Legal Aid Society	(1396)	100.0	47.9	41.7	0.6	5.6	52.1
Family and Social Services	(1396)	100.0	39.2	34.9	0.9	3.4	60.8
Youth Serving - YM - YWCA, Boys Clubs, etc.	(1396)	100.0	86.1	62.7	6.9	16.5	13.9

<sup>a/</sup> There were 1396 households from which 1479 individuals were interviewed.

<sup>b/</sup> Total percent is the sum of "total known" and "programs not known."

<sup>c/</sup> H. H. stands for households and usage is for all household members.

## IX. CONCLUSIONS

### A. Introduction

On the basis of the findings described in the foregoing chapters there are a number of conclusions that can be drawn. Some of these conclusions have implications for determining those in the community who are not working. Others relate to the major questions asked in this study: Who is not working in the tight labor market area? What impediments stand in the way of the entry of these persons into the labor market? What are the implications for program planning and development of strategies to bring those not working into the labor market?

It is important to point out, however, that the people in only one tight labor market community were studied. The inferences which can be made in regard to other tight labor market areas are thus limited. It is possible that in another tight labor market with less vertical industrial diversification, larger numbers of persons not working might have been found. It is also possible that the socio-economic characteristics of the poverty population would differ from community to community and thus affect those who would be found "not working."

A further limitation is that no study of community services related to employment was made. Thus conclusions with respect to the adequacy of community programs to deal with the problems of the persons interviewed must be restricted to those inferences which can be drawn from what was reported.

### B. Conclusions Relating to Who is Not Working in a Tight Labor Market Area

There was no large pool of readily available manpower in the community studied. However, there was evidence that some able-bodied persons who have no obvious or serious impediment, such as a physical disability or child-care responsibilities, are not working. A number of those persons were of prime working age and had been employed recently; they would most likely go back to work as soon as their limited financial resources were dissipated. It is likely that this group of persons constitutes a fairly stable group in terms of numbers but a constantly shifting population in terms of who is or is not working at any given time. That is, some will be dropping out of employment temporarily at the same time that others are taking jobs. Thus, it is probable that at any given time about the same number of persons, though not the same ones, could be found if the market remained the same. There may be seasonal variations in the size of this group.

There were four major groups of persons not working found in Milwaukee. These same groups would be likely to be found in other tight labor markets or in any urban area but not necessarily in the same proportions. These four groups include:

1. A relatively young group of people who have been employed recently but who are voluntarily idle and could get a job if they wished, i. e. , those described in the preceding paragraph. The job, however, would not necessarily be the one they most desire nor pay a wage rate that was considered satisfactory. This group, though employable, has limited skills, and therefore a relatively poor bargaining position in the labor market. This group has few other impediments to entering the labor market, but may continue to work with frequent breaks. Many are of prime working age, are single, and move in and out of employment as economic necessity dictates. A number of these would probably be included in the labor force data because they had looked for work recently.

2. Those who are older or retired and have not worked for a considerable period of time. They lack skills and a relatively large proportion are unattached, single individuals. Fifteen or twenty years ago they might have resembled the first group in many respects; however, unlike the first group, many have withdrawn from the world of work. At the same time some of these persons would be counted in labor force data since they were currently registered with the employment service.

3. The third group are the youths and the men of prime working age, who want to work but cannot find work due to their lack of skills or work experience. Some are recent migrants, who are looking actively for work. Some have been unemployed for a relatively short period of time. Nearly all need skill training and some require other services. This group has the greatest potential for becoming an active part of the work force and being trained as workers if they are provided the services they need.

4. The fourth group are the women who want to work but cannot work because they have child-care responsibilities. Many also lack skills. They could presumably be moved readily into the labor market if child-care facilities were available. These women are of prime working age; a number are dependent on public welfare and are unable to become independent without help.

### C. Conclusions Relating to the Enumeration of Persons in Poverty Areas

1. Youths, women and a few men of prime working age living in poverty neighborhoods can be found and enumerated in a household survey. However, such a survey will not identify a substantial proportion of males 25-54 years of age who are not working.

2. Many men of prime working age can be found by interviewing those in casual settings such as bars and poolrooms. This method, however, has basic weaknesses and problems. It is not possible to determine the size of the universe from which the men are drawn. Therefore, it is not possible to know when a sample is large enough to be reliable. Despite this it is believed that a gross estimate of the size of the universe could be approximated for policy purposes even though it would fall short of the goals of a census. Since the persons found in casual settings generally gave an address and since these addresses proved to be valid, it would be possible to place this sample back into the community and into households. If concurrently a household study were undertaken, a gross estimate of the size and nature of the universe from which males in casual settings are drawn could be determined by coupling known characteristics of the persons found in the household survey with those found in a survey of persons in casual settings.

3. Older persons can be found on the long-term rolls of the public employment service and from public assistance. However, since in most communities those who are on public assistance and deemed employable are also on the employment service lists, only one source is necessary. It is important, however, to note that many older persons on the employment service list were from neighborhoods outside those considered poverty neighborhoods.

#### D. Conclusions Regarding Problems and Services

1. The major impediments to entry into the labor market and employment are: for men, lack of skills coupled with lack of motivation; for women, lack of skills coupled with lack of child-care facilities. There is evidence that lack of skills and poor motivation represent a vicious cycle: The kind of job wanted is often beyond the reach of the individual because he lacks skills; he becomes discouraged; he does not seek training and may cease looking for work.

There are a number of other impediments, such as age, health, past records of arrests or convictions, personality problems, poor work history, lack of experience, and poor educational attainment. Some of these are amenable to services and others are not.

There are both internal and external conditions which serve as impediments to the employment of many of those interviewed. That is, there are those problems peculiar to the individuals, such as lack of skills or poor health. There are also external obstacles, imposed by particular employers, such as discrimination in hiring practices with respect to age or race. Both types of impediments must be taken into consideration in planning programs to bring more of those not working into the labor force.

The majority of persons have more than one impediment. There are some persons who would or could not enter the labor market even if a variety of services were made available. It is estimated that perhaps 50 percent, however, could be brought into the labor market if a variety of related services were made available.

The implications for programming of services to deal with these problems fall outside the normal activities of persons who are directly concerned with solving manpower problems. It is also possible that, in manpower terms, persons with certain constellations of problems may be hopeless, or that services cannot successfully meet their needs. This is not a judgment which can be made from this study but the possibility should be taken into consideration by persons charged with solving manpower shortages. The question is, how much time and effort should be expended in trying to bring certain kinds of persons, with a given constellation of problems, into the labor market?

2. Strategies for dealing with the problems of this population must be varied according to community goals. For example, if the employment of more women with children is to be encouraged, certain programs will need to be developed. Day care centers, if free or inexpensive, would make it possible for more women who want to work to enter the labor market. However, if these women are to be more than marginally employable, they also need vocational training. Thus strategies to help women become employed will depend on whether goals are long- or short-range and on the types of jobs which are available. It should also be noted that development of additional day care facilities would also create an additional demand for manpower.

3. The lack of community programs to deal with the problems of this segment of the population or the failure of this population to use existing services were major factors impeding the active participation or even the entry of many into the labor force. In a tight labor market this constitutes a major deterrent to the economy of the community and the nation. It also represents a waste of potential factors of production which has an inflationary effect upon the economy.

The presence of a service in the community cannot be equated with use of the service. Therefore, strategies dealing with problems must make the service physically, psychologically and economically available. This may require taking an individual to a service or taking a service to an individual. It may mean giving individuals an allowance which would enable them to take advantage of a service. It may mean developing ways of breaking down the distrust of individuals in terms of what the community as a whole has to offer.

The disparity between the need for services and their actual use, even when those who needed them knew of their availability is evidence of a significant problem. This represents an apparent breakdown in communications and utilization which can be overcome only through special programming. For example, over half of those not working needed vocational training to improve their skills. They also indicated that they knew that a vocational school existed and generally appeared to know its purposes and programs. However, few of them had attended classes or had become engaged in any training program. It is apparent that a gap exists between the service program and those who need it.

This gap between awareness and use of services may exist for several reasons. For example, reasons for not attending the vocational school may involve one or all of the following:

... Although the vocational school has nominal fees and the school is physically accessible to the poverty population, attendance is not without cost. Clothes, food and transportation costs are beyond the means of some.

... Fear of looking different; for example, not being able to dress as well as the rest of the student body may be a deterrent.

... Women who have child-care problems would not be able to attend classes any more easily than they would be able to work.

... Fear of an unknown and unfamiliar situation such as may be encountered in a large institution may be an inhibiting factor.

... Men who have family responsibilities which they have not assumed may not register for fear of being apprehended for nonsupport.

... Apathy or disbelief that vocational training and employment are really related, or that training will lead to a better job may prevent those in need from making application for such services.

#### E. Strategies or Guidelines for the Provision of Services

1. Individualization of Services - Although some persons surveyed do not require special services to obtain employment, the majority require assistance if they are to enter and remain in the labor market successfully. An individualized outreach program of intervention must be directed at three points:

a. Finding the persons to be served must be done on a person-to-person basis. It cannot be assumed that a public announcement that policies have changed or that jobs or services are available will be effective. To persons who have met with failure in the labor market because of lack of experience or skill or because of discrimination, a mere announcement that conditions more conducive to employment now exist is not likely to be meaningful. The message must be conveyed through an individual approach that is nonjudgmental and that accepts the person where he is.

b. Providing the services after a person has been found requires that the problems and needs of each individual be diagnosed and a plan of services drawn up. Although the actual services may be on an individual or group basis such as adult basic education classes, vocational training classes or group counseling, placement must be highly individualized.

c. Follow-up services will be required by a number of persons after they have been placed in training or on a job. Many of these persons have multiple problems and little experience in dealing effectively with them. A minor setback may cause a major interruption in job-related activities. Thus, it is important that there be follow-up until it is evident that the person has made a permanent adjustment to the world of work. This may require monitoring to make certain that needed services are being used and if not, it may require bringing the person back to these services.

2. Need for Multiple Services - Many of the persons interviewed had multiple problems which require a variety of services. It is not sufficient to provide skill training if a person has a major personality defect. If he is to be helped, he must receive counseling or therapy either along with or preceding skill training. This is also true of persons with physical defects. A person with a disfiguring dental problem cannot hope to be successful, except in the most marginal way unless the dental problem is taken care of. Thus, it is necessary to mobilize a variety of services which can be used for individuals with specific problems.

3. Linkage of Services - The multiplicity of problems and service needs make it necessary to establish a logical progression of services with appropriate linkages between service structures. A person should not finish one service without being brought into contact with another that is needed. For example, in other studies it has been found that adults have been placed in basic literacy classes which have no follow-up in terms of further education or skill training. Although basic literacy in and of itself is meaningful, it may not be sufficient if an adult still lacks vocational skills. Thus a service system needs to be built with progressive steps, a plan for moving persons from step to step and a method for slotting persons into the proper sequence of steps.

4. Responsibility for Assuring Delivery of Services - It cannot be assumed that communication will be automatically maintained between the various components of the service system. One agency should be responsible for maintaining the linkages and moving persons along the system according to a plan. This agency must assume responsibility for re-evaluation of the service plan periodically to make certain that the individual is receiving the proper service at a given time.

5. Accessibility of Services - Plans for services should make provision for bringing services within the physical, financial and psychological reach of the persons to be served. Since the presence of a service in a community is not an indication of use, it is essential that services be brought to the person who is not working. This may mean relocating some services to make them geographically available. It may mean providing stipends which make it possible for a person to take advantage of a service. It may mean changing the psychological or social climate in which a service is provided or helping a person accept the climate as it is.

6. Priorities - In any service system priorities must be established. It will not be possible and it is probably not financially feasible in terms of cost-benefit to consider providing services to everyone who is not working and wants to work. It is suggested that prime consideration be directed toward services for three groups:

- a. The young who are just entering the labor force;
- b. Those who have most recently migrated to find work;
- c. Those most recently separated from employment, if not retired or disabled.

The specific strategies which are undertaken in any community will depend upon whether goals are short- or long-range. If the highest priority is given to solving the immediate manpower shortage, it is possible to bring some persons into the labor market with a minimum of services. On the other hand, if the goal is the long-range one of developing the manpower potential, a more extensive array of services must be provided.

It is suggested that controlled demonstrations that follow the general guidelines which have been outlined, be set up and evaluated to determine whether they are effective in reaching that portion of the population which is not working and bringing them into the labor market.

## APPENDIX A

### REPORTS ON LABOR SUPPLY AND DEMAND IN MILWAUKEE<sup>1/</sup>

<u>Date</u>	<u>Comment</u>
Jan. 1966	"...overall demand for workers remained strong. At the end of the year, there were 3,634 unfilled openings on file; 56 percent of these were on hand for more than 30 days. A shortage of qualified applicants ranked number one as the reason for failure to fill openings. Low wage offers and unattractive working conditions ranked second and third. Also cited, but infrequently, were rigid employer specifications, remote locations, methods of wage payment, etc... Forty-five percent of the orders called for professional, clerical or sales workers. Openings for trainees were plentiful in all of the shortage fields."
Feb. 1966	"...Job opportunities for trainees were plentiful in all shortage fields."
Apr. 1966	" <u>Jobs Plentiful</u> - Some 7,300 jobs were available through area WSES offices during March. At the end of the month, 3,800 remained unfilled. Of this number 55 percent had been on hand for more than 30 days because of the shortage of qualified workers... Employers, in general, showed a willingness to train persons for many of their jobs. Trainees were acceptable on more than one-fifth of all orders received."
May 1966	" <u>Job Seekers Scarce</u> - ... 10-year low of 8,300 (active work applications on file with area WSES offices). Among those registered, only 7,200 sought regular, full-time employment, and of this group, at least one-third had a good chance of early recall. Women accounted for 38 percent of the registration. Slightly more than one-fifth of the job seekers were youth under 22 and nearly two-fifths were over 44."

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<sup>1/</sup> Milwaukee, Ozaukee and Waukesha Counties; populations of 1,345,260 as of July 1, 1965.

SOURCE: Excerpted from Labor Market Letter, issued monthly by Wisconsin State Employment Service, Milwaukee District.

June 1966

"Worker Demand Strong - New job-opening receipts rose from 4,100 in April to 5,000 in May. Total openings available through area offices increased from 7,900 to 10,000. Openings unfilled at end of month rose 900 to a total of 5,800... Most of the orders called for full-time, permanent workers. Job openings were up in all major occupational groups, but showed the greatest gains in the food service, metal working, construction and unskilled classifications. Employers were willing to train qualified entry workers for many of their vacancies. To cope with shortages in the tight market, many firms have relaxed hiring standards, upgraded employees, diluted jobs and lengthened the work week.

Labor Supply Shrinks - ...Active work applications on file with WSES offices in the three-county area dropped from 8,300 in April to 7,100 at the end of May... Forty-two percent of the job seekers were women. One applicant out of seven was interested only in part-time or short-time work. Youth under 22 accounted for one-fourth of the total... Nearly one-tenth of the job seekers were 65 or older."

July 1966

"Job openings decreased moderately in June following the market entrance of graduates and summer workers... The demand for permanent, full-time workers at all skill levels remained strong, with requests for clerical, sales and skilled factory workers showing another increase in June.

MDTA Training Programs - Since 1962, when the Manpower Training Act was passed, 1,862 trainees have completed institutional courses in the Milwaukee area. A total of 189 have completed MDTA on-the-job courses. In addition, 661 trainees are currently enrolled. Four-fifths of the graduates have obtained jobs in their newly acquired skills--in 25 occupational shortage fields."

Sept. 1966

"New Job Openings Up... Job orders for part-time and temporary workers, as well as regular, full-time workers, were up considerably in trade, service and small manufacturing plants. Opportunities were plentiful for part-time machine operators, sales clerks, cashiers, waitresses, kitchen workers, truck drivers, packers, janitors and various office workers.

On many jobs, employers were willing to train new entrants to the market. A strong turnover-replacement demand continued for workers at all skill levels... At the end of August, 4,200 job openings remained unfilled. Nearly half of these called for shortage-occupation workers in the engineering, health, science, accounting, clerical, sales, food service, machine shop foundry and repair fields...

Labor Supply Shrinks - Job applications on file with area employment service offices dropped 1,200 during August to a total of 13,700... Less than 6,000 of the job seekers were adults and of these, four out of ten were women. Eleven percent of all applicants were available only for part-time or temporary work. This group was made up of students, housewives, semi-retired workers, employed persons looking for supplementary jobs and persons on short-term layoffs..."

## APPENDIX B

### OCCUPATIONAL CLASSIFICATIONS

The occupational classifications used in this study correspond with, but are adaptations of those used by the U.S. Bureau of the Census in decennial censuses with one exception, namely, "Clerical and kindred workers" and "Sales workers" are merged into one classification titled "Clerical, sales, and kindred workers."

The following list defines these terms as used in this study:

Professional, technical and kindred occupations refers to those occupations which require substantial educational or technical preparation and would include such fields as science, education, law, photography, optometry, and their related areas.

Farmers and farm managers refers to those who are involved in the actual operation of a farm either as the proprietor or tenant of such or as the manager.

Managers, officials, and proprietors, except farm, refers to those occupations in which individuals hold administrative, or authoritative positions, or who are responsible for the operational functions of specific types of businesses as may be held in office buildings, department stores, trains or ships.

Clerical, sales and kindred occupations include those occupations which have to do with the operation of business machines, filing, typing and general office work connected with business, and those which have to do with the selling of either a product or service such as demonstrators, supermarket checkers and newsboys.

Craftsmen, foremen, and kindred occupations refers to those occupations for which some specialized training or apprenticeship would be necessary to enter the field of work, and ones in which considerable skill would be required in order to maintain the position.

Operatives and kindred occupations refers to occupations such as assemblers, spot welders, packers and wrappers, oilers and fork-lift operators. Also included in this classification would be those who drive trucks, taxis, or other types of vehicles.

Private household workers refers to those individuals who perform tasks of domestic service in private households such as cooks, maids, baby sitters and related work.

Service occupations, other than private household, has to do with those occupations in which tasks are performed that provide useful service to others including food preparation, waitress work, cleaning and laundry work, practical nurses, hospital attendants and related work.

Farm laborers and foremen refers to those occupations in which persons do farm work for others for wages, but also includes those who are unpaid family workers in either the category of a general farm hand or one who oversees the work that is done.

Laborers, except farm and mine, are those who work in the area of general labor where skill in a particular trade is not required.

## APPENDIX TABLES

**Note:** Numbers and percentages of "No Answers" are excluded from tables. Percentages may not add to 100 percent due to rounding or multiple responses to items which were not mutually exclusive.

Table 1

Unfilled Job Openings in Milwaukee, <sup>a/</sup> June 1966

<u>Occupational Category</u>	<u>Openings</u>	
	<u>Number</u>	<u>Percent</u>
Total	5229	
<u>Part-time, temporary, summer work</u>	853	16.3
Professional and managerial	7	
Clerical and sales	106	
Service	367	
Skilled	22	
Semiskilled	11	
Unskilled	340	
<u>Entry occupations</u> <sup>b/</sup>	1169	22.4
Professional, technical, managerial	101	
Clerical and sales	621	
Service	25	
Mechanical	226	
Manual	196	
<u>Full-time jobs (other than entry occupations)</u>	3207	61.3
Professional and managerial:	454	(8.7)
Professional	274	
Semiprofessional	157	
Managerial and official	23	
Clerical and sales:	702	(13.4)
Clerical and kindred	429	
Sales and kindred	273	
Service:	505	(9.7)
Domestic service	168	
Personal service	235	
Protective service	11	
Building service	91	
Skilled	585	(11.2)
Semiskilled	435	(8.3)
Unskilled	526	(10.1)

<sup>a/</sup> Includes Milwaukee, Ozaukee and Waukesha Counties.

<sup>b/</sup> Indicates entry job (no experience but not necessarily no training), or one on which employer will train new employees: refers to full-time jobs.

SOURCE: Data from list of unfilled openings, for most recent date available by occupational code, by occupational code number, in letter of September 29 from Wisconsin State Employment Office, Milwaukee District.

Table 2

Occupations for Which There Were 20 or More  
Unfilled Job Openings in Milwaukee, <sup>a/</sup> June 1966

<u>Occupational Category <sup>b/</sup></u>	<u>Number of Openings</u>
<u>Entry occupations <sup>c/</sup></u>	
Professional, technical, managerial:	
Laboratory science	57
Managerial	36
Clerical and sales:	
Recording	225
General clerical	22
Public contact	357
Mechanical:	
Machine trades	153
Crafts	73
Manual:	
Manipulative	184
<u>Full-time jobs (other than entry occupations)</u>	
Professional:	
Accountants and auditors	34
Engineers, electrical	25
Engineers, industrial	24
Engineers, mechanical	73
Trained nurses	23
Semiprofessional:	
Draftsmen	78
Healers and medical service occupations, N. E. C.	23
Clerical:	
Clerks, general	21
Clerks, general office	73
General industry clerks	26
Office machine operators	27
Secretaries	22
Stenographers and typists	159

Table 2 (continued)

Occupations for Which There Were 20 or More  
Unfilled Job Openings in Milwaukee, June 1966

<u>Occupational Category</u>	<u>Number of Openings</u>
<u>Full-time jobs (other than entry occupations) cont'd.</u>	
<b>Sales:</b>	
Salesmen, insurance	26
Sales clerks	22
Salespersons	48
Salesmen to consumers	38
Salesmen and sales agents, except to consumers	42
Salesmen of metals	52
Salesmen of hotel services, radio broadcasting, printing	28
<b>Domestic service:</b>	
Housemen and yardmen	34
Maids, general	27
Nursemaids	65
<b>Personal service:</b>	
Maids and housemen (hotels, restaurants, etc.)	26
Cooks, except private family	25
Waiters and waitresses	69
Kitchen workers, N. E. C.	43
<b>Building service:</b>	
Charwomen and cleaners	30
Janitors and sextons	35
Porters, N. E. C.	24
<b>Skilled:</b>	
Machinists	72
Toolmakers, die sinkers and setters	43
Machine shop and related occupations, N. E. C.	121
Welders and flame cutters	93

Table 2 (continued)

**Occupations for Which There Were 20 or More  
Unfilled Job Openings in Milwaukee, June 1966**

<b>Occupational Category</b>	<b>Number of Openings</b>
<b>Semiskilled:</b>	
In fabrication of textile products, N. E. C.	43
Machine shop and related occupations	108
Chauffeurs and drivers	53
Attendants, filling stations and parking lots	30
<b>Unskilled:</b>	
Trade and service occupations, amusement, recreation, and motion pictures	94
Occupations in metal-working activities	246
Foundry occupations, N. E. C.	29

a/ Includes Milwaukee, Ozaukee and Waukesha Counties.

b/ The occupational categories refer to regular full-time jobs. Part-time and temporary jobs are not included.

c/ Indicates entry job (no experience but not necessarily no training), or one on which employer will train new employees; refers to full-time jobs.

**SOURCE:** The list of unfilled openings was transmitted in a letter dated September 29, 1966, from Mr. Gerald Machesky, Assistant Manager, Milwaukee District, Wisconsin State Employment Service. (Openings were reported by code number, and identified by job title at Greenleigh Associates, after referring to the Dictionary of Occupational Titles.) June 1966 was the most recent date available for such a listing.

**Table 3**  
**Source of Sample, by Ethnic Group and Sex**

Source of Sample	White						Negro						Spanish-American							
	Total		Male		Female		Total		Male		Female		Total		Male		Female			
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		
Total number <sup>a/</sup>	1479	100.0	415	100.0	222	100.0	193	100.0	956	100.0	413	100.0	543	100.0	91	100.0	52	100.0	39	100.0
Substandard housing	631	42.7	93	22.4	43	19.4	50	25.9	495	51.8	134	32.4	364	67.0	31	34.1	6	11.5	25	64.1
Public housing	164	11.1	58	14.0	4	1.8	54	28.0	108	11.3	14	3.4	91	16.8	1	1.1	-	-	1	2.6
Casual settings	340	23.0	65	15.7	55	24.8	10	5.2	217	22.7	207	50.1	10	1.8	52	57.1	42	80.8	10	25.6
Department of public welfare	188	12.7	112	27.0	60	27.0	52	26.9	71	7.4	33	8.0	38	7.0	5	5.5	3	5.8	2	5.1
Wisconsin State Employment Service	156	10.5	87	21.0	60	27.0	27	14.0	65	6.8	25	6.1	40	7.4	2	2.2	1	1.9	1	2.6

<sup>a/</sup> Total includes 17 other persons (6 males and 11 females) of other ethnic groups who are not shown because the numbers are too small to compute percentages.

Table 4

Relationship of those Interviewed to  
Head of Household, by Source Group (in percents)

Relationship to Head of Household	Total	Source				
		Sub- standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Head of household	54.9	37.4	67.7	60.6	87.3	60.9
Spouse	17.4	30.0	16.5	2.1	1.6	20.5
Child	15.7	19.5	13.4	18.8	3.2	10.3
Grandchild	.7	.9	.6	.6	0.0	.6
Other relative	8.6	8.7	1.8	14.4	5.9	5.8
Roomer and others	2.6	3.5	0.0	3.0	2.2	1.9

Table 5

Ethnic Group of those Interviewed

Race	Number	Percent
Total	1479	100.0
Negro	956	64.6
White	415	28.1
Spanish-American	91	6.2
Other	17	1.1

**Table 6**

**Age of Persons Interviewed, by Ethnic Group and Sex**

Age	Ethnic Group and Sex									
	White			Negro			Spanish-American			Total
	Total	Male	Female	Total	Male	Female	Total	Male	Female	
Total number <sup>a/</sup>	(1479)	(415)	(222)	(193)	(956)	(413)	(543)	(91)	(52)	(39)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
16-18 years	8.9	5.8	6.3	5.2	9.6	12.3	7.6	15.4	5.8	28.2
19-21 years	11.4	4.6	6.3	2.6	13.2	16.5	10.7	19.8	23.1	15.4
22-24 years	9.6	4.6	2.7	6.7	12.2	12.1	12.3	5.5	9.6	-
25-34 years	23.4	13.0	5.0	22.3	27.5	22.8	31.1	27.5	30.8	23.1
35-44 years	18.1	14.5	12.2	17.1	19.6	17.7	21.1	20.9	15.4	28.2
45-54 years	13.3	23.6	23.4	23.8	9.7	9.4	9.9	6.6	7.7	5.1
55-64 years	11.6	24.8	30.6	18.1	6.7	7.7	5.9	3.3	5.8	-
65 years and over	3.6	9.2	13.5	4.1	1.4	1.5	1.3	1.1	1.9	-

<sup>a/</sup> Total includes 17 other persons (6 males and 11 females) of other ethnic groups who are not shown because the numbers are too small to compute percentages.

Table 7

Sex, by Source Group (in percents)

Sex	Total	Source of Interview				
		Substandard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Male	46.9	29.0	11.0	91.2	51.1	55.1
Female	53.1	71.0	89.0	8.8	48.9	44.9

Table 8

Age, by Source Group (in percents)

Age	Total	Source of Interview				
		Substandard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent		100.0	100.0	100.0	100.0	100.0
16-18 years	8.9	13.3	6.7	8.5	1.9	1.0
19-21 years	11.4	16.3	9.1	13.5	3.3	-
22-24 years	9.6	10.2	14.0	13.8	4.6	0.5
25-34 years	23.4	27.1	34.8	25.9	15.4	3.2
35-44 years	18.1	18.9	22.0	20.3	16.7	9.6
45-54 years	13.3	7.4	8.0	12.1	22.5	32.4
55-64 years	11.6	4.6	3.6	3.8	16.1	52.7
65 and over	3.6	2.1	1.7	1.5	19.9	0.5

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Table 6

Age of Persons Interviewed, by Ethnic Group and Sex

Age	Total	Ethnic Group and Sex								
		White		Negro		Spanish-American				
		Total	Male	Female	Total	Male	Female			
Total number <sup>a/</sup>	(1479)	(415)	(222)	(193)	(956)	(413)	(543)	(91)	(52)	(39)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
16-18 years	8.9	5.8	6.3	5.2	9.6	12.3	7.6	15.4	5.8	28.2
19-21 years	11.4	4.6	6.3	2.6	13.2	16.5	10.7	19.8	23.1	15.4
22-24 years	9.6	4.6	2.7	6.7	12.2	12.1	12.3	5.5	9.6	-
25-34 years	23.4	13.0	5.0	22.3	27.5	22.8	31.1	27.5	30.8	23.1
35-44 years	18.1	14.5	12.2	17.1	19.6	17.7	21.1	20.9	15.4	28.2
45-54 years	13.3	23.6	23.4	23.8	9.7	9.4	9.9	6.6	7.7	5.1
55-64 years	11.6	24.8	30.6	18.1	6.7	7.7	5.9	3.3	5.8	-
65 years and over	3.6	9.2	13.5	4.1	1.4	1.5	1.3	1.1	1.9	-

a/ Total includes 17 other persons (6 males and 11 females) of other ethnic groups who are not shown because the numbers are too small to compute percentages.

Table 9

Ethnicity and Sex, by Source Group (in percents)

Ethnicity and Sex	Source					
	Total	Substandard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Total white	28.0	14.7	35.4	19.1	59.6	55.8
Male	15.0	6.8	2.4	16.2	31.9	38.5
Female	13.0	7.9	32.9	2.9	27.7	17.3
Total Negro	64.6	79.0	64.0	63.8	37.8	41.7
Male	27.9	21.2	8.5	60.9	17.6	16.0
Female	36.7	57.7	55.5	2.9	20.2	25.6
Total Spanish-						
American	6.2	4.9	0.6	15.3	2.7	1.3
Male	3.5	1.0	-	12.4	1.6	0.6
Female	2.6	4.0	0.6	2.9	1.1	0.6
Total other	1.1	1.4	-	1.8	-	1.3
Male	0.4	-	-	1.8	-	-
Female	0.7	1.4	-	-	-	1.3

Table 10

Educational Attainment, by Age

Last Grade of School Completed	Total	Age							
		16-18	19-21	22-24	25-34	35-44	45-54	55-64	65 & over
Total number	(1479 )	(132 )	(169 )	(142)	(346)	(268 )	(197)	(172)	(53)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1- 6 grades	10.4	3.8	0.6	4.9	4.6	14.2	21.5	22.9	22.6
7- 8 grades	23.3	5.3	15.4	7.7	15.9	23.5	52.9	41.7	39.6
9-11 grades	40.8	65.9	55.0	50.7	48.3	39.2	15.1	20.8	20.8
12 grades	20.7	22.0	26.0	31.7	26.0	17.9	5.8	8.3	9.4
13-16 grades	3.9	1.5	2.4	3.5	4.3	5.2	2.3	4.2	3.8
17 grades	0.2	-	-	-	0.3	-	1.2	-	-
Special education	0.2	0.8	-	1.4	-	-	-	-	-
None	0.5	0.8	0.6	-	0.6	-	1.2	2.1	3.8

Table 11

Educational Attainment, by Ethnic Group

Last Grade of School Completed	Total	Ethnic Group		
		White	Negro	Spanish-American
Total number <sup>a/</sup>	(1479)	(415)	(956)	(52)
Total percent	100.0	100.0	100.0	100.0
1 - 6 grades	10.4	4.8	10.3	37.4
7 - 8 grades	23.3	34.5	18.4	25.3
9 - 11 grades	40.8	33.8	45.8	19.8
12 grades	20.7	21.3	20.9	15.4
13 - 16 grades	3.9	4.3	3.7	2.2
17 grades	0.2	0.5	0.1	-
Special education	0.2	0.2	0.2	-
None	0.5	0.5	0.5	-

<sup>a/</sup> Total includes 17 other persons (6 males and 11 females) of other ethnic groups who are not shown because the numbers are too small to compute percentages.

Table 12

Educational Attainment,  
by Source Group (in percents)

Number of Grades Completed	Total	Source				
		Sub-standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
1-6 grades	10.4	9.2	3.0	9.7	22.3	10.3
7-8 grades	23.3	18.9	14.6	17.4	50.5	30.1
9-11 grades	40.8	48.0	47.0	43.5	16.5	28.8
12 grades	20.7	21.4	31.1	20.9	9.0	20.5
13-16 grades	3.9	1.7	3.7	7.6	1.6	7.1
17 grades	.2	0.0	0.0	.3	0.0	1.3
Special education	.2	.3	.6	0.0	0.0	0.0

Table 13

Marital Status,  
by Source Group (in percents)

Marital Status	Total	Source				
		Sub-standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Single, never married	33.1	32.5	17.1	43.3	30.3	22.4
Married and living with spouse	33.6	42.2	22.6	21.8	21.3	51.3
Widowed	7.6	4.6	7.9	5.6	17.0	12.2
Separated or deserted	14.7	14.4	32.3	11.8	10.6	8.3
Divorced	10.9	6.2	20.1	12.4	20.2	5.8

Table 14

Principal Activity,  
by Source Group (in percents)

Principal Activity	Total	Source				
		Sub-standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Unemployed	55.5	39.3	18.9	76.8	94.1	66.7
Homemaker with child care responsibilities	30.2	47.2	73.2	.9	1.1	15.4
Homemaker without child care responsibilities	3.0	4.1	3.7	.3	1.6	5.1
Casual or occasional worker	5.9	1.0	.6	20.9	1.1	4.4
Retired	1.6	1.7	.6	.3	0.0	7.1
In school	3.1	6.2	3.0	.6	0.0	0.0
Other	.6	.5	0.0	0.0	2.1	1.3

Table 15

Household Composition,  
by Source Group (in percents)

Household Composition	Total	Source				
		Sub- standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Single individual living alone	21.9	6.2	1.2	40.6	60.1	20.5
One adult with child	15.8	18.5	56.1	3.8	1.1	5.8
Married couple without chil- dren	6.2	4.9	1.8	3.2	6.9	21.8
Married couple with children	19.3	26.9	14.6	15.6	5.3	18.6
Two or more adults without children	11.8	7.6	4.2	19.7	12.3	19.3
Two or more adults with children	18.7	26.5	15.8	13.9	10.1	12.2
Two or more family units	2.5	4.9	1.2	.9	0.0	.6

Table 16

Birthplace,  
by Source Group (in percents)

Birthplace	Total	Source				
		Sub- standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Wisconsin	30.8	23.1	36.6	25.3	49.5	44.9
North Central U. S. A. (excl. Wisconsin and Illinois)	6.6	5.5	5.5	3.8	6.9	7.1
Illinois	3.2	2.1	4.9	3.8	4.3	3.8
Southern U. S. A.	50.5	62.2	50.6	44.7	33.5	36.5
Northeastern U. S. A.	.7	1.0	.6	.3	1.6	0.0
Western U. S. A.	.9	.6	.6	1.8	.5	.6
Mexico and Puerto Rico	5.4	4.6	0.0	14.2	1.0	.6
Other	1.4	.5	.6	.6	2.7	5.8

Table 17

Length of Residence of Household in Milwaukee

Length of Residence	Number	Percent
Total	1479	100.0
Less than 6 months	43	2.9
6 months, less than 1 year	34	2.3
1 year, less than 3 years	82	5.5
3 years, less than 5 years	69	4.7
5 years, less than 10 years	186	12.6
10 years, less than 15 years	258	17.4
15 years or more	798	54.0

Table 18

Average Monthly Household Income,  
by Source Group (in percents)

Monthly Income	Source					
	Total	Sub- standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
No income	6.1	1.9	-	21.2	-	3.8
\$ 1 - \$ 49	.9	1.1	-	1.5	0.5	0.6
\$ 50 - \$ 99	11.2	4.1	1.8	5.0	56.4	9.0
\$100 - \$149	10.3	6.7	19.5	9.4	16.0	10.3
\$150 - \$199	9.9	8.2	20.7	7.9	11.2	8.3
\$200 - \$249	9.6	9.0	20.7	7.1	4.3	12.2
\$250 - \$299	6.2	7.1	12.8	3.8	1.6	5.8
\$300 - \$349	8.9	13.2	6.7	5.9	1.6	9.0
\$350 - \$399	6.8	9.8	6.1	2.9	1.1	10.3
\$400 - \$499	12.0	18.1	4.9	9.7	2.1	11.5
\$500 - \$699	10.5	13.0	6.1	11.8	2.1	12.8
\$700 and over	3.9	5.2	-	5.3	1.1	3.2
N. A.	3.7	2.5	0.6	8.5	2.1	3.2

Table 19

Sources from Which Nonsalary Income is Received

Source	Number	Percent
Total	1479	
None	518	35.0
Social Security	156	10.5
Unemployment Compensation	46	3.1
Government or private pensions	81	5.5
Other insurance	-	-
Workmen's Compensation	4	0.3
Public Assistance	537	36.3
Gambling	84	5.7
Alimony and support payments	43	2.9
Private agency contributions	28	1.9
Property, stocks, bonds	23	1.6
Relatives and friends	33	2.2

Table 20

Type of Public Assistance Received by  
Those Households Receiving Public Assistance

Type of Public Assistance	Number	Percent
Total	537	
Old Age Assistance	14	2.6
Aid to Families with Dependent Children	254	47.3
Aid to the Blind	2	0.4
Aid to the Permanently and Totally Disabled	9	1.7
General Assistance	263	49.0
Food vouchers	2	0.4
Other	9	1.7

Table 21

Living Arrangements  
by Source Group (in percents)

Living Arrangements	Total	Source				
		Sub-standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Owns home	13.0	16.2	0.0	10.6	4.8	28.8
Rents home	15.0	20.3	12.2	12.7	8.5	10.3
Rents apartment	57.8	59.1	87.8	43.2	58.5	51.9
Rents furnished room	11.8	2.9	0.0	27.4	27.1	8.3
Lives rent free	1.9	1.1	0.0	5.6	1.1	0.0

Table 22

Work Status and Efforts to Find Work, by Ethnic Group and Sex

Work Status and Efforts to Find Work	Total			White			Negro			Spanish-American									
	Number	Percent	Total #	Male		Female		Male		Female		Male		Female					
				#	%	#	%	#	%	#	%	#	%	#	%				
Total number <sup>a/</sup>	1479	100.0	415	222	100.0	193	100.0	956	100.0	413	100.0	543	100.0	91	100.0	52	100.0	39	100.0
Not working, not interested in working	92	6.2	26	18	8.1	8	4.1	59	6.2	34	8.2	25	4.6	5	5.5	3	5.8	2	5.1
Not working, interested	1320	89.2	396	181	81.5	185	95.9	854	89.3	339	82.1	515	94.8	86	94.5	49	94.2	37	94.9
Actively seeking work	319	21.6	70	37	16.7	33	17.1	214	22.4	130	31.5	84	15.5	33	36.3	23	44.2	10	25.6
Passively seeking work	434	29.3	124	74	33.3	50	25.9	289	30.2	111	26.9	178	32.8	19	20.9	10	19.2	9	23.1
Not looking for work	536	36.2	163	65	29.4	38	50.8	329	34.4	89	21.5	240	44.2	34	37.4	16	30.8	18	46.2
Other	31	2.1	9	5	2.3	4	2.1	22	2.3	9	2.2	13	2.4	-	-	-	-	-	-
Insufficiently/unsatisfactorily working	67	4.5	23	23	10.4	-	-	43	4.5	40	9.7	3	0.6	-	-	-	-	-	-
Actively looking for work	7	0.5	1	1	0.5	-	-	6	0.6	6	1.5	-	-	-	-	-	-	-	-
Passively looking for work	32	2.2	11	11	5.0	-	-	21	2.2	20	4.8	1	0.2	-	-	-	-	-	-
Not looking for work	25	1.7	10	10	4.5	-	-	15	1.6	13	3.1	2	0.4	-	-	-	-	-	-
Other	3	0.2	1	1	0.5	-	-	1	0.1	1	0.2	-	-	-	-	-	-	-	-

a/ Total includes 17 other persons (6 males and 11 females) of other ethnic groups who are not shown because the numbers are too small to compute percentages.

**Table 23**

**Work Status and Efforts to Find Work, by Source Group**

Status and Efforts	Total		Substandard		Public		Casual		Department of		Wisconsin State	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Public Welfare	Percent	Employment Service	Percent
Total number	1479	100.0	631	100.0	164	100.0	340	100.0	188	100.0	156	100.0
Not working, not interested in working	92	6.2	23	3.6	8	4.9	40	11.8	9	4.8	12	7.7
Not working, interested in working	1320	89.2	604	95.7	156	95.1	241	70.9	179	95.2	140	89.7
Actively seeking work	319	21.6	137	21.7	13	7.9	91	26.8	23	12.2	55	35.3
Passively seeking work	434	29.3	179	28.4	51	31.1	62	18.2	86	45.7	56	35.9
Not looking for work	536	36.2	276	43.7	88	53.7	82	24.1	64	34.0	26	16.7
Other	31	2.1	12	1.9	4	2.4	6	1.8	6	3.2	3	1.9
Insufficiently/unsatisfactorily working <sup>a/</sup>	67	4.5	4	0.6	-	-	59	17.4	-	-	4	2.6
Actively seeking work	7	0.5	-	-	-	-	5	1.5	-	-	2	1.3
Passively seeking work	32	2.2	2	0.3	-	-	28	8.2	-	-	2	1.3
Not looking for work	25	1.7	1	0.2	-	-	24	7.1	-	-	-	-
Other	3	0.2	1	0.2	-	-	2	0.6	-	-	-	-

<sup>a/</sup> Primarily casual or day workers

**Table 24**

**Work Status for Males, by Age**

	Total	A g e						
		16-18	19-21	22-24	25-44	45-54	55-64	65 and over
Interested in Working								
Total males	(693)	(66)	(95)	(58)	(238)	(96)	(103)	(37)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Not working, not interested in working	8.8	3.0	11.6	6.9	11.8	7.3	7.8	2.7
Not working, interested in working	82.0	97.0	86.3	84.5	73.1	78.1	85.4	97.3
Working insufficiently or underemployed	9.2	-	2.1	8.6	15.1	14.6	6.8	-

**Table 25**

**Time Period During Which Last Job Terminated, by Source Group (in percents)**

Time Period Job Terminated	Total	Source				
		Sub-standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number who had worked <sup>a/</sup>	(1230)	(489)	(127)	(300)	(170)	(144)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
1960 and before	18.8	16.0	26.8	9.0	44.1	11.8
1961 to 1964	21.8	18.6	27.6	14.3	42.4	18.7
January to June 1965	4.1	5.3	3.1	2.3	1.8	7.6
July to December 1965	11.4	14.5	13.4	5.0	4.7	20.1
January to October 1966	43.1	44.4	26.8	69.3	6.5	41.7

<sup>a/</sup> Excludes 249 who had never worked.

**Table 26**

**Length of Time Since Last Job, by Age (in percents)**

Length of Time Since Last Job	A g e									
	Total	16 to 18	19 to 21	22 to 24	25 to 34	35 to 44	45 to 54	55 to 64	65 to 72	
Total number who had ever worked <sup>a/</sup>	(1230)	(76)	(131)	(114)	(298)	(223)	(181)	(156)	(47)	
Total percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
4 weeks or less	10.9	14.5	16.0	17.5	16.1	8.1	5.0	2.6	6.4	
Over 4 weeks to 10 weeks	14.7	28.9	23.7	19.3	14.4	17.0	6.6	5.8	2.1	
Over 10 weeks to 15 weeks	4.4	7.9	8.4	7.9	4.0	2.2	2.8	1.3	6.4	
Over 15 weeks to 26 weeks	7.7	10.5	13.7	11.4	7.7	6.7	5.5	3.8	4.3	
Over 26 weeks to 39 weeks	6.2	9.2	4.6	6.1	6.7	7.2	3.3	5.1	12.8	
Over 39 weeks to 52 weeks	5.0	3.9	4.6	5.3	4.0	4.5	6.6	3.8	14.9	
Over 52 weeks	51.1	25.1	29.0	32.5	47.1	54.3	70.2	77.6	53.1	

<sup>a/</sup> Excludes 249 who had never worked

**Table 27**  
**Period of Time Without Work**  
**by Source Group (in percents)**

Time Without Work	Source					
	Total	Sub-standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1230) <sup>a/</sup>	(489)	(127)	(300)	(170)	(144)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
4 weeks or less	10.9	8.2	6.3	24.3	-	9.0
5-10 weeks	14.7	18.2	9.4	21.7	1.2	9.0
11-15 weeks	4.4	5.5	3.1	6.0	0.6	2.8
16-26 weeks	7.7	10.4	5.5	5.7	2.9	10.4
27-39 weeks	6.2	6.7	6.3	4.7	1.8	12.5
40-52 weeks	5.0	5.3	5.5	3.0	2.4	11.1
53 weeks or more	51.1	45.6	63.8	34.7	91.2	45.1

<sup>a/</sup> Excludes 249 who had never worked.

Table 28

Types of Jobs Desired,  
by Source Group (in percents)

Types of Jobs	Source					
	Total	Sub- standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number	(1479)	(631)	(164)	(340)	(188)	(156)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Professional and managerial	3.4	3.2	4.9	4.7	1.6	1.9
Clerical, sales and kindred	15.5	16.2	30.5	7.4	13.8	16.7
Craftsmen, fore- men and kindred	8.6	4.7	1.2	19.1	6.4	11.5
Operatives and kindred	40.2	42.3	25.6	50.3	28.2	39.7
Private house- hold workers	4.3	5.5	4.3	0.3	6.4	5.1
Other service workers	23.2	25.5	30.6	10.9	33.0	20.5
Farm laborers	0.1	-	0.6	-	-	-
Laborers, except farm and mine	3.1	1.0	1.2	5.9	7.4	3.2
No preference	1.7	1.6	1.2	1.5	3.2	1.3

Table 29

Types of Jobs Desired,  
by Ethnic Group (in percents)

Types of Jobs	Total	Ethnic Group			
		White	Negro	Spanish-American	Other
Total number	(1479)	(415)	(956)	(91)	(17)
Total percent	100.0	100.0	100.0	100.0	100.0
Professional and managerial	3.4	2.4	3.9	-	11.8
Clerical, sales and kindred	15.5	21.0	13.6	10.0	11.8
Craftsmen, foremen and kindred	8.6	10.1	8.6	2.1	11.8
Operatives and kindred	40.2	33.8	39.8	72.5	41.2
Private household workers	4.3	3.6	4.5	4.4	5.9
Other service workers	23.2	22.4	24.9	11.1	11.7
Farm laborers	0.1	0.2	-	-	-
Laborers, except farm and mine	3.1	4.8	2.8	-	-
No preference	1.7	1.7	1.8	-	5.9

Table 30

Length of Time Individual Has Looked for Work,  
by Source Group (in percents)

Length of Time	Total	Source				
		Sub-standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number looking	(883)	(345)	(72)	(215)	(126)	(125)
Total percent	100.0	100.0	100.0	100.0	100.0	100.0
Under one week	2.5	2.6	0.0	5.6	0.0	0.8
One to 4 weeks	23.9	27.3	20.8	36.7	4.8	13.6
5 to 9 weeks	18.1	22.6	25.0	17.7	4.0	16.8
10 to 14 weeks	8.8	12.5	9.7	7.4	1.6	8.0
15 to 26 weeks	8.5	9.3	8.3	7.9	3.2	12.8
27 to 52 weeks	8.8	10.1	12.5	4.7	5.6	13.6
53 weeks and over	23.6	10.4	15.3	13.0	76.2	29.6

Table 31

Types of Jobs Sought, by Ethnic Group (in percents)

Types of Jobs	Total	Ethnic Group			
		White	Negro	Spanish-American	Other
Total number looking	(883)	(234)	(591)	(53)	(5)
Professional and managerial	2.1	2.5	2.1	-	-
Clerical, sales and kindred	18.6	27.3	16.4	0.5	2.0
Craftsmen, foremen and kindred	14.6	17.1	14.5	0.5	-
Operatives and kindred	59.7	49.6	61.0	86.7	8.0
Private household workers	6.9	6.0	7.7	0.1	-
Other service workers	34.5	35.4	35.0	2.0	2.0
Farm laborers	0.1	-	0.1	-	-
Laborers	9.7	12.3	9.4	0.1	-

Table 32

Types of Jobs Sought, by Source Group (in percents)

Types of Jobs	Total	Source				
		Standard Housing	Public Housing	Casual Settings	DPW	WSES
Total number looking	(883)	(345)	(72)	(126)	(125)	(215)
Professional and managerial	2.1	2.8	1.3	0.8	3.2	1.4
Clerical, sales and kindred	18.6	23.1	29.1	13.5	22.4	8.8
Craftsmen, foremen and kindred	14.6	10.1	6.9	9.5	18.4	25.1
Operatives and kindred	59.7	63.1	45.8	46.0	56.0	48.8
Private household workers	6.9	7.8	8.3	12.7	8.8	0.4
Other service workers	34.5	39.4	47.2	50.0	32.8	14.4
Farm laborers	0.1	0.3	-	-	-	-
Laborers	9.7	6.1	1.3	15.1	9.6	15.3

**Table 33****Media Used in Seeking Work, by Source Group (in percents)**

Media Used	Source					
	Total	Sub- standard Housing	Public Housing	Casual Settings	DIW	WSES
Total number looking	(883)	(345)	(72)	(215)	(126)	(125)
State employment agency	84.8	78.6	77.8	80.9	99.2	98.4
Private employment agency	5.9	5.5	2.8	7.0	7.1	5.6
Direct contact with employer	54.8	55.7	36.1	53.5	59.5	60.8
Newspaper ads	61.9	65.5	56.9	55.8	61.1	66.4
Referral by friends and relatives	42.2	49.6	33.3	45.1	26.2	38.4
Other, including Urban League and I. C. D. P.	11.6	14.8	11.1	12.6	2.4	10.4

Table 34

Types of Jobs Held in Past Two Years  
by Ethnic Group (in percents)

Types of Jobs	Total	Ethnic Group		
		White	Negro	Spanish-American
Total number who had worked <sup>a/</sup> in past two years	(820)	(183)	(566)	(61)
Professional and managerial	1.7	3.2	1.4	-
Clerical, sales and kindred	13.0	17.0	12.0	6.5
Craftsmen, foremen and kindred	11.6	12.0	12.2	6.5
Operatives and kindred	44.9	34.9	42.5	85.2
Private household workers	7.6	4.4	9.2	1.6
Other service workers	28.4	22.9	32.0	13.1
Laborers	16.0	12.0	18.7	3.3
Farm laborers	1.8	<u>b/</u>	1.9	4.9

<sup>a/</sup> Includes 10 of "other" races.

<sup>b/</sup> Less than 1.0 percent.

Table 35

**Types of Jobs Held in Past Two Years  
by Source Group (in percents)**

Types of Jobs	Total	Substandard	Source			
			Public Housing	Casual Settings	DPW	WSES
Total number who had worked in past two years	(820)	(345)	(60)	(274)	(29)	(112)
Professional and managerial	1.7	<u>a/</u>	1.6	2.5	3.4	0.2
Clerical, sales and kindred	13.0	14.5	23.3	8.8	6.9	15.2
Craftsmen, foremen and kindred	11.6	8.1	5.0	17.5	3.4	13.4
Operatives and kindred	44.9	40.9	38.3	52.2	24.1	48.2
Private household workers	7.6	10.7	16.7	1.8	13.8	5.3
Other service workers	28.4	40.0	36.7	17.1	24.1	17.0
Laborers	16.0	11.3	10.0	21.9	38.0	14.3
Farm laborers	1.8	1.7	1.7	2.5	3.4	-

a/ Less than 1.0 percent.

Table 36

Reasons Efforts to Find Work Were Not Persistent

<u>Reasons</u>	<u>Number</u>	<u>Percent</u>
Total number of persons whose efforts to find work were not persistent	554	
Felt was not employable	113	20.4
Needed to take care of dependents, e.g., spouse, child	98	17.7
Illness	92	16.6
Not really interested	77	13.9
In vocational work program, training school, etc.	25	4.5
Drinking problems	21	3.8
Transportation difficulties	19	3.4
Felt discouraged	18	3.2
Lack of time	15	2.7
Looking for work was too expensive	12	2.2
Unfamiliar with city	8	1.4
Awaiting outcome of a job application	7	1.3
Other	33	6.0

**Table 37**  
**Job Applicants' Perceptions of Reasons They Were Rejected**

<b>Reasons Rejected</b>	<b>Number<sup>a/</sup></b>	<b>Percent<sup>a/</sup></b>
Total number of respondents	685	
Job was filled	331	48.3
Lacked necessary skill	194	28.3
Age prejudice	151	22.0
Racial prejudice <sup>b/</sup>	105	15.3
Health problem and/or handicaps	83	12.1
Failed employment test	57	8.3
Don't know	51	7.4
Lacked experience	29	4.2
Child care responsibilities would interfere with job performance	25	3.6
Inability to speak English <sup>c/</sup>	21	3.1
Inadequate education	21	3.1
Prison/police record	10	1.5
Poor work record	10	1.5
Physical limitations (e.g., too short)	7	1.0
Drinking problems	6	0.9
Impending military service	5	0.7
Other	40	5.8

<sup>a/</sup> The total number of reasons exceeds the number of applicants as responses were multiple.

<sup>b/</sup> Of the 492 Negro and Spanish-American applicants, 105 or 21.3 percent reported that they were rejected because of racial prejudice.

<sup>c/</sup> Of the total number of Spanish-American applicants, 37.3 percent reported that they had been rejected because of difficulty in speaking English.

Table 38

Types of Work Respondents Would Not Accept

Type of Work	Number	Percent
Total number of persons responding	643	
Heavy labor, construction work and positions requiring heavy lifting, climbing, standing	130	20.2
Common laborer	112	17.4
Service worker, excluding household	97	15.1
Household worker, e.g., domestic	95	14.8
Foundry work	77	12.0
Farm worker	38	5.9
Nurses aide	34	5.3
Sales, clerical work	21	3.3
Factory work	19	3.0
Tannery	8	1.2
Other	47	7.3

Table 39

Types of Training or Special Education Received  
During the Past Five Years

Training and /or Special Education	Number	Percent
Total	1479	
Adult basic education	79	5.3
Adult high school	29	2.0
Vocational rehabilitation	6	0.4
Prevocational training	27	1.8
Vocational training	191	12.9
College	12	0.8
Other	93	6.3
None	1015	68.6

Table 40

**Types of Training Respondents Feel They Need  
in Order to Qualify for Desired Positions**

Type of Training	Number	Percent
Total who feel unqualified <sup>a/</sup>	353	
Basic literacy classes	35	9.9
High school equivalency	61	17.3
Vocational rehabilitation	6	1.7
Prevocational training	9	2.5
Vocational training	326	92.4
College	15	4.2
On-the-job training	22	6.2
Refresher courses	5	1.4
Other	37	10.5

<sup>a/</sup> 1126 persons felt that they were qualified for desired positions.