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ABSTRACT

Specific administrative and legislative steps are recommended for action by the government of the State of Hawaii. The recommendations are related to the following responsibilities of the State: (1) to promote occupational training and skill development programs appropriate to the State's needs and resources, (2) to encourage a program of useful research into the State's manpower requirements, development, and utilization, (3) to support and promote technological change in the interest of continued economic growth and improved well-being of the people, (4) to continue and adopt measures which will facilitate occupational adjustment and geographical mobility, and insure full employment, and (5) to explore and evaluate methods of sharing the cost of preventing and alleviating the adverse impact of change on displaced workers. Chapter I of the report presents the recommendations; Chapter II concerns Manpower Requirements. Chapter III is a Current Inventory of Resources. The Comprehensive Manpower Planning Process is discussed in Chapter IV, and Chapter V presents a Review of Activities. (DB)

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ANNUAL MANPOWER REPORT WITH RECOMMENDATIONS

Prepared by

THE COMMISSION ON MANPOWER AND FULL EMPLOYMENT

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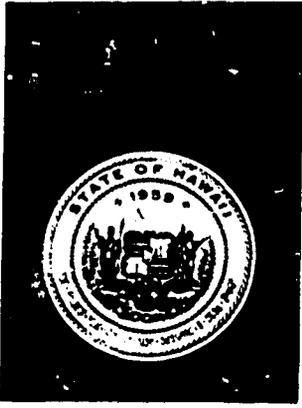
ANNUAL REPORT

of the

COMMISSION ON MANPOWER AND FULL EMPLOYMENT

State of Hawaii

MARCH, 1972



STATE OF
HAWAII

JOHN A. BURNS
Governor

JAMES J. M. MISAJON
Commission Chairman

THEODORE F. RUHIG
Executive Secretary

OFFICE OF THE GOVERNOR
STATE COMMISSION
ON MANPOWER
AND FULL EMPLOYMENT

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March 14, 1972

The Honorable John A. Burns
Governor, State of Hawaii
State Capitol
Honolulu, Hawaii 96813

Dear Governor Burns:

I have the honor to submit to you the second annual report of the Commission on Manpower and Full Employment.

The Commission has prepared the report as directed by Chapter 202, Hawaii Revised Statutes. It summarizes the major Commission studies and on-going activities of the past year. The recommendations made previously in these studies are extracted and placed together in an introductory chapter for emphasis.

The Commission notes that because of the adverse employment situation the greatest immediate manpower need in the State is for jobs and job creation. In our view any measure that will create jobs should receive the highest priority. This does not lessen the need for job training but training alone will not solve the problems of the unemployed, especially if there is a scarcity of jobs for all those who are already skilled and want to work.

As you know, there is a State comprehensive manpower plan that establishes priorities for various predetermined need groups, identifies their nature and size and the degree to which resources are available. To meet this need there is over \$30 million of programs and resources available. Approximately 80 percent of this is federal and 20 percent is State; but it is estimated that even this magnitude of resources is able to meet only a part of the need identified.

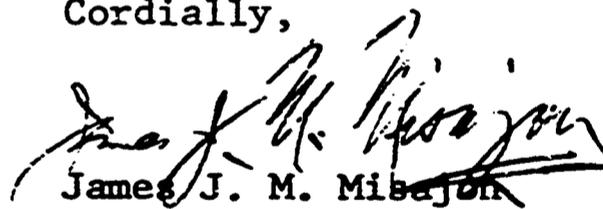
The Honorable John A. Burns
March 14, 1972
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As the State comprehensive plan observes, future planning will be greatly influenced by Congressional manpower legislation, possibly to be enacted by the present Congress. Because of such impending changes that might also include some measure of decentralization, decategorization and federal revenue sharing, the full capability for preparing a comprehensive plan is slow in realization. A plan that covers federal and State dollars and ties into the State's decision making and PPB cycle would probably have to continue to be developed over an extended period. The Commission is acutely aware of the major importance of such comprehensive manpower planning and will try to be alert to all pending possibilities.

It is the Commission's hope that the recommendations that we are making and the program activities that we engage in will aid in promoting the well-being of our citizenry. It is for this purpose that our citizen Commission members give so willingly of their time and effort to promote these aims through the State government under your leadership.

Best wishes and aloha always.

Cordially,


James J. M. Mibajon
Chairman

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ANNUAL REPORT
of the
COMMISSION ON MANPOWER AND FULL EMPLOYMENT
STATE OF HAWAII

Prepared by the Staff

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PREFACE

While at the moment the central concern of manpower is jobs, the long-term concern of manpower is with comprehensive planning. If comprehensive planning were to become more effective both locally and nationally, this would aid greatly in forestalling and alleviating situations like the high unemployment of today.

With the formative era of manpower planning drawing to a close, it should be noted that now there is staff in being with some planning expertise and a developed sense of mission. The opportunity to use this expertise more fully is becoming far more possible because of new and pending State and national legislation. This legislation can now take into account the existence of an enlarged State manpower planning capacity.

The State's enhanced recognition of the importance of manpower planning is made evident not only in the basic Manpower Commission enabling legislation, but also in the State's PPB legislation with its emphasis on yearly economic plans. Each yearly economic plan, to be prepared under the direction of the Governor, calls for manpower employment data including size of labor force, employment figures, occupational surpluses and shortages, and the effects of government programs on employment rates.

These statistics will provide good material for program evaluation, comprehensive manpower planning and program implementation. The resulting more informed policies and programs should help to smooth out the ups and downs of the employment cycle. The recommendations herein presented should prepare the way for an expanded effort. The Commission staff, under the guidance of the Commission, looks forward to playing its appropriate role.

Theodore F. Ruhig

Theodore F. Ruhig
Executive Secretary
State Commission on Manpower
and Full Employment

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I. RECOMMENDATIONS

The Commission is mandated by law to recommend specific administrative and legislative steps which it believes should be taken by the State government in meeting its responsibilities (A) to promote occupational training and skill development programs appropriate to the State's needs and resources, (B) to encourage a program of useful research into the State's manpower requirements, development, and utilization, (C) to support and promote technological change in the interest of continued economic growth and improved well-being of our people, (D) to continue and adopt measures which will facilitate occupational adjustment and geographical mobility, and insure full employment, and (E) to explore and evaluate methods of sharing the cost of preventing and alleviating the adverse impact of change on displaced workers.

The following recommendations represent the cooperative efforts of the staffs of the Commission's research section, CAMPS Secretariat, State Immigration Service Center, and the Vocational Education evaluation section. For the use of legislators, administrators and others involved in manpower and human resource services, page references are included for separate volumes issued by the Commission in January 1972 which deal with the problems in greater depth and provide more detailed background information.

A. TO PROMOTE OCCUPATIONAL TRAINING AND SKILL DEVELOPMENT PROGRAMS APPROPRIATE TO THE STATE'S NEEDS AND RESOURCES

LEGISLATURE

Funding Vocational Education - (Evaluation Report on Vocational Education, FY-71, p.24)

Problem: Due to State fiscal constraints brought about by the present economic situation, the expansion of vocational education programs on the secondary level has been curtailed considerably. Approximately \$774,000 appropriated for expansion at the secondary level for the biennium has not been released. While it is clearly recognized that some modifications in priorities are necessary, the objective of Statewide implementation of secondary level vocational education programs by 1977 is viewed to be of prime importance.

Recommendation: The Legislature is urged to ensure that future appropriations for the expansion of vocational education on the secondary level will compensate for the present curtailments necessitated by the fiscal situation in order that Statewide implementation may be achieved on schedule.

VOCATIONAL EDUCATION COORDINATING ADVISORY COUNCIL

Reviewing and Updating the State Master Plan for Vocational Education (Annual Evaluation Report of the Advisory Council FY-71, p. 8)

Problem: The State Master Plan for Vocational Education, prepared in response to the request of the Fourth State Legislature, 1967, was submitted in February, 1968. Since that time the Master Plan has served as a framework and guide for the restructuring and development of vocational education in the State. In accordance with recommendations in the Master Plan, Act 71, Session Laws of Hawaii 1968, designated the University of Hawaii's Board of Regents to serve as the State Board for Vocational Education. In addition, the tripartite Vocational Education Coordinating Advisory Council was established, made up of three members each from the Board of Regents, the Board of Education, and the State Commission on Manpower and Full Employment. In serving as a subcommittee

to the State Board for Vocational Education, the Coordinating Council has improved articulation and facilitated the transition that vocational education has undergone in the past three years. While the State Master Plan is serving its purpose through broad goals and guidelines, periodic review would ensure that the Master Plan will continue to be relevant and timely. The periodic review would also ensure that the preparation of State plans as well as the PPBS plans will be developed within an organized and orderly framework.

Recommendation: The Vocational Education Coordinating Advisory Council should undertake a review and update, as necessary, the State Master Plan for Vocational Education which was submitted in 1968. In particular, attention should be focused on those major unresolved issues (noted in the Master Plan) which require in-depth analysis. Recommendations should then be made to the State Board for Vocational Education for appropriate action.

<p>COMMUNITY COLLEGES, VOCATIONAL EDUCATION COORDINATING ADVISORY COUNCIL</p>

Articulation of Secondary and Post-secondary Vocational Education
(Annual Evaluation Report of the Advisory Council, FY-71, p. 10)

Problem: Linking and coordinating the elements involved in the vocational education effort in the State is a continuing problem. With the existing unitary system for both secondary and post-secondary education, it was envisioned by the Master Plan that the structure would lend itself to the development of "a model of creative articulation". Although there have been frequent meetings between personnel of individual community colleges and representatives of the vocational education section of the Department of Education during FY 1971, there is still no regular mechanism for articulation which would include those personnel and administrators responsible for curriculum and counseling on both the secondary and post-secondary levels. In addition, it appears there are no regular procedures established to provide advanced placement of students who have had previous training in high school for certain courses in the community college. This is contrary to the guidelines of the Master Plan which state that curricula in interdependent activities should be designed so that work at lower levels adequately prepares

students for higher levels so that there is no unnecessary repetition.

Recommendation: While the articulation between the Department of Education and the Community Colleges is of primary importance, other areas need attention and improvement. Because each community college has considerable latitude in administering and planning its own programs, more coordination is necessary. By policy, the University system is committed to flexibility and a division of labor to avoid expensive duplication and to ensure that enrollments in any one program are big enough to be cost-effective. Decisions as to which colleges will concentrate in specified occupations preparation requires Statewide coordination that bears constant surveillance of programs, services, and activities to minimize duplication, competition for students, equipment, facilities, and money. The office of the State Director of Vocational Education has strived to provide this coordinative role but considerable support should be forthcoming from the Council of Provosts if maximum effectiveness of vocational education on the post-secondary level is to be achieved.

Recommendation: The Vocational Education Coordinating Advisory Council should encourage the formation of a committee co-chaired by a representative of the Department of Education and a representative of the Community Colleges. DOE program specialists, deans of instruction at the community colleges, instructional staff as well as counselors should be members of the committee who would meet periodically to discuss issues and problems relating to coordination of courses and services to students. Subcommittees should also be organized to discuss specific areas and recommend courses of action.

COMMUNITY COLLEGES

Early Admissions - (Annual Evaluation Report of the Advisory Council, FY-71, p. 16)

Problem: Early admission of high school students into the community colleges should allow students who make a vocational choice early to pursue their ambitions for training while still in high school. The community colleges have had varying reactions to this policy. In 1969-70, only Kauai Community College reported large numbers of students in

vocational programs (11 in fall semester, 41 in spring semester) while Leeward and Hawaii Community Colleges reported none, Kapiolani and Maui Community Colleges reported one each, and Honolulu Community College enrolled two. In FY-1971, the general pattern of early admissions which is weighted toward academic rather than vocational programs for secondary students prevailed. It was estimated that the ratio of academic to vocational enrollees through early admissions in FY-1971 was about 3:1. There is apparently a concern on the part of the community colleges that they will become a repository for disciplinary cases or otherwise undesirable elements with whom the secondary schools cannot contend, which adds to the colleges' reluctance to accept students for early admission to vocational courses.

Recommendation: While it is recognized that the community colleges can only accommodate secondary students within the limits of their available facilities and resources, the community colleges should make every effort to regularize their early admission policies and give equal consideration to enrollees in vocational programs as to academic programs.

Flexibility in Scheduling - (Annual Evaluation Report of the Advisory Council, FY-71, p. 17)

Problem: There is a need for the community colleges to examine their programs and activities to effectively serve individuals now excluded from education beyond high school. Flexibility in the scheduling of occupational programs should be one of the objectives of community colleges in meeting these needs. Students who may fail to meet registration deadlines for the first semester often discover that they are not eligible for registration in the second semester since completion of the first semester course is a prerequisite. Consequently, the student must wait a full year before he can enroll.

Recommendation: Group instruction based on 1-6 week modules which will enable students to enroll at varying times during the school year in occupational programs should be considered by the community colleges. Such a procedure will allow students to progress at their own rate and also produce graduates or labor pools at various times of the year rather than annually or semi-annually. Techniques for the implementation of this and other programs have been suggested by the State Director of Vocational Education and it is

recommended that consideration and support be given to his recommendations by the community colleges.

**STATE BOARD FOR VOCATIONAL EDUCATION
(BOARD OF REGENTS)**

Vocational Counseling and Guidance (Annual Evaluation Report of
the Advisory Council, FY-71, p. 17)

Problem: The availability of counselors as well as current and accurate information on occupational programs continues to be a problem on both secondary and post-secondary levels. The establishment of the Occupational Information and Guidance Service Center under the community colleges in FY-1971 was a welcome addition to the various resources available to counselors and instructors in advising students. The Center acts as an information bank on careers and will also provide training programs. It is hoped that the Center will develop into a permanent Statewide system for analyzing, gathering, and disseminating information for vocational counseling. On the secondary level the movement to reduce the counselor-student ratio is progressing, with increasing emphasis on serving needs of greater numbers rather than prolonged counseling of individual cases. Team visits to schools concerning occupational programs have also been underway for sometime. Yet, the problem of reaching the student and meeting his needs for vocational counseling still remains.

Recommendation: In-depth reconsideration should be given to the basic purpose of counseling and where vocational education fits in the counseling pattern it is time that recognition be made that improving ratios by increasing numbers of counselors or plugging gaps by the use of team visits are only partial answers. It is recommended that the Board for Vocational Education explore this problem with the Department of Education, the community colleges, and the University's College of Education.

LEGISLATURE

STATE DIRECTOR OF VOCATIONAL EDUCATION

Private Vocational Education - (Annual Evaluation Report of the
Advisory Council, FY-71, p. 11)

Problem: Joint action between public and private vocational education institutions is virtually non-existent nor are private vocational education programs coordinated and analyzed in relationship to the public secondary and post-secondary programs. With the exception of a few larger business colleges, most of these institutions had small enrollments of 20 to 30 students, yet the total private enrollment of approximately 4,000 (1969-70) indicates that private vocational education contributes significantly to the labor force. At present, there are 43 licensed, private, trade and vocational schools covering 13 areas of training. Although enrollment figures are filed annually with the Accrediting and Licensing Section of the Department of Education, the degree of regulation and collection of data necessary for evaluation is minimal. The need for more information on private vocational education for involvement in planning suggests one area for improvement; evaluation is another area. The concern for an evaluation of the quality of private vocational education is raised in this discussion, however, as a subject for future consideration, since no evaluation can be attempted without improving monitoring procedures and reporting requirements.

Recommendation: To the greatest degree possible, the State Director should include the private vocational education schools in the planning process in considering labor supply for unmet needs for demand occupations. Individual institutions should be approached for cooperation in planning and information on manpower data should be shared with the schools. Ensuring that students will be trained for available jobs should be a joint effort of public and private vocational education.

Recommendation: It is apparent that the degree of evaluation of the private vocational education field is limited. Private vocational education should be evaluated on a regular, on-going basis to ensure that students' and the community's needs are being met. It is recommended that consideration be given by the Legislature to a study of how licensing functions may be improved and where this responsibility can most effectively be placed in the State governmental structure.

DEPARTMENT OF EDUCATION

Immigrants' Level of Education - (Report of the State Immigration Service Center, 1972, p. 55)

Problem: Approximately 47 percent of the adult Filipino immigrants surveyed by the State Immigration Service Center had only elementary grade education. A similar or greater proportion do not have the skill or trade that is marketable in an urban economy.

Recommendation: Extra efforts should be expended by the Department of Education and public and private social service agencies to encourage and recruit the adult immigrant to attend DOE's Adult Education classes, and it is further recommended that the Department of Education explore the possibility of modifying their adult education curriculum to consider relating vocational education in their program.

MANPOWER TRAINING OFFICE

Occupational Orientation Program - (Report of the State Immigration Service Center, 1972, p. 43)

Problem: The Center's Survey of Samoans on Oahu indicated that Samoans had a high frequency of changing employment and a need was indicated for the Samoans to prepare themselves before entering the job market and to understand Western conduct in keeping a job.

Recommendation: The Manpower Development and Training Program should be encouraged and supported to provide an occupational orientation program to assist the Samoans in entering Hawaii's labor market.

- B. TO ENCOURAGE A PROGRAM OF USEFUL RESEARCH INTO THE STATE'S MANPOWER REQUIREMENTS, DEVELOPMENT, AND UTILIZATION
AND
- C. TO SUPPORT AND PROMOTE TECHNOLOGICAL CHANGE IN THE INTEREST OF CONTINUED ECONOMIC GROWTH AND IMPROVED WELL-BEING OF OUR PEOPLE

DEPARTMENT OF LABOR AND INDUSTRIAL RELATIONS
COMMUNITY COLLEGES

Data for Planning Purposes - (Annual Evaluation Report of the
Advisory Council, FY-71, p. 7)

Problem: Both long range and annual objectives for planning purposes are dependent upon reliable demographic and manpower data to permit analysis of the occupational demands of the labor market and the supply to the market of the State's vocational education programs. But before any analysis can take place, the numbers must be available. An assessment of the FY-1971 State Plan for Vocational Education indicates that these data were outdated and unreliable. Furthermore, there is little or no useable information from the Department of Labor and Industrial Relations on shortage occupations. The annual publication of the Department issued under the title Annual Report on Occupational Requirements for Vocational Education has only information for current needs based on one source--unfilled openings listed by the Employment Service. The limitations of the data make the report of questionable use as a guide for educators or planners in vocational education.

The lack of adequate data, a concern expressed in past assessments of vocational-technical education, is a problem clearly recognized by those responsible for vocational education. The community colleges made active attempts to correct the situation through local field surveys in Maui, Hawaii and Kauai counties to ascertain business and industry's labor needs for the next five years as well as some attitudinal information from employers and the public toward the instructional programs of the community college in each county. The completed surveys represent the most current information available for the planning of curricula for Maui, Hawaii and Kauai community colleges. No survey has been initiated for Oahu to date. The feeling was expressed

during the year that any further surveys should be coordinated with the Department of Labor and Industrial Relations to ensure comprehensive coverage.

Recommendation: In order to maximize the efforts of its Research and Statistics staff involved in conducting an Industry-Occupation survey, the Department of Labor and Industrial Relations should give consideration to focusing its survey on Oahu to avoid duplication with the work accomplished on the neighbor islands. Instead, efforts should be made to refine and integrate the community surveys of the neighbor island counties with Oahu to provide a comprehensive overview of manpower needs as they relate to occupational training and vocational education. It is hoped that both the Department and the community colleges will work closely together to coordinate their efforts and ensure that the needed information will be provided by the surveys. It is further hoped that the Department will update its survey on a periodic basis to provide a better base for educational planning for the State plan as well as for PPB program plans.

COMMUNITY COLLEGES

Low Completion Rate in Vocational Education - (Annual Evaluation Report of the Advisory Council, FY-71, p. 15)

Problem: There is an ongoing concern that the needs of students enrolled in vocational programs in the community colleges are not being adequately met. The low completion rate as determined by the number of students enrolled in occupation programs who receive certificates or degrees after completing coursework continues to be a problem. The reasons for the high attrition have yet to be determined but the community colleges advance the following as possible explanations:

1. the possibility of acquiring enough skills to obtain employment before students complete their studies,
2. the ease with which students may transfer to other institutions,
3. curricular changes, more demanding in nature, which require more time to complete,

4. the lack of any "leverage" exerted by a degree since certain licensing examinations can be taken without completion of any required training.

Recommendation: Before any modifications to present programs are undertaken, an analysis of non-completers and their reasons for dropping out should be undertaken. The community colleges should use the services of the University's Office of Survey Research in assessing the reasons for the failure of students to complete the coursework. At the minimum the following should be initiated:

1. A survey of student attitudes: both completors and non-completers toward usefulness of occupational education in obtaining employment.
2. A survey of employer attitudes toward the usefulness of occupational education on the basis of completors and non-completers employed.

As a step beyond the initial survey, it would be useful if a comparative survey be made between attitudes of completors involved in occupational programs of the community colleges and manpower training programs (MDTA) and between attitudes of employers toward completors of each type of program.

On the basis of the data generated by the above measures, the community colleges should attempt to determine the value of retaining a program or eliminating or modifying it. Any cost-effectiveness study undertaken to determine whether the investment in equipment, instructor salaries, and other resources is really worthwhile will be dependent upon information uncovered by the above surveys.

LEGISLATURE

Research Resources - Department of Social Services and Housing -
(Welfare and Unemployment in Hawaii, 1972, pp. 27-28)

Problem: Relative to the extremely large demand placed upon the DSSH for welfare data, the present staff is seriously overburdened. In addition to collecting, compiling, and analyzing operating statistics on income maintenance, medical assistance,

social services, and housing, the staff is responsible for making projections on caseloads and costs, for supplying PPB input, and for making special surveys and one time studies to develop welfare recipient characteristics. The research staff is also working to implement a computerized fiscal and information system. While welfare cases and costs have risen tremendously, the research staff has remained about the same size.

In addition to the large amount of data already being compiled on a regular basis, there is a clear need for more information on characteristics of welfare recipients, on the non-welfare poor, and upon the social and economic environment which affects the welfare and potential welfare population. More frequent surveys and one time studies need to be made to produce this kind of information and also to refine and further develop the data and measures required by the Department's PPB effort.

Recommendation: Additional funds should be appropriated for the express purpose of augmenting research resources within the Department of Social Services and Housing.

Coordination of the Visitor Industry - (Coordination and Human Resource Planning in the Hawaii Visitor Industry, 1972, pp. 72-76)

Problem: The Hawaii visitor industry now grosses over half a billion dollars annually, generating over \$108 million in State and local taxes and providing over 39,000 direct and indirect jobs. Because of the importance of the visitor industry to the State's economy and because it is expected to continue to expand, a policy for coordination and development is needed to protect the public interest in long-range economic health, full employment, protection and preservation of the environment and other factors. A policy is needed that is a result of participation by public agencies and departments which affect tourism and representatives of the visitor industry.

Recommendation: A visitor industry council should be established to develop a workable policy for coordination and development of the visitor industry. The council should work to:

1. improve communication between industry, government and the public on the developments in the visitor industry and the implications for the general welfare,
2. encourage

industry cooperation on supplying adequate and reliable data for industry and government use, 3. strengthen cooperation between industry and educational and training institutions, 4. carry out other limited objectives of the Governor's Travel Industry Congress of 1970.

D. TO CONTINUE AND ADOPT MEASURES WHICH WILL FACILITATE OCCUPATIONAL ADJUSTMENT AND GEOGRAPHICAL MOBILITY, AND INSURE FULL EMPLOYMENT

AND

E. TO EXPLORE AND EVALUATE METHODS OF SHARING THE COST OF PREVENTING AND ALLEVIATING THE ADVERSE IMPACT OF CHANGE ON DISPLACED WORKERS

GOVERNOR

LEGISLATURE

Implementation of Act 188, 1971 - Public Service Jobs - (Welfare and Unemployment in Hawaii, 1972, pp. 88-89)

Problem: The Public Service Job Program is intended to provide employment and training to unemployed persons in the public sector, giving priority to veterans and poor persons with families. The jobs performed under this program are designed to supply needed public services, particularly services relating to environmental projects, and to impart valuable training and experience to program participants. The PSJ Program should be made a part of the State's ongoing manpower training effort. Even under more normal labor market conditions, the poor, and other disadvantaged would benefit from the PSJ Program. Under present high unemployment conditions, many of those who would participate in the PSJ Program most likely would be on welfare in the absence of the program, so at least a part of PSJ costs would be offset by welfare assistance savings.

With the unemployment rate in Hawaii rising above the 6.0 percent mark, employment opportunities are very restricted for unemployed disadvantaged, other poor, and veterans. It is during periods such as the present one (where the State or County unemployment rate is above some specified magnitude, such as 4.5 percent, for example) that the State should consider allocating extra funds to a public service jobs program such as that specified under Act 188 (1971 Legislature), so that a larger number of jobs could be provided.

Recommendation: Act 188, 1971, should be implemented and the Legislature should consider augmenting the funding already appropriated.

Modification of Hiring Freeze - (Welfare and Unemployment in Hawaii, 1972, pp. 90-91)

Problem: Many State programs, such as those involving housing, capital improvements, employment training and placement, and agriculture are directly related to private sector activity. An absolute freeze on personnel hiring for these programs is likely to result in a reduction in services that will adversely affect private sector activity. For example, increased staff for planning, monitoring, and coordinating Act 105 (State Housing Act) would result in an increase in the rate of housing unit completions for moderate and low income families.

In recognition of the fact that increases in particular types of government spending (especially on the above-mentioned kinds of programs and on the personnel needed to operate them) have more stimulative effects on the overall economy, the State should carefully examine spending priorities and attempt to shift expenditures away from goods and nonpersonnel services, which have a relatively high import content, to personnel expenditures, which have a lower import content and thus greater multiplier effect on State income and employment.

Since a portion of State government payroll expenditures return to the State treasury via tax revenue and a portion of increased unemployment attributable to the freezing of State hiring would probably result in additional welfare costs, the payroll savings represented by a given number of jobs not filled is not as great as the nominal wage bill would indicate. When all factors are considered, a policy of selective State government hiring rather than an absolute freeze, would be more effective in combating overall State unemployment and welfare costs.

Recommendation: The State should modify its hiring freeze and adopt a policy of selective hiring for jobs which directly contribute to increased private sector economic activity.

Capital Improvements Spending - (Welfare and Unemployment in Hawaii, 1972, pp. 86-88)

Problem: With the number of unemployed persons in Hawaii exceeding 21,000 and the construction industry unemployment rate approaching the 12 percent mark, the State government should increase the rate of spending on capital improvements. It has been estimated that for each \$5.8 million increase in capital improvements spending 200 new jobs are created directly in construction and indirectly throughout the economy.

Increased capital improvements spending can be financed out of the proceeds of long-term State bond sales. Hawaii's long-run economic outlook and credit standing in capital markets is very good. At the same time there is a great need for additional infrastructure that the State government can provide, which will serve to raise the economy's overall productivity and raise the quality of life. Housing, transportation, education, recreation and health including environmental control, are all areas in which capital improvements are greatly needed. The State should take advantage of the excess capacity which exists in the construction industry to get projects completed over the near-term while private sector demand is depressed. In housing particularly, the State should step up efforts to increase the output of middle and low income housing through State-private joint ventures under Act 105. Not only would more jobs be created but upward pressure on welfare costs would be relieved by an increase in lower cost housing.

Recommendation: The State government should increase capital improvements spending in order to increase employment and income, and at the same time provide needed construction.

Taking Advantage of Federal Funds - (Welfare and Unemployment In Hawaii, 1972, p. 91)

Problem: An increase in federal funds being spent in Hawaii has the same impact as other types of export earnings, namely a more stimulative effect on State income and employment because of the higher multiplier effect on new spending.

Many opportunities to obtain federal funds are missed because of a lack of awareness that particular moneys are available or because the application procedure is too

burdensome or complex for personnel whose primary responsibilities are in other areas. A special staff knowledgeable in grant application procedures should be established to coordinate and work with a specialist within each State department or agency. The department specialist would be familiar with departmental programs and also knowledgeable concerning federal grants-in-aid programs within the department's functional area, such as transportation, education, etc.

Recommendation: A special staff should be established within the State government to coordinate and intensify efforts to obtain increased federal funds.

LEGISLATURE

Study of Employment Barriers - Immigrants (Report of the State Immigration Service Center, 1972, p. 31)

Problem: Some barriers to suitable employment are inconsistent with the humanitarian intent of the U.S. Immigration Laws. For instance, an immigrant physician would have to hurdle the following barriers before obtaining a license to practice his profession:

First, he has to pass the examination given by the Educational Council for Foreign Medical Graduates. Second, he has to undergo one year of internship (regardless of years of foreign experience in the profession) in an accredited American hospital. Third, he has to satisfy two years of residency in an accredited American hospital. Fourth, he has to pass the Federal licensing and State licensing examinations. A physician who has passed internship program in other states and obtained a federal license may be given a State temporary license before qualifying for the State license.

Other professions have more stringent licensing requirements. Professions such as dentistry, pharmacy, law and certified public accountant require graduation from an accredited American college before taking the licensure examinations. For civil service jobs, one has to be a U.S. citizen and satisfy State residency requirements before he qualifies to take the civil service examination.

Recommendation: The Legislative Reference Bureau, in consultation with the Commission on Manpower and Full Employment should make a comprehensive study of Hawai'i's regulatory laws and suggest changes in line with U.S. Immigration laws thus allowing maximum participation of immigrants in the State's labor force.

COMMUNITY COLLEGES

LEGISLATURE

Job Placement Information - (Annual Evaluation Report of the Advisory Council, FY-71, p. 13)

Problem: The effectiveness of a program should not be measured by the number of graduates it produces. Since vocational education is concerned at least on the post-secondary level with adequate preparation for entry into and satisfactory performance on a job, the more effective, realistic, and pragmatic measure is placement in the occupation for which an individual is trained. Unless placement information is developed, any evaluation report lacks an important tool for assessment. There is a need for more information at the community college level. Some community colleges have conducted follow-up studies to appraise graduate attitudes toward coursework and to measure employment progress but the information is limited to graduates--no reliable information exists concerning the majority of students who do not complete vocational education programs. Since the completion rate may run only 30 to 50 percent in some programs, a meaningful evaluation of effectiveness is not possible either on a schoolwide or systemwide basis. A few individual instructors may keep records of where the students who did not complete programs went, but there is no office where such information is collected or maintained on a schoolwide or systemwide basis. The problem is one not only of lack of information but of the services provided. The personnel involved in placement activities are limited by budgetary constraints yet the placement office should have high priority in the community colleges. There is a need for centralized job information to be available to all the placement offices of the University system so that placement services to students can be maximized.

Recommendation: In order that placement information be as complete as possible for a valid evaluation, the community colleges should require a standardized procedure for all placement offices for the development of data which would include the following:

1. Follow-up surveys of non-completers in comparison with a follow up of graduates in occupational programs.
2. Comparison study of the percentage of graduates and non-completers available for work, the percentage placed in jobs, and the percentage in training-related jobs.
3. Data to indicate whether graduates do better either by virtue of higher earning or higher employment rates than non-completers.

Recommendation: Senate Concurrent Resolution 39, passed by the 1971 State Legislature, calls on the University of Hawaii to prepare a plan for a University-wide career planning and job placement system for submission to the Legislature in the 1972 session. We support the efforts toward planning for job placement and it is suggested that the report will have major implications to which the Legislature should give careful consideration.

STATE HUMAN RESOURCE AGENCIES

Interpretation Services for Immigrants - (Report of the State Immigration Service Center, 1972, p. 31)

Problem: Approximately 3,700 immigrants, American nationals and returning U.S. citizens were provided information and individualized referral services. In many instances, the State Immigration Service Center has to provide interpretation services between client and agency personnel. This problem of language and cultural interpretation appears to continue as immigration trend continues its upward swing.

Recommendation: The major service agencies, such as the Department of Labor and Industrial Relations, the Department of Education, the Department of Social Services and Housing,

the Office of Consumer Protection, and the Public Health Nursing Division of the Department of Health should consider employing a staff person with language facility and knowledge of the cultural background of the immigrants.

DEPARTMENT OF LABOR AND INDUSTRIAL RELATIONS

Job Training and Employment - Immigrants (Report of the State Immigration Service Center, 1972, p. 43)

Problem: According to the Center's survey of Samoans on Oahu, the unemployment rate among the Samoans was alarmingly high. Only about four of ten Samoans who were 19 years old and over were gainfully employed. It was indicated that the Samoans were hampered in seeking employment because of a communication problem and lack of training for a job.

Recommendation: The Samoans should be encouraged to avail themselves of manpower training programs; and it is further recommended that the State Employment Service should place high priority in resolving the Samoan unemployment problem.

II. MANPOWER REQUIREMENTS

Introduction

Effective manpower programs raise the productivity of the existing labor supply and increase the supply by bringing additional persons into the labor force. Full employment and increased incomes for certain groups in the population are just two of many possible goals of a manpower policy. To achieve these, as well as other manpower goals, comprehensive manpower planning must consider anticipated changes in the overall demand for labor and the occupational and skill composition of this demand, as well as the manpower programs that will be needed to assure the right amount and kind of labor supply needed. Focusing on manpower programs alone, without considering how increases in the supply of newly-trained workers will find jobs utilizing acquired skills, runs the very real risk of wasting scarce resources and demoralizing and alienating those who are intended to be helped.

In order to effectively plan for the kinds of manpower programs needed, program funding levels, priorities, and the magnitude and composition of target groups for manpower services, anticipated economic conditions must be explicitly taken into account to the maximum extent possible by the manpower planning process.

The remainder of this chapter will discuss anticipated State economic conditions as they affect manpower planning. Employment, unemployment, industry, and occupational trends will be treated as well as other economic, labor market, and socio-demographic factors that have implications for manpower planning.

Short-Term Economic and Employment Outlook¹

Sharp declines in the rate of growth in visitor arrivals and visitor days spent in Hawaii, in retail sales, sale of services, and a drop in construction spending all reflected a lagged impact

¹ For data and more detailed analysis of State employment conditions and outlook, see Welfare and Unemployment in Hawaii, Commission on Manpower and Full Employment, 1972, pp. 46-84.

of the Mainland U.S. recession on Hawaii's economy in 1971. The West Coast dock strike in third quarter 1971 contributed to the decline in economic activity relative to productive capacity.

The economic slowdown in Hawaii was most noticeably felt by those being laid off jobs and by those not able to find employment upon entering the labor force. Between January 1971 and September 1971, total statewide employment (seasonally adjusted) failed to grow, going from 338,192 to 337,889. During the same period, the civilian labor force increased from 353,639 to 360,048 thus driving unemployment up from 15,447 in January 1971 to 22,159 in September 1971, or 6.2 percent of the civilian labor force.

Manufacturing, Construction, Transportation

Employment growth in Hawaii's major industries between September 1970 and September 1971 clearly reflect the employment impact of the Mainland recession and, to some extent, the West Coast dock strike in third quarter 1971. Seasonally adjusted data show that employment in manufacturing declined by 440, from 24,910 to 24,466, construction employment declined 2,181 from 23,098 to 20,917, and transportation employment dropped 415 from 23,904 to 23,489.

Retail Trade, Hotels, Other Services

Employment increased in retail trade, hotels, and in other services during the September 1970 to September 1971 period by 2,464, 2,112, and 1,692, respectively, but in terms of the size of total employment in these industries the gains were not impressive except for hotel employment. The employment increase in retail trade (2,464) was 4.7 percent, and in other services (1,692) it was 3.6 percent. Employment increased 14.8 percent in hotels as a result of the large number of new hotels that were completed. This relatively large increase in hotel employment during a period when the growth in visitor arrivals had declined sharply has short-run implications in terms of further increases in hotel employment. While room inventory has increased some 20 percent since September 1970, visitor days spent in Hawaii have only increased about 5 percent, thus increased visitor demand over the short-run will be accommodated largely by existing staff and employment gains in hotels will not be large.

Public Sector

Federal employment has trended downward (September 1970 to September 1971, seasonally adjusted data) but very recently

(September 1971 through January 1972) unadjusted data show that federal employment has increased slightly, perhaps signaling a turnaround in federal employment. Local government employment increased 771 (7.8%) during the September 1970 to September 1971 period and is expected to increase further but at a slower rate of growth during the next year (calendar 1972). State employment is subject to a hiring freeze and is expected to increase very slightly, but only in critical high priority public service areas. Some public service job creation may take place in the State government if the Public Service Jobs program is put into effect. At the present time \$1.0 million in funds for this program are frozen in conjunction with the State hiring and new program funding freeze that went into effect in September 1971.

Forecast

Prospects for large statewide employment increases during the next 6-12 months (July through December 1972) are not very good. Avoidance of labor strikes in Hawaii in the public sector, pineapple, sugar, and in other industries where contracts must be negotiated soon, and an acceleration of the nationwide post-recession recovery are very important factors which will shape the short-run magnitude of employment gains. An optimistic forecast would place the total net employment gain for calendar 1972 at about 16,000. The occurrence of prolonged strikes in Hawaii and continued high unemployment on the U.S. Mainland would mean a downward adjustment of the 16,000 figure. Most of the increase in employment will occur in services, retail and wholesale trade, and in the transportation industries. Construction employment and federal government employment may show increases depending upon governmental policy decisions.

Longer-Term Economic and Employment Outlook

The economy of Hawaii over the long-run is expected to continue to experience greater gains in real income and utilization of productive capacity than the U.S. as a whole. During the 1960's Hawaii's Statewide unemployment rate, on the average, was below the national unemployment rate and personal income increased at a faster rate. Between 1960 and 1970, real per capita personal income in Hawaii increased 44 percent while national real per capita personal income increased only 35 percent. Both population and civilian labor force in Hawaii also increased more during the decade than for the nation as a whole, population increasing 21.7 percent in Hawaii compared to the U.S. increase of 13.3 percent and the labor force growing 23.8 percent compared to the U.S. growth of 18.8 percent (based on the 1960 and 1970 census).

The State Department of Planning and Economic Development has made economic projections to 1975 and 1980 for Hawaii.² These projections are based upon the structure of Hawaii's economy as reflected in the relationships among economic variables which has held in the past. Given independent projections of certain exogenous variables (such as population growth, federal expenditures, and sugar exports, etc., which values are largely determined outside the economic system being described), one can see what will happen to such dependent variables as State personal income, employment, retail sales, and construction. It is important to note that future government policies may alter the existing economic structure and may also affect the future values of exogenous variables such as population growth, number of visitor arrivals, etc. To the extent that government policy succeeds in bringing about a different State economic structure or that changes in Hawaii's economy are induced by unforeseen technological change or trading relationships with areas outside Hawaii, the projections may not be realized.

Personal Income

Hawaii's personal income is expected to increase from 1969's \$3.060 billion dollars to \$7.287 billion in 1980, representing an 8.1 percent average annual growth rate, a little lower rate of growth than that shown between 1960 and 1970. However, in real terms after discounting price level increases, personal income is projected to rise at a 4.8 percent average annual rate during the 1970's compared to the 5.5 percent rate experienced in the 1960's.

Agriculture, Visitor Industry

Sugar production is projected to increase only very slightly (1.0 percent per annum growth rate) to 1980 and pineapple output is expected to remain at about the same level as present. Diversified agricultural income is projected to increase by 65 percent to \$70.0 million by 1980 and overall commodity exports are expected to reach \$550 million by 1980, 40 percent above the 1970 level. The number of overnight or longer visitors to Hawaii is projected to rise to 3,200,000 by 1980, with visitor expenditures reaching

² Arnaldo Pomponi, Economic Forecasts for the State of Hawaii to 1975 and 1980, Department of Planning and Economic Development, State of Hawaii, Research Report No. 71-2, (Honolulu: July 1971).

\$1.9 billion dollars compared to 1971's estimated visitor expenditures of \$625 million.

Increase in Employment

What do these levels of economic activity imply in terms of the work force needed to provide the projected output of goods and services in 1975 and 1980? Overall State employment is expected to increase to 395,810 by 1975 and to 476,070 by 1980. In terms of the rate of growth, total employment is projected to increase at an average annual rate of growth of 3.8 percent between 1970 and 1980. This compares with a 4.1 percent growth rate of employment during the period 1967 through third quarter 1971. During the 1970's total civilian government employment in Hawaii is expected to increase from 1969's average employment of 71,130 to 87,870 in 1975 and 94,300 in 1980, which means an average annual growth rate of 2.6 percent between 1970 and 1980. Private sector wage employment is projected to grow at an average annual rate of 4.4 percent between 1970 and 1980, reaching 271,390 in 1975 and 341,370 in 1980. (See Table 1.1)

Those industries expected to grow fastest during the 1970's are: hotel, construction materials, utilities and services. Each of these industries is anticipated to grow at a 6.0 percent or better rate of growth between 1970 and 1980. Other industries expected to grow at a rate above the overall private employment rate between 1970 and 1980 are: garment (4.8 percent), construction (5.3 percent), retail trade (4.7 percent) and finance (5.6 percent). Sugar and pineapple employment is expected to experience continuing declines during the 1970's.

Manpower Needs

Faced with a short-run slowdown in the State economy, growth in the labor supply over the near-term may very well outpace the economy's ability to provide new jobs. With Hawaii's unemployment currently numbering about 21,000 or about 5.8 percent of the civilian labor force, manpower training programs such as the Work Incentive Program (WIN) for welfare recipients, the Manpower Development and Training-Institutional (MDT-Inst.), and the Concentrated Employment Program (CEP) have difficulty in placing trainees and graduates of programs in jobs. Yet it is during high unemployment periods that persons in these program target groups are in greatest need. Since the longer-term outlook for labor demand in specific industries and occupations is quite good, special manpower and vocational education programs should not be neglected, but emphasis should be placed on efforts to create temporary job opportunities over the transitional period.

TABLE 1.1: ACTUAL AND PROJECTED EMPLOYMENT BY INDUSTRY IN HAWAII¹
Selected Dates 1960 - 1980

INDUSTRY AND SOURCE OF PAYMENT	ACTUAL EMPLOYMENT		PROJECTED EMPLOYMENT			ANNUAL RATES OF CHANGE	
	1960	1969	1970	1975	1980	1960-69	1970-80
Total Civilian Employment	228,050	316,371	326,810	395,810	476,070	3.7	3.8
Non-Agriculture Self-Employed	19,930	26,110	26,852	30,900	35,000	3.1	2.7
Farm Employment	6,790	6,010	5,935	5,650	5,400	- 1.4	- .9
Government Civilian Employment	49,510	71,130	73,000	87,870	94,300	4.1	2.6
Private Wage Employment	151,820	213,121	221,020	271,390	341,370	3.8	4.4
Sugar	14,633	11,100	10,129	8,207	6,632	- 3.0	- 4.2
Pineapple	10,396	8,900	8,386	7,721	7,095	- 1.7	- 1.7
Hotel	4,235	12,550	12,989	19,203	23,740	12.8	6.2
Garment	2,379	2,992	3,143	3,959	5,020	2.6	4.8
Recreation	2,925	4,120	4,294	5,279	6,457	3.9	4.2
Construction	17,470	22,600	23,772	28,390	39,802	2.9	5.3
Construction Materials	2,355	3,002	3,625	4,528	6,758	2.7	6.4
Diversified Manufacturing	7,416	9,109	9,664	11,047	12,727	2.3	2.8
Retail	30,999	49,111	50,846	63,872	80,292	5.2	4.7
Wholesale - Trucking	13,047	17,961	19,078	21,921	25,210	3.6	2.8
Finance, Ins., Real Estate	8,458	16,188	18,037	23,753	31,173	7.5	5.6
Transportation	7,614	11,042	11,200	13,332	15,756	4.2	3.5
Communication, Utilities	4,641	8,480	8,579	11,758	16,274	6.9	6.6
Service	18,185	34,466	36,064	47,907	64,213	7.4	6.0
Unclassified	7,067	1,500	1,219	510	219	-15.8	-15.8

Source: State of Hawaii, Department of Planning and Economic Development, Economic Forecasts for the State of Hawaii to 1975 and 1980, Research Report No. 71-2, Honolulu, 1971, Table 1. Forecasts were calculated from formulas developed in model described in "An Econometric Model for Forecasting Income and Employment in Hawaii" by Lawrence C. Chau, ERC, June 1970.

¹Employment is based on jobs and is thus higher than census data based on individual workers. Due to rounding, not all projections add to totals.

The federal Public Employment Program, created under the Emergency Employment Act of 1971 provides funds to State and local governments for hiring unemployed persons for temporary public service jobs. Hawaii's Public Service Jobs (PSJ) Program, Act 188, 1971 Legislature, also provides for temporary jobs in the public sector. Government measures to stimulate labor demand in the private sector and programs for job creation in the public sector are high priority considerations in terms of shorter-term manpower policy.

Anticipated Occupational Requirements

The past decade in Hawaii has been characterized by a rapidly growing economy, increasing innovation and mechanization, and more efficient communications with the rest of the nation and the world. Growth and development of the economy has resulted in a shift from a more agriculturally based economy to one that is much more service oriented. These changes are reflected in shifts in the distributions of employment by industry and occupation which were reported in the U.S. Census for 1960 and 1970.³

The only groups of industries which showed decreases in employment in the decade were agriculture, forestry and fisheries, and non-durable goods manufacturing (including pineapple canning). The work forces of all other industries showed increases.

3. U.S. Bureau of the Census, Census of Population: 1970, General Social and Economic Characteristics, Final Report PC (1)-C13. Hawaii, Table 46, p. 76 and Table 47, p. 77: Comparisons of 1960 and 1970 include all workers 14 years of age or older to be equivalent to previous censuses. Detailed 1970 data, however, are based on workers who are 16 years or older.

Change in Employment by Industry
April 1, 1970 Compared with April 1, 1960

Industry	Number	Percent
TOTAL	+78,440	+37.5
Agriculture, forestry, and fisheries	- 3,877	-24.3
Mining	+ 173	+130.1
Construction	+ 4,861	+24.4
Manufacturing: Durable goods	+ 1,405	+18.1
Non-durable goods	- 5,432	-21.0
Trans., communications & other utilities	+ 5,769	+34.5
Wholesale and retail trade	+17,223	+44.0
Finance, insurance and real estate	+ 5,672	+72.6
Business and repair services	+ 3,309	+71.5
Personal services	+ 4,352	+30.5
Entertainment and recreation services	+ 837	+35.0
Professional and related services	+18,620	+40.8
Public administration	+ 8,966	+41.1

Nonreporting of employing industry increased from 2.8% in 1960 to 7.8% in 1970. Consequently, decreases are overestimated, increases are underestimated.

The fastest growing occupations (between 65 and 75 percent increase in ten years) were: professional, technical and kindred workers; clerical and kindred workers; and service workers other than private household workers. Occupations which grew moderately (from 20 to 35 percent increase) were: managers and administrators (non-farm); sales workers; and craftsmen, foremen, and kindred workers. In contrast, there were decreases in the occupational groups consisting of: farmers and farm managers; farm laborers and foremen; and private household workers (59, 31, and 57 percent respectively). There was also a small decrease in non-farm laborers (five percent).

Generally speaking, the trends which are represented in the occupational changes between 1960 and 1970 are expected to continue. The work forces connected with sugar and pineapple which represent a large proportion of all farming occupations will be further reduced by mechanization and consolidation on the more productive agricultural land, although the decrease in agricultural occupations should not be as great overall, since growth in diversified farming is expected to offset to a considerable extent the decline in sugar and pineapple employment. Much of the work which

laborers have done in the past will be done by machine; but there will be a growing need for professional and technical workers as well as craftsmen who are able to install and repair machinery. The number of clerical and sales jobs also is expected to continue to increase.

The overall labor force participation rate increased during the 1960's. The population of all persons in Hawaii who were 14 years of age and over (including military personnel) increased by 29.8% from April 1, 1960 to April 1, 1970; the labor force⁴ for the same total group increased by 30.5%. Increasing labor force participation was due to proportionately large numbers of women entering the labor force. There was an increase of 35.8% in female population and of 58.3% in females in the labor force.

On the first of April, 1970, when there was relatively full employment in Hawaii, more than 62 percent of the civilian population 16 years of age and over was in the labor force (see Table 1.2). If from those persons who were not in the labor force, totals are deducted for inmates of institutions, persons enrolled in school, the disabled, and persons of retirement age, there were only about 8,840 men and 78,260 women who were not employed or looking for employment within the working-age groups. Included in those remaining totals were persons who had given up on getting employment, some who retired early, those who were ill, women who preferred to devote their time to their own homes and children, and persons with other special reasons which would preclude their being available for jobs. In addition, it is probable that many were not equipped with special skills which were required by many job openings.

Even in the current recession with high unemployment rates, the Hawaii State Employment Service reported that for August 1971 there were 4,048 job openings on file with them which had been unfilled a month or more because they were hard to fill.⁵ They included 1,076 jobs in service occupations, 610 in clerical work, 842 in processing, 430 in farming or the like, and considerable numbers in other categories. Reasons why the jobs continued to be unfilled included a mismatching of wage offers and expectations, unfavorable working conditions such as irregular or unpleasant hours of work and some where there were no qualified applicants with the required skills or experience.

⁴ Source: See Table 1.2.

⁵ Department of Labor and Industrial Relations, State of Hawaii, A Report on Unfilled Job Openings: Based on Hawaii State Employment Service Unfilled Job Openings at end of August, 1971. Honolulu, September 1971.

TABLE 1.2: EMPLOYMENT STATUS OF THE POPULATION OF HAWAII
SIXTEEN YEARS OF AGE AND OLDER BY SEX
April 1, 1970

	Total	Male	Female
Population 16 and Over	522,018	272,726	249,292
Armed Forces	49,785	48,860	925
Civilian Population	472,233	223,866	248,367
Civilian Labor Force	294,484	173,361	121,123
Employed	285,556	168,940	116,616
Unemployed	8,928	4,421	4,507
Not in Labor Force	177,749	50,505	127,244
Inmate in Institution	3,938	2,368	1,570
Enrolled in School	36,684	17,857	18,827
Other (under age 65) ¹	101,651	13,813	87,838
Other (65 years and over)	35,476	16,467	19,009

Source: U. S. Bureau of the Census, Census of Population: 1970, General Social and Economic Characteristics, Final Report PC (1)-C13. Hawaii.

¹ Of the "Other" category who were not in the labor force, 36 percent of the men and 11 percent of the women were disabled. (Fifty-two percent of the disabled between the ages of 16 and 64 were in the labor force, however; and nearly three-fourths of those who were not in the labor force were classed as unable to work.)

In addition to the mechanization which reduced the numbers of low-skilled and entry level jobs in most industries, there have been a number of recent changes in the labor force which tended to heighten the competition for these jobs: a growing number of persons have completed their military service and many are entering the labor force who have had little experience in civilian jobs; people who were born in the post-World War II "baby boom" are reaching young adulthood; and rising costs of living make it necessary for additional members of families with poverty or near poverty incomes to enter the labor market for basic subsistence.

Objectives of Manpower Programs

The following discussion of manpower target groups in need of services and program priorities largely reflect the current federal policy of utilizing manpower programs to attack poverty and unemployment through upgrading job skills and creating job opportunities. It is recognized that, while this is a highly important concern of manpower policy, it represents only one of several dimensions of the overall manpower mission. As planning and manpower research capacity improve, planning will also focus upon the economy's needs for labor skills and the larger spectrum of productive human resource development.

Target Groups in Need of Manpower Services

A summary of the magnitude of need for manpower services which was estimated for the State of Hawaii for fiscal year 1972 is given in the table following. The figures represent fiscal year totals of persons in need, not monthly averages. Since the estimates were made before the upswing of unemployment in the summer of 1971, they represent an underestimate of the numbers of people who actually will need services during this period. Furthermore, the numbers represent people with varying needs; not all of them need the same intensity of services nor the whole range of manpower services. Estimates of the unemployed are divided into subcategories characterized by factors affecting employment such as age and other socio-economic disadvantages.

**Estimated Target Groups
Fiscal Year 1972**

Category	Total	Youth	Adult	Older Worker	Not Distributed by Age Group
Total	124,710	43,880	37,580	12,050	31,200
CAMPS Universe of Need	112,200	31,370	37,580	12,050	31,200
Unemployed	81,000	31,370	37,580	2,480	--
Disadvantaged/Poor	20,300	9,300	8,520	2,480	--
Other Poor	3,500	1,690	1,450	360	--
Near Poor & Non-Poor	48,600	20,380	27,610	9,210	--
Employed/Poor	31,200	--	--	--	31,200
In-School Youth (Special group)	12,510	12,510	--	--	--

The terms which are used in the table follow definitions which have been set by national guidelines. "Unemployed" which is elsewhere defined as a person who does not have a job and is actively engaged in some specific job seeking activity in a particular covered period also includes other non-working persons in need of manpower services in CAMPS target groups.

A "disadvantaged" person is poor⁶, unemployed or underemployed, and either: a school dropout, physically or mentally handicapped,

⁶ Hawaii's poverty guideline is 15 percent higher than the Nation's and varies with family size and farm or non-farm location. Selected categories of the schedule of incomes under which people are "poor" in effect beginning January 1972 for the State of Hawaii follow:

<u>Family Size</u>	<u>Income, Non-Farm</u>	<u>Income, Farm</u>
1	\$2,300	\$1,975
2	3,000	2,550
3	3,650	3,100
4	4,400	3,750
7	6,500	5,525

under 22 or over 44 years of age, or subject to special obstacles to employment.⁷ Thus a youth between the ages of 16 and 21 has a specified obstacle to employment, and is disadvantaged if he is poor and unemployed. There are many disadvantaged youth at present due to high unemployment rates in this age category and the large number in the age group. An adult between the ages of 22 and 44 is not disadvantaged by age, however, so he must have one of the other specified characteristics to be classified as disadvantaged. Persons age 45 or over, like youth, are disadvantaged by their age, and do not require other specified obstacles to employment to be classified as disadvantaged.

Hawaii data on size of each of the target groups will be available in much fuller detail in the immediate future. Current manpower data will be included in the Annual Manpower Planning Report soon to be completed by the Department of Labor and Industrial Relations. Also, much more detail can be developed from further analysis of data in the census volume which has already been cited in this chapter. It is known that with the current high level of unemployment an unusually large number of persons have inadequate earned incomes. In addition, about 24,000 adults were on welfare in October 1971. The large current needs will mean that many people will qualify for ongoing manpower programs. Priorities for federally-funded programs are largely set by federal law. However, the State government may wish to reassess its own priorities which operate within the federal guidelines as well as for State-funded manpower programs.

⁷ "Subject to special obstacles to employment" are: unskilled workers having one or more spells of unemployment of fifteen weeks or more in the past 12 months; workers whose last jobs were in occupations of significantly lower skill than their previous jobs; workers who have family histories of dependence on welfare; workers who have been permanently laid off from jobs in industries which are declining in their region; and members of minority groups.

Priorities for Manpower Services

With needs for manpower services very greatly exceeding the funds and programs available to provide them, priorities have been set to insure that those most in need will receive preference. The order of preference among the unemployed target groups is first to the disadvantaged poor, then to poor who are not disadvantaged, and subsequently to the near poor and the non-poor. Lower priority is given to the employed than to the unemployed.

Veterans are not a single target group but are given priority in manpower services within any target group into which they are classified by their other characteristics. Disabled veterans receive highest priority for all services, followed by Vietnam era (special) veterans, other veterans, and then non-veterans.

On April 1, 1970, the number of veteran residents of Hawaii⁸ was distributed as follows:

Total	89,098
Vietnam conflict	20,548
Korean conflict	17,491
Korean conflict & WW II	2,515
World War II	31,971
World War I	2,501
Other Service	14,072

In the intervening period, many Vietnam era veterans have sought employment in Hawaii. Their numbers are larger than were estimated before fiscal 1972 due to the accelerated winding-down of the Vietnam war. The Veterans Employment Service representative of the Department of Labor reported that there were nearly 9,000 veterans registered with local offices of the State Employment Service in October 1971. Approximately a third of all male applicants registered with the Employment Service were veterans in August, September and October.

About a fifth of insured unemployed veterans who have been recently separated from the armed services are under 22 years of age, a recognized disadvantage in the job market. However, more than 90 percent of the new veterans had at least 12 years of education and about a third had more than 12 years; few veterans are educationally disadvantaged. Hawaii Employment Service's ESARS reports show two-thirds of veteran applicants who were available

⁸ Census, 1970, Op. cit., p. 83

on October 31, 1971 were classes as "job ready". Until more detailed data become available, it is difficult to estimate how many veterans would qualify for manpower programs which train persons who are disadvantaged in the job market. Reports for Hawaii which were based on data collected before March 1971 estimated that 9.3 percent of the disadvantaged were veterans; the proportion may likely have changed.⁹ Both the federal and State governments have expressed policies and procedures which assign preference to veterans in all programs for which they are qualified.

Welfare recipients, like veterans, are included in any target group for which they qualify, but are not considered to be a separate group. They receive priority for programs which will assist them in becoming able to compete successfully in the job market.

The number of different persons who receive training to upgrade their skills or for whom job opportunities are created under manpower programs is not ascertainable by present reporting methods since duplication exists between program totals for persons who are served by more than one program. This fact, combined with the unemployment increase during the year should make one even more cautious than usual about comparing any totals of numbers receiving service with numbers of persons in need of service. The best "guesstimate" is that the proportion of the needy receiving service probably would not exceed the estimated national average of one in twenty.

⁹ Annual Manpower Planning Report for Fiscal Year 1972, State of Hawaii, Department of Labor and Industrial Relations. Honolulu, March 1971, p. 29.

III. CURRENT INVENTORY OF RESOURCES

Planning is critically important if the State of Hawaii is to realize the full potential of resources devoted to manpower programs. However, it should be recognized that the federal government currently provides the basic apparatus and largest proportion of funds for programs for manpower training and related services in the State. Since the early 60's there has been a proliferation of federal manpower programs to meet the manpower training and employment needs of varied segments of the population -- as characterized by poverty, lack of education, age groupings and ethnic group. To cope with the confusion and the overlapping of services caused by the wide array of programs, the federal government, in the latter part of the decade, initiated the Cooperative Area Manpower Planning System (CAMPS) as a mechanism for coordinating the utilization of manpower resources. Early CAMPS experience brought more sharply in focus the constraints placed by law and program policies upon comprehensive manpower planning, and the National Administration is expected to initiate changes during FY-73.

Until changes come about, State planning for FY-73 will be based on existing legal and program guidelines. Federal guidelines on program resources and program emphasis will not be available until late February 1972 and detailed planning for resource utilization is scheduled for March 1972. Based on prior experience, assumptions are that program categories, levels of funding and the major thrust of manpower plans for FY-73 will remain relatively the same as for FY-72.

A concise summarization of FY-72 manpower plans is presented in the following pages (beginning on page 41). The table "Current Inventory of Resources and Services" provides information on:

1. Name of program and administering agencies.
2. Source and amount of funds.
 - a. Source symbols:

(F) Federal grant.

(S) Wholly State cash or in-kind contribution.

(NF) Local government or private sector solely or in combination with State contributions, generally representing in-kind contributions.

b. Dollar amounts

For all federal programs, except for the Vocational-Technical Education program, the dollar amounts represent grants received up to mid-January, 1972 for implementation of programs during FY-72.

3. Target groups to be served

Except for the Vocational-Technical Education programs, the target groups to be served are the unemployed and under-employed. For the sake of brevity, this has not been repeated in column (3) of the table. Inserted, however, are the broad sub-categories of persons to be served as dictated by program policy. As distinct from regular participants in the labor force, students at the secondary level age grouping are also identified.

4. Number to be served

Figures represent the estimated numbers of persons to be served by each program. The figures may not be aggregated to indicate the number of different individuals served by total resources available as a participant may be served by two or more programs concurrently or progressively.

5. Services offered

A brief description of the key activities of each program.

6. Geographic scope

Indicates the existing geographic boundaries of programs. Where programs are less than Statewide in scope, the determining factor is law or program policy.

STATE OF HAWAII

CURRENT INVENTORY OF RESOURCES AND SERVICES

FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
MANPOWER DEVELOPMENT AND TRAINING ACT (MDTA)					
Sec. 231 - Institutional (IDTA-Inst.)	\$832,278 (F) 40,079 (S)	65% Disadvantaged.	564	Classroom training in occupational skills for clerical, food preparation, mechanical trades, cashier/checker, licensed practical nursing & individual referrals to various occupations. Also support training in remedial education & employment orientation.	Statewide
<u>Administering Agency</u> Dept. of Labor & Industrial Relations, E. S. Division					
UHCCS, Manpower Training Office					
Sec. 241 - Rural Area Redevelopment (RAR)	\$370,870 (F) (no matching)	Residents of Hawaii County.	260	Occupational skill training for food preparation, individual referrals to various occupations, & mechanical trades.	Hawaii County.
<u>Administering Agencies</u> Dept. of Labor & Industrial Relations, E. S. Division					
UHCCS, Manpower Training Office					
Sec. 204 - On-the-Job Training (JOPS)	\$136,000 (F) (no matching)	50% Disadvantaged. 50% Veterans.	200	Development of on-the-job training opportunities in private sector; primarily occupations in trades and crafts.	Statewide
<u>Administering Agency</u> Dept. of Labor & Industrial Relations, Division of Apprenticeship and Training					

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CURRENT INVENTORY OF RESOURCES AND SERVICES

FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
JOB OPPORTUNITIES IN THE BUSINESS SECTOR (NAB-JOBS) (Contract Program)	\$1,323,746 (F)	100% Disadvantaged.	665	On-the-job training & supportive services.	Statewide
<u>Administering Agency</u> National Alliance of Businessmen - Honolulu Metro					
STATE APPRENTICESHIP TRAINING (Private Sector)	Private Sector Sponsors		4,170	Apprenticeship training on-the-job, supplementary classroom training; primarily trades & crafts.	Statewide
<u>Administering Agency</u> Dept. of Labor & Industrial Relations, Division of Apprenticeship and Training					
STATE MDT (ACT 188) ¹	\$1,000,000 (S)		92	Public service employment & training.	Statewide
<u>Administering Agency</u> Dept. of Labor & Industrial Relations	(1971-1973) (Biennium)	Priority veterans & welfare recipients.			

¹ Program expansion funds temporarily frozen.

STATE OF HAWAII

CURRENT INVENTORY OF RESOURCES AND SERVICES
FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
PUBLIC EMPLOYMENT PROGRAM (PEP)					
State Government Contract <u>Administering Agency</u> Dept. of Personnel Services	\$1,387,040 (F) 176,515 (S)	33 1/3% Veterans of Indochina, Korea service after 8/5/64.	229	Transitional employment, during periods of high unemployment, with State and County governments to provide needed public services; supplementary training where needed.	<u>State Gov't.</u> Statewide <u>County Gov't.</u> Hawaii Maui Kauai
C & C Honolulu Contract <u>Administering Agency</u> C & C Office of Human Resources	\$845,960 (F) 84,596 (NF)	33 1/3% Veterans of Indochina, Korea service after 8/5/64.	121	Transitional employment, during periods of high unemployment, with State and County governments to provide needed public services; supplementary training where needed.	<u>County Gov't.</u> Honolulu

STATE OF HAWAII

CURRENT INVENTORY OF RESOURCES AND SERVICES
FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
PUBLIC SERVICE CAREER					
State Government Contract <u>Administering Agency</u> Dept. of Personnel Services	\$240,000 (F)	100% Disadvantaged.	80	On-the-job training & supplementary classroom training for job opportunities in State government.	Statewide
JOB CORPS					
City Government Contract <u>Administering Agency</u> C & C Office of Human Resources	\$88,000 (F)	100% Disadvantaged.	50	On-the-job training & supplementary classroom training for job opportunities with C & C Honolulu government.	Honolulu
<u>Administering Agency</u> Dept. of Labor & Industrial Relations, Hawaii Job Corps Center	\$1,346,500 (F)	100% Disadvantaged poor out-school youth.	624	Counseling, remedial education & vocational training. Placement in jobs, secondary schools & higher education or Armed Forces; follow-up services. Residential living, medical & dental care.	Hawaii Guam Trust Territories & Pacific Island

STATE OF HAWAII

CURRENT INVENTORY OF RESOURCES AND SERVICES

FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
NEIGHBORHOOD YOUTH CORPS					
Out-School <u>Administering Agencies</u> C & C of Honolulu for Oahu	\$316,756 (F) 38,851 (NF)	100% Disadvantaged poor high school drop-outs (ages 16-17).	170	Remedial education, vocational & work experience training; referral to other training pro- grams or return to regular schooling.	Oahu Maui Hawaii
Dept. of Education, Office of Compensatory Education Services for Hawaii and Maui					
In-School					
<u>Administering Agency</u> Dept. of Education, Office of Compensatory Education Services	\$154,472 (F) 30,895 (S)	100% in-school (high school) youth from low-income families.	252	Paid work experience, counsel- ing, remedial education.	Statewide
Summer Program					
<u>Administering Agencies</u> C & C of Honolulu for Oahu	\$670,374 (F) 100,639 (NF)	100% in-school (high school) youth from low-income families.	1,697	Paid work experience, counsel- ing, remedial education.	Statewide
Dept. of Education, Office of Compensatory Education Services for all counties					

STATE OF HAWAII

CURRENT INVENTORY OF RESOURCES AND SERVICES
FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
STATE DROP-OUT PROGRAM (WORK STUDY COMPONENT) <u>Administering Agency</u> Dept. of Education, Office of Compensatory Education Services	\$234,419 (S)	Secondary level youth, potential drop-outs.	488	Counseling & tutoring, paid work experience.	Statewide
VO-TECH WORK STUDY <u>Administering Agency</u> Dept. of Education, Office of Compensatory Education Service	(\$33,051) (F) ¹ (49,421) (S)	Secondary level voed students in need of financial assistance.	272	Paid work experience & related study.	Statewide
OPERATION MAINSTREAM Title I-B <u>Administering Agencies</u> Concentrated Employment Pro- gram of Honolulu; Hawaii County Economic Opportunity Council; Maui Economic Oppor- tunity, Inc.	\$211,767 (F) 26,720 (NF)	Disadvantaged/poor adult & older worker.	71	Outreach, counseling, remedial education, work training, job development & follow-up after job placement.	Oahu Hawaii Maui

¹ Sub-total of overall vocational-technical education resources (see page 49).

STATE OF HAWAII

CURRENT INVENTORY OF RESOURCES AND SERVICES

FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
OPERATION MAINSTREAM (continued)					
Title I-E <u>Administering Agencies</u> Kauai Economic Opportunity, Inc.; Maui Economic Oppor- tunity, Inc.	\$114,000 (F) 16,860 (NF)	Disadvantaged/poor adult & older worker.	39	Outreach, counseling, remedial education, work training, job development & follow-up after job placement.	Kauai Maui/Moloka
FOSTER GRANDPARENT PROGRAM					
<u>Administering Agency</u> Dept. of Social Services & Housing	\$108,832 (F) 51,095 (NF)	Senior citizens with low incomes.	67	Part-time employment; opportu- nities for older adults to serve mentally retarded children at Waimano.	Honolulu
ADULT EDUCATION					
<u>Administering Agency</u> Dept. of Education, Adult Education	\$48,600 (S)	Disadvantaged/poor youth & adults.	824	Remedial basic & secondary instructional services in direct support of manpower related services programs.	Statewide

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CURRENT INVENTORY OF RESOURCES AND SERVICES
FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
EMPLOYMENT SERVICE Administering Agency Dept. of Labor & Industrial Relations, E. S. Division	INA (F)	Priority to veterans.	56,370	Job development & placement, employment counseling, referral to training & supportive services.	Statewide
WORK INCENTIVE PROGRAM (WIN) Administering Agencies Dept. of Labor & Industrial Relations, E. S. Division; Dept. of Social Services & Housing, Public Welfare	\$303,542 (F) 75,886 (S)	AFDC recipients.	652	Counseling, job placement, follow- up & supportive services. Train- ing components: Work Experience Occupational Skill On-the-Job Institutional Basic Education Employment Orientation	Honolulu
CONCENTRATED EMPLOYMENT PROGRAM, HONOLULU (HON-CEP) Administering Agency Honolulu Community Action Program, Inc., Honolulu CEP	\$1,260,000 (F) 126,000 (NF)	100% Disadvantaged. Residents of CEP areas.	755	Employability development, remedial education, work experience & occupational skill training, job development & placement, supportive health & follow-up services.	CEP Areas Kalihi- Palama & Maianae Coast



STATE OF HAWAII

CURRENT INVENTORY OF RESOURCES AND SERVICES

FISCAL YEAR 1972

(1) PROGRAM AND ADMINISTERING AGENCIES	(2) SOURCE AND AMOUNT OF FUNDS	(3) TARGET GROUPS TO BE SERVED	(4) NUMBER TO BE SERVED	(5) SERVICES OFFERED	(6) GEOGRAPHIC SCOPE OF PROGRAM
MODEL CITIES	\$6,641,000 (F) 1	100% residents of Model Neighborhood Areas (MNA).	5,600	Employment opportunities; employ- ment counseling & job placement, educational, recreational & trans- portation services; relocation & housing assistance.	<u>MNAs</u> Kalihi- Palama; Waianae Coast
<u>Administering Agency</u> C & C Honolulu, City Demonstration Agency					
VOCATIONAL-TECHNICAL EDUCATION -	\$2,873,985 (F)		42,018	Vocational instruction.	Statewide
TOTAL PROGRAM	8,332,147 (S)				
(Secondary Level)	(\$1,128,603)(F) (2,100,000)(S)		(28,596)	Vocational instruction.	Statewide
<u>Administering Agency</u> Dept. of Education, Vocational-Technical Educ.					
(Post Secondary Level)	(\$1,745,382)(F) (6,232,147)(S)		(13,422)	Vocational instruction.	Statewide.
<u>Administering Agency</u> UHCCS					

1 Includes funds for other than manpower and related services.

**SUMMARY OF PROGRAM RESOURCES
BY DOLLARS
Hawaii - Fiscal Year 1972**

PROGRAM	FUNDS BY SOURCE ¹				Number Served ³
	Total	Federal	State	Non-Fed ²	
Manpower Training and Supportive Services.	\$6,958,565	\$5,975,249	\$765,194	\$218,122	7,532
Public Employment Prgm (PEP)					
State Govt Contract.	1,563,555	1,387,040	176,515	--	229
City Govt Contract	930,556	845,960	I.N.A.	84,596	121
State MDT (Act 188) ⁴	500,000	--	500,000	--	92
Public Service Career					
City Govt Contract	88,000	88,000	--	I.N.A.	50
State Govt Contract.	240,000	240,000	I.N.A.	--	90
MDTA					
Sec. 231, Inst	872,357	832,278	40,079	--	564
Sec. 241, RAR.	370,870	370,370	--	--	260
Sec. 204, JOPS	136,000	136,000	--	--	200
NAB-JOBS, Contract	1,323,746	1,323,746	--	I.N.A.	665
St.Apprenticeship Tng, Pvt	I.N.A.	--	I.N.A.	I.N.A.	4,100
Operation Mainstream					
Title I-B.	238,487	211,767	I.N.A.	26,720	71
Title I-E.	130,860	114,000	I.N.A.	16,860	39
Foster Grandparent Program	159,927	108,832	I.N.A.	51,095	67
NYC, Out-School.	355,607	316,756	--	38,851	170
Adult Education.	48,600	--	48,600	--	824
Supportive Serv, Conglomerate ⁵	\$9,752,928	\$9,551,042	\$75,886	\$126,000	58,702
Job Corps.	1,346,500	1,346,500	--	I.N.A.	624
Work Incentive Program	379,428	303,542	75,886	--	652
Concentrated Employment Prgm	1,386,000	1,260,000	I.N.A.	126,000	1,056
Model Cities	6,641,000	6,641,000	--	I.N.A.	I.N.A.
Employment Service	I.N.A.	I.N.A.	--	--	56,370
Income Maintenance Services for High School Youth.	\$1,273,271	\$857,897	\$314,735	\$100,639	2,709
NYC, In-School	185,367	154,472	30,895	--	252
NYC, Summer Program.	771,013	670,374	--	100,639	1,697
St. Drop-Out Prgm, Work-Study	234,419	--	234,419	--	488
Vo-Tech Work-Study	82,472	33,051	49,421	--	272
Vocational-Technical Educ ⁶	\$11,123,660	\$2,840,934	\$8,282,726	--	41,746
Secondary Level.	3,146,131	1,095,552	2,050,579	--	28,324
Post Secondary Level	7,977,529	1,745,382	6,232,147	--	13,422

¹Information Not Available (INA) means matching funds and in-kind contributions are not readily evaluable or their sources separable. A dash indicates that no program funds came from that source.

²Includes private funds, city funds, or combinations of either or both with State funds.

³Totals served do not necessarily refer to separate individuals since any who received service in two programs are counted twice in the total.

⁴Funds for State MDT represent one-half of the appropriation for the biennium. Since they are for new public service jobs, funds are frozen.

⁵These programs provide services broader than manpower training per se.

⁶Serves target groups other than the unemployed/underemployed.

Progress in FY-72 Plan Implementation

A number of activities which focus on program inputs (rather than outputs) and which are essential to the evaluation process are now in operation and are providing safeguards against operational inefficiency.

Monitoring - All manpower programs operated with federal funds are monitored by their respective operating agencies. An assessment of the managerial and operational efficiency of the programs and projects through periodic site visits and other management techniques is conducted as a requirement of receipt and continuation of federal funds. Through program monitoring, it is possible to determine to what extent the procedures and practices may be modified or corrected for operational efficiency. In addition, as part of its advisory role in the State MDT program, the Commission on Manpower and Full Employment has participated in project monitoring activities in conjunction with the Department of Labor and Industrial Relations through on-site visits. Suggestions for modifications have been made when necessary. In most cases, the built-in control features of each manpower program operating in the State appear to be adequate for monitoring purposes.

Reporting - Routine reporting from the agencies, while not a substitute for evaluation, has provided useful data on the nature of services, target populations served, and costs of programs. Each federally-funded program participates in periodic reporting to the federal funding agency. In addition, the Cooperative Area Manpower Planning System (CAMPS), the Secretariat staff of which is attached for administrative purposes to the Commission, has conducted a quarterly review process for all manpower programs on the basis of objectives advanced in the FY-72 CAMPS plan. It is expected that refinements will be made in the review process in FY-73 in accordance with a new Interagency Cooperative Issuance. A regional task force (federal) for review purposes is available at the request of the State Manpower Planning Council, and one is expected to visit the State in spring of 1972.

Vocational Education Evaluation - P.L. 90-576 requires the State Advisory Council on Vocational and Technical Education (State Commission on Manpower and Full Employment) to evaluate the State's total vocational education effort annually for submission to the U.S. Commissioner of Education on or before October 1. The annual evaluation report contains the results of the Council's evaluation of the effectiveness of programs, services, and activities carried out to meet the program objectives set

forth in the long-range and annual program plans. Recommendations for changes in content and administration of the State's vocational education effort as deemed warranted as a result of the evaluation are also included. To meet the requirement, one staff member devotes full time in concentrating on selected aspects of the vocational education of both the Department of Education and the community colleges since it is recognized that the entire vocational education effort cannot be evaluated in any given year. Evaluation recommendations for FY-71 are included in the Appendix.

Acculturation Project - State MDT (Act 251) - The Manpower Development and Acculturation project was designed to assist recent immigrants to overcome barriers to suitable employment through intensive language skills training, counseling, instruction and orientation in American culture, the American economic, social, political and education systems and through the provision of supportive services to insure follow-up after completion of the program. Of the 32 immigrant enrollees, 18 received employment, 6 enrolled for further manpower training, 2 enrolled in community colleges and one was unemployed upon completion. Five dropped out before completion of the program. An evaluation was contracted out to the University of Hawaii's Industrial Relations Center at an approximate cost of \$6,000. The cost appeared justified because results of the project were deemed applicable for adaptation by a number of State agencies which deal with immigrants. The evaluation has been submitted to the Legislature by the State Department of Labor and Industrial Relations in consultation with the Commission. While the evaluation indicated that the results of an acculturation project were beneficial to the immigrant enrollees, no recommendation was made that it be instituted on a continuing basis. Instead, state agencies have been invited to study the evaluation results for modification to their own existing programs and copies have been made available to the Department of Education, the community colleges, and private social agencies providing services to immigrants.

Review Based on CAMPS Reports

During the first half of FY-72, major emphasis was placed on readjustment of original plans of services upon receipt by agencies of changes in funding levels or as affected by the freeze on State funds and jobs. The greatest impact of the freeze on State funds has been on the educational programs and the State Manpower Development and Training program. Expansion of vocational and technical education classes to serve disadvantaged students has been curtailed; State MDT projects have not been initiated. The freeze also delayed implementation of the federally-funded

Public Service Careers project within State government, as the program is essentially a "hire then train on the job" operation. (PSC funds are utilized for training rather than wages for enrollees). It is anticipated this project will be operational in January, 1972.

Major cutbacks in federal funds were made in the MDTA-Institutional Training Program and the Concentrated Employment Program. The MDTA-Institutional cutback of \$76,000 automatically canceled development of three small projects planned for the second half of FY-72 and shortened the duration of training projects in Honolulu. The Honolulu Concentrated Employment Program, suffering a \$500,000 slash, will be serving about 775 individuals rather than the originally planned 1,056. On a brighter note, December contract negotiations for EOA-Title I-E Operation Mainstream projects have resulted in one-year federal grants rather than 6 months grants. This action is in line with recommendations by project sponsors and CAMPS to promote more efficient management as well as to provide greater benefits to enrollees.

The new Public Employment Program (Emergency Employment Act of 1971) was well under way by the end of December 1971. During FY-72 third quarter, additional funds for special impact areas in the State are expected to total \$69,000 for the County of Hawaii and \$195,600 for Oahu. These sums will probably provide 38 jobs.

Enrollment goals in manpower training programs were generally being met. The Operation Mainstream project on Kauai indicates difficulty in recruitment of the unemployed poor, age 55 and over (program policy requires this target population to represent 40 percent of total enrollment). While the Job Corps program expects all vacant slots to be filled by mid-January, indications are that this training resource is not fully utilized by male youths of neighbor island counties.

As to be expected in the light of rising unemployment and the uncertainties of the State's economy during the first half of FY-72, increased difficulties in the placement of individuals into regular employment has been experienced. The numbers of persons seeking employment assistance through the State Employment Service systems totaled 31,253 or 55.4 percent of its planned annual goal of providing intake services to 56,370 individuals.

IV. COMPREHENSIVE MANPOWER PLANNING PROCESS

Conceptual Overview of Comprehensive Manpower Planning

Manpower policy and planning in broad terms are concerned with the development, maintenance, and full utilization of productive human resources: by "productive" human resources is meant persons who are actual or potential participants in the labor force. Under this broad concept of manpower policy and planning the overall environment within which labor markets function must be explicitly taken into account. It includes such elements as: economic policy and the general level of economic activity, welfare and social programs, income distribution programs, the education system, and military personnel policies and requirements. Manpower policy and manpower planning can be distinguished but are used together here to emphasize the fact that planning implies a set of particular goals and objectives, and policies represent means for achieving them. In turn, the policies are determined in light of information about present and future conditions furnished by the planning process.

Broad Goals

Broad or "first order" goals are a product of the political process. For Hawaii, an initial attempt was made to state these broad goals for long-range comprehensive planning and was derived from opinions of citizen advisory groups.¹ Two of the broad goals developed have special relevance to manpower planning. These are:

- (1) Encourage the economic development of the State by taking measures toward maintenance of full employment, achievement of a rising level of personal income, reduction in the proportion of families in the low-income category, and a more evenly balanced level of activity throughout the State.
- (2) Achieve and maintain education systems geared to the present and future, including adult training and guidance for youth.

¹ Hawaii, Department of Planning and Economic Development, State of Hawaii General Plan Revision Program, Volume 1, (Honolulu: 1967), pp. 8-15.

From these broad, first order goals, lower order or particular goals are delineated along functional lines. Under Hawaii's present Planning, Programming, and Budgeting (PPB) System, a State government program structure has been developed which relates programs to statewide objectives. The program structure and objectives are under continual review in light of changing conditions and the public's perception of priorities.

Levels of Planning

In order to most efficiently achieve goals, Hawaii has adopted a comprehensive planning process which consists of three basic "levels" of planning. These "levels" or components of the overall planning process are: program planning, functional planning, and comprehensive planning. Program planning focuses on a particular activity within a functional area, usually located within an administrative department or agency. Programs are the fundamental "building blocks" of the planning process. It is at this level that detailed multi-year operating and funding plans are prepared which detail formulation of operational objectives and measures for determining progress toward achieving objectives. At the functional planning level it is necessary to consider all programs whose activities contribute to the achievement of a broad goal or set of goals which encompass an entire functionally related area such as health, transportation, or manpower. Manpower planning requires planning at the functional level. That is, manpower policy involves a set of goals and objectives toward which programs in several functional areas make important contributions. At the comprehensive planning level, all government activities are taken into account in relation to a set of "first order" long-range goals of the State. Planning at this level must be concerned with the State government's overall level of resources and the allocation of these resources across functional areas.

Manpower Plan

With government resources being ever scarce relative to the total demands placed upon them, a strategy for the most efficient development, maintenance, and utilization of productive human resources requires the design of a predetermined course of action. Such a predetermined course of action is the manpower plan.

The manpower plan is an explicit statement of objectives, a description of programs for meeting objectives, program costs, and recommendations on program priorities and program funding. The manpower plan is specified in terms of a given future time frame and thus requires an assessment of anticipated conditions

which will affect the utilization of productive human resources. Various states of future human resource utilization in turn carry implications for developing and maintaining human resources. To the extent possible manpower objectives should be operationally defined; that is, quantified as much as possible or defined so that progress toward achievement of objectives can be measured.

Components of the Plan

Briefly the essential components of the manpower plan are: (1) a statement of manpower program objectives, usually in terms of the size of target groups to be serviced; (2) a description of the programs and program outputs which are expected to be achieved; (3) a statement of program costs; (4) a listing of manpower priorities in terms of objectives and required levels of program funding; and (5) a set of manpower recommendations for government action based on an assessment of present and future conditions affecting human resource utilization. The above components should be presented in terms of a multi-year framework, with objectives, program outputs, and funding all quantified to the extent possible, but with all intangibles or non-quantifiable benefits and costs of programs described as clearly as possible.

Planning Process

While the manpower plan constitutes the instrument which sets out an efficient course of action for achieving a given set of particular manpower objectives, it is the planning process which gives real meaning to the manpower plan. The manpower plan spells out a course for future action as of a moment in time; that is, the plan itself would be static, a one-time exercise, were it not for the planning process. The environment affecting human resource utilization is continuously changing, requiring an ongoing process of problem specification, priority ordering, program implementation monitoring, and program evaluation.

The manpower planning process and the manpower plan together constitute a dynamic approach to the problems of human resource development, maintenance, and utilization. By continuously analyzing and assessing the changing requirements and characteristics of the labor supply, labor demand, and of the functioning of labor markets, together with ongoing information on plan implementation progress, decision makers have access to a "current" manpower plan. While the plan may be compiled formally only once a year, the planning process is continuously updating the basic plan data.

In order to insure a rational allocation of resources to government activities affecting human resource utilization, all

activities, both public (all levels of government) and private should be taken into account in identifying problems and specifying manpower objectives. It is this characteristic of manpower planning which makes it comprehensive. Within the State government this requires planning at the functional level which is concerned with coordinating, monitoring, and evaluating the outputs of all programs as they, in the aggregate, contribute to the achievement of higher level manpower goals. The State's PPB System facilitates functional planning through its uniform data requirements and its adherence to a statewide program structure whereby individual program objectives are related to particular statewide objectives. While the various departments and agencies must do the detailed planning which goes into each manpower or manpower-related program, manpower planners at the functional level must coordinate programs to insure that unnecessary duplication does not occur, linkages among programs are provided for, and that all alternatives for achieving higher level goals are considered.

Evaluation

An important element of the planning process is the evaluation of manpower programs. Three levels of evaluation can be identified: (1) project monitoring -- the evaluation of a particular project's operating efficiency in an administrative, cost control sense; (2) manpower project evaluation where the project output or success in meeting project objectives is determined, mainly within a short-run framework; (3) manpower program impact evaluation, where an entire manpower program, including all component projects, is evaluated in terms of its long-run goals.

Of the three types of evaluations, (1) and (2) above are primarily the responsibility of the department or agency charged with the individual programs and the component projects within each program. While planners involved in comprehensive manpower planning may become involved in selective type (2) evaluations from time to time and may help develop guidelines for these kinds of evaluation, type (3), long-run impact evaluation is of primary concern. It is the long-run success evaluation of entire programs and the relative cost effectiveness of projects within programs and among programs that functional manpower planning must be concerned with. It must be noted, however, that while type (3) evaluations are of primary concern to functional level manpower planners, the state of the arts regarding appropriate measures of success and the large amount of staff input necessary to do intensive impact evaluations precludes comprehensive evaluation on an ongoing basis.

It is expected that the rapid implementation of the PPB System in the State will facilitate the evaluation process considerably. Groundwork for assessment, however, need not await the full development of PPB objectives for every program, since the measures of effectiveness for manpower programs can be viewed in general terms through the beneficiaries of manpower programs:

1. State as a whole - as measured by a more satisfactory distribution of income and reduction of unemployment.
2. Individual participants - as measured by the improvement in earnings or increases in satisfaction.
3. Employers - as measured by the increase in productivity of the labor force.
4. Government - as measured by the same concerns of the State as a whole in conjunction with budgetary and other fiscal constraints.

While the goals and objectives of each of the manpower programs and the beneficiaries may differ, overlap, or conflict, the concerns for an improvement over existing employment conditions are applicable overall.

In collecting valid and reliable data for comparing the results of the manpower programs with the program objectives, it can be expected that an evaluation will:

1. Provide data necessary to determine if support for a particular manpower program should be continued;
2. Provide information to determine which alternative programs or what components achieve the greatest gain for a given cost;
3. Provide information on which individuals are best served by the program depending on different characteristics; and
4. Suggest new methods to attack manpower problems.

Problems of Evaluation

Federal Programs

Despite the proliferation of manpower and manpower related programs under a number of different funding agencies, there is yet no comprehensive federal evaluation system or a common set of guidelines for evaluation. Even within agencies, orderly and integrated evaluation operations have not been established. The agencies are not entirely responsible for this situation. The categorical nature of Congressional funding imposes different requirements for each program. The problem is compounded when federally-funded programs are administered by the State or county adding additional layers to the implementation level of the programs. This trend is expected to continue under the present national administration's policy to decentralize manpower programs. Evaluation efforts in at least the immediate future, will be faced with conflicting jurisdictions, each with its own specifications and prescribed methodologies. A standardization of evaluation techniques will be necessary if meaningful evaluation is to take place.

Staffing

One of the major obstacles to evaluation is the lack of highly qualified agency-level and operating-program level staffs devoted to evaluation. Such personnel are essential to help in defining program objectives and out-put measures, developing evaluation work plans, designing studies and methodologies, carrying out studies, reviewing proposals, monitoring the work of contractors, and disseminating findings and recommendations. Although most programs have a built-in requirement for in-house evaluation of the short-term objectives (e.g., both State MDT and federal MDT programs already provide information on the job placement of trainees and starting salaries), a program impact evaluation of long-range objectives is difficult to conduct with limited personnel.

Within the constraints of staff, funds, and time, services can be expected to be available to augment in-house capabilities of operating departments and agencies. At the present time, it appears that most evaluations are conducted by outside contractors with agencies which do not have an in-house capability. Since it is estimated conservatively that a program evaluation study may require a half man-year of staff time to design and conduct, the demands on existing staff are expected to be great. It would appear then that evaluation, like planning, will require the

cooperative and coordinative efforts of the departments and agencies in order to meet requirements without addition of greater expense to the operating budgets of the programs.

State Manpower Planning Structure

Cooperative Area Manpower Planning System (CAMPS)

In order to facilitate the manpower planning process, the Cooperative Area Manpower Planning System (CAMPS) was established by Presidential Executive Order 11422 in 1968 as a mechanism to coordinate manpower programs at the local, state, and regional and national levels. At each governmental level, committees were established consisting of federal and other agencies involved in manpower programs. In Hawaii, a State Manpower Coordinating Committee (SMCC) consisting of field representatives of federal signatory agencies and State agencies responsible for manpower programs, education and training, public assistance, economic planning, economic opportunity programs and the Manpower Commission was established. The State Manpower Coordinating Committee was responsible for the preparation of a State plan and a Balance of State plan to cover Kauai, Maui, and Hawaii counties. The City and County of Honolulu had its own Honolulu Area Manpower Coordinating Committee which prepared a plan for the Honolulu Area.

While CAMPS contributed to information exchange and some coordination of programs in the three years following its establishment, it was clearly recognized by the participants that it had no impact on funding decisions and had not evolved into a planning mechanism. Grants to staff manpower planning capabilities in the Governor's and Honolulu Mayor's offices were instituted under MDTA-Title II funds in 1970 resulting in some improvement of the CAMPS role, but the restructuring of CAMPS was not initiated by the federal government until a commitment was made by the U.S. Department of Labor to decentralize its funding for manpower programs allowing a more meaningful impact to be made by CAMPS recommendations.

Decentralization is expected to permit increased initiative by the State and Counties in the planning and implementation of manpower programs. In the absence of national comprehensive manpower legislation which would authorize decategorization of funding, the U.S. Department of Labor is committed to fund programs in response to agreed on State and Area Manpower plans to the maximum extent possible. Further developments are expected from pending national legislation which will give increased flexibility to the State and Counties to determine their own needs and funding levels through the CAMPS process.

State Manpower Planning Council

In anticipation of the trend toward decentralization, an improved structure for planning was recommended by the federal government through a network of manpower planning councils. At the State level, a State Manpower Planning Council (SMPC) was established on September 21, 1971 by the Governor replacing the former State Manpower Coordinating Committee. A Honolulu Manpower Area Planning Council (MAPC) was then established by the Mayor replacing the Honolulu Area Manpower Coordinating Committee.

In addition, efforts were begun to establish Ancillary Manpower Planning Boards (AMPBs) for Kauai, Maui, and Hawaii Counties to aid the State Manpower Planning Council in its planning activities. The membership of each of the councils and boards must represent a broad spectrum of interests and include:

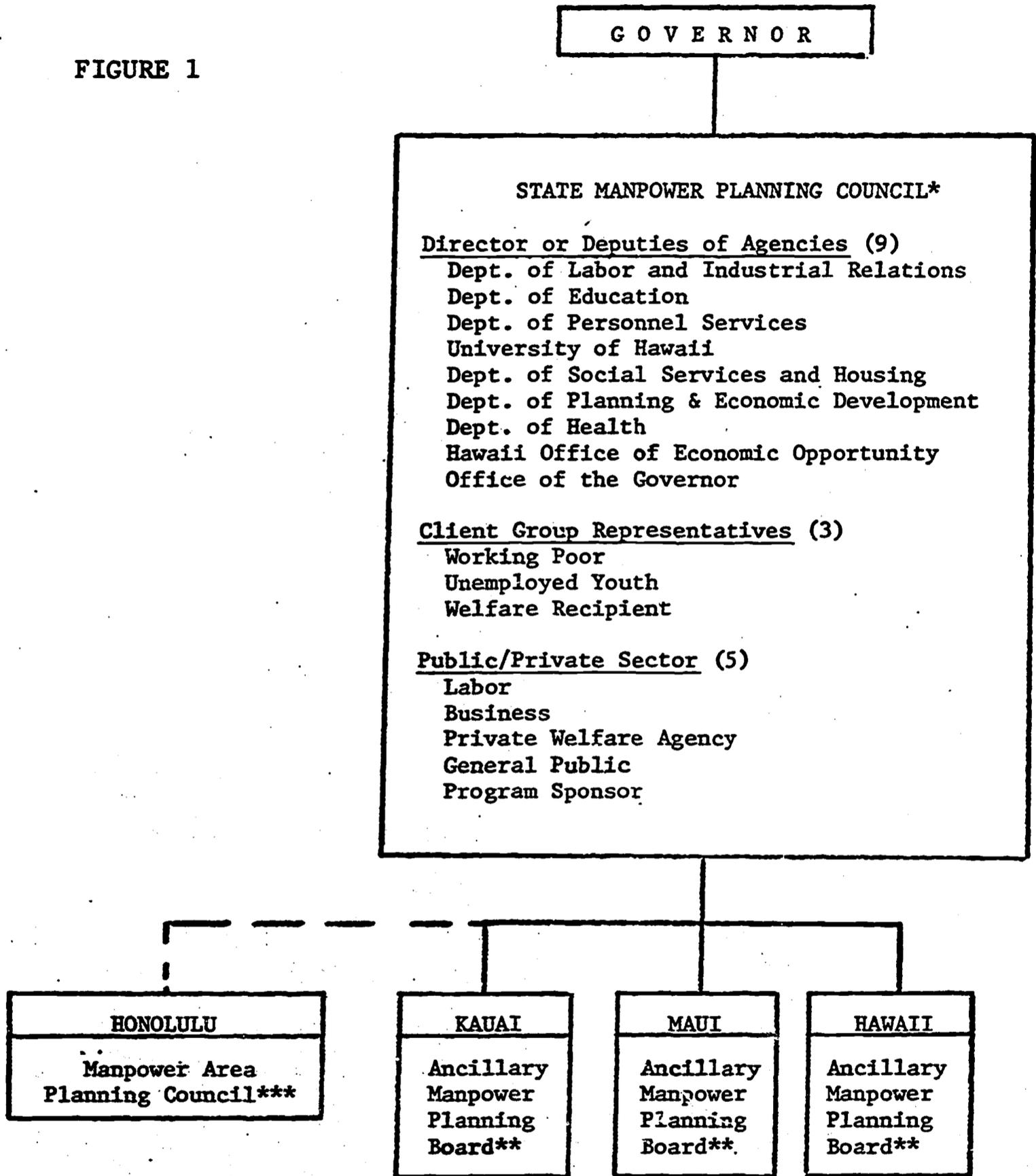
1. Agency representatives at a decision-making level, competent to make commitments on behalf of their organization;
2. Client group representatives who have the confidence of the communities from which they are chosen; and
3. Representatives of the public, business, and organized labor with a wide range of expertise in areas related to manpower.

The structural relationships are illustrated in Figure 1.

Role and Responsibility of SMPC

The primary tasks of the State Manpower Planning Council are: (1) to advise the Governor and the Regional Manpower Coordinating Committee of the needs of the State for manpower services and of the locally conceived priorities requiring services, and (2) to assist the Governor to develop a comprehensive manpower plan that recognizes these needs and priorities and makes recommendations for funding. The role of the Honolulu Manpower Area Council and the Ancillary Manpower Planning Boards are similar to the State Manpower Planning Council in assisting the County mayors to develop comprehensive plans.

FIGURE 1



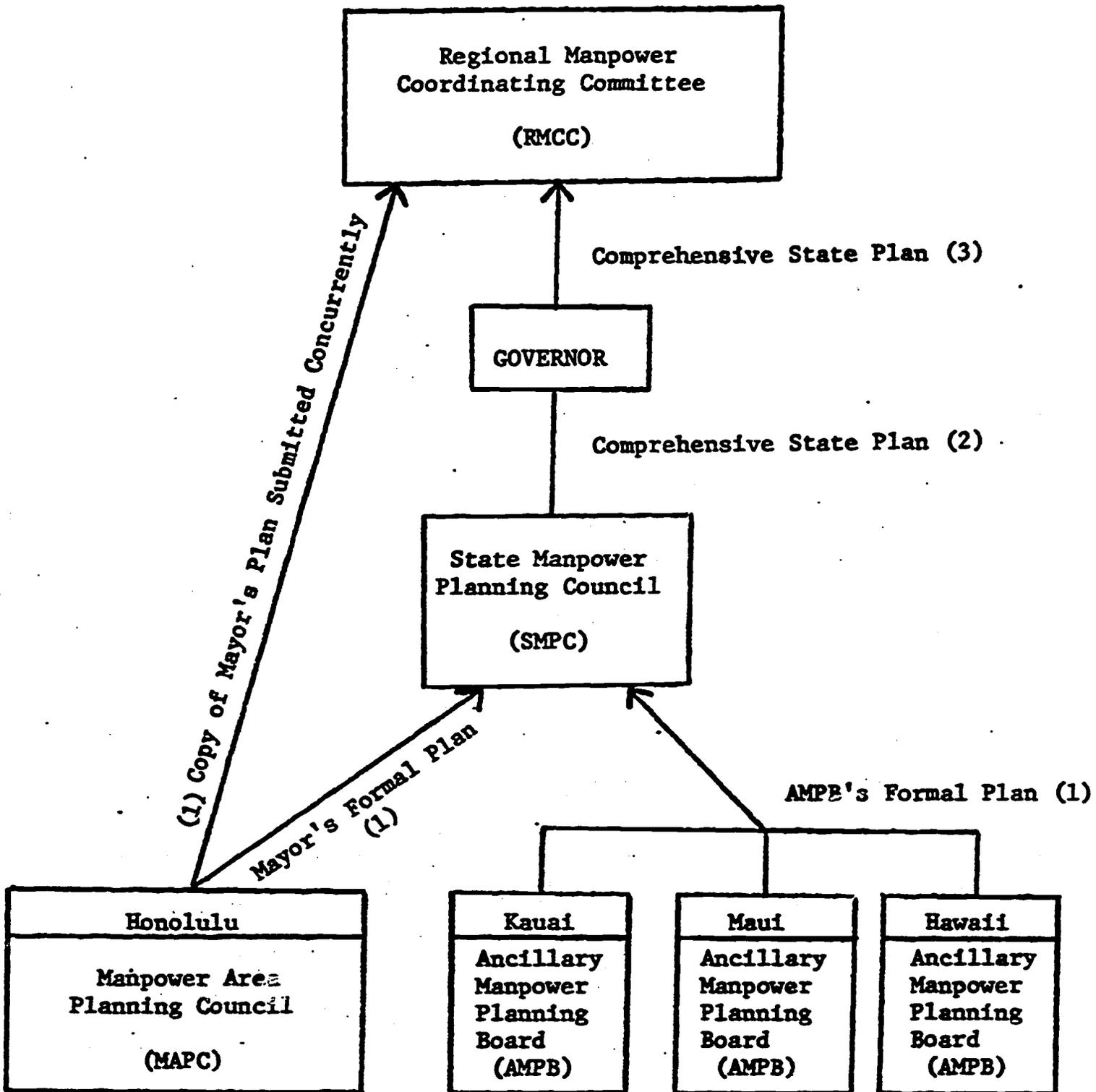
***State Manpower Planning Council** - Planning body which determines needs and priorities for the State; prepares and submits State Comprehensive Manpower Plan. Reviews and evaluates progress in Plan implementation. Membership appointed by Governor.

****Ancillary Manpower Planning Board** - One for each Neighbor Island county; establishment in consultation with Mayors and RMCC. AMPB serves at local level to develop plan for its County; submits plan to SMPC for approval. Review and evaluates progress in Plan implementation.

*****Honolulu Manpower Area Planning Council** - Planning body for City and County of Honolulu; membership appointed by Mayor. Develops Plan for Honolulu Area; submits Plan to SMPC for Governor's comment and incorporation into State Plan. Review and evaluates progress in Plan implementation.

FIGURE 2

FLOW OF AREA AND STATE PLANS



Sequence of Planning:

1. SMPC, MAPC and AMPBs engage in discussion and developing of plans. MAPC and AMPBs submit plans to SMPC. MAPC also submits plan concurrently to RMCC.
2. SMPC develops a comprehensive State plan and submits it to the Governor.
3. Plan is submitted to Regional Manpower Coordinating Committee after Governor's approval is obtained.

The plans will define manpower targets and goals in terms of: people needing services; employers needing employable workers; and a design for the provision of services that will ensure efficiency. The plans will encompass all manpower and manpower-related programs regardless of funding source. Recommendations with respect to manpower training programs funded by the Manpower Administration, U. S. Department of Labor, will constitute action plans for program funding when agreed upon by the Regional Manpower Administrator. Recommendations for funding of manpower programs administered by agencies other than the U. S. Department of Labor, will depend on present authorities and the ability of the agencies to respond. The flow of area and State plans is illustrated in Figure 2.

In this process it is expected that the State Commission on Manpower and Full Employment will participate through its membership on the State Manpower Planning Council representing both the private and public sector. It is also noted that the Chairman of the restructured State Manpower Planning Council chairs the Commission.

Planning Activity in Progress

With the establishment of the State Manpower Planning Council in September, 1971, activities were launched in anticipation of a plan for FY-73 which would make a meaningful impact on Regional funding decisions. Federal officials from the Regional Manpower Administration, U. S. Department of Labor, were invited in October 1971 to meet with the State Manpower Planning Council and County representatives to discuss changes under decentralization. It is anticipated that existing Manpower Planning Committees on Kauai and Hawaii will serve as nuclei for the establishment of Ancillary Manpower Planning Boards. Receipt of new federal instructions (Interagency Cooperative Issuances) regarding available funding levels are expected in February, 1972 to provide the basis for planning for FY-73. A plan for FY-73 using federal guidelines will be submitted to the Regional Manpower Administration in April, 1972.

Obstacles to State Comprehensive Manpower Planning

Since the inception of CAMPS, a great deal of dissatisfaction has been expressed, on the part of cooperating manpower agencies and users of CAMPS "comprehensive" plans. Criticism has been directed primarily at the following aspects of CAMPS planning: basic manpower data, determination of program and funding priorities, the planning cycle, and the linkage of the manpower plan into the State budgeting system. These obstacles must be substantially overcome before State comprehensive manpower planning can become a meaningful planning process.

Basic Manpower Data

To develop a comprehensive approach to productive human resource development, maintenance, and utilization, adequate data must be gathered and analyzed on a regular basis. While the 1970 census data is just now becoming available and will be extremely valuable in developing bench mark figures for numerous characteristics of the population and labor force, planning requires information on anticipated industry and occupational labor demand, and disaggregated projections of labor supply. In order to provide for the necessary lead time in developing particular kinds of labor skill, proper educational guidance, and for providing necessary cost input into the State's budgetary system, multi-year forecasts must be made. At the present time State agencies cannot provide the above kinds of basic data on a regular basis because of resource constraints.

Priorities

The fact that the federal government has established CAMPS and plays a predominant role in funding and monitoring manpower training and supportive programs, poses something of a special problem for comprehensive planning. In fiscal year 1972, the federal government provided about 80 percent of the funding for all programs within the State which were primarily of an employment training nature (exclusive of programs such as Model Cities, Job Corps, CEP and WIN which are special programs providing more than manpower training services).

The crux of the problem lies in the fact that the federally sponsored manpower programs derive from nine separate Federal Laws such as the Economic Opportunity Act and the Manpower and Development Training Act. These laws and thus programs are administered by separate departments and agencies of the federal government and are administered and funded under diverse and

relatively (from a planning standpoint) inflexible regulations.

CAMPS was designed to bring about coordination in the planning and delivery of manpower services within given labor market areas, and to this end all federal agencies operating manpower or related programs entered into a cooperative agreement to coordinate program funding and delivery of services. Under CAMPS, states and local areas were to determine their own manpower priorities and recommend appropriate program mixes and levels of funding for their area. In practice, local planning has had little or no effect on priorities or levels of federal funding. To a large extent, it is the categorical nature of federal programs, determined by law, that precludes meaningful manpower planning in accordance with locally conceived manpower needs and priorities. The legal basis for a particular program determines who may qualify for training or supportive manpower services, with overall funding and allocation of funds to states and areas largely determined in Washington.

Planning Cycle

An additional factor which limits the utility of present comprehensive manpower planning efforts is the fact that the federally funded CAMPS requires that manpower plans be submitted April 15 of each year. Federal planning guidelines and the disclosure of federally supported program funding levels for the forthcoming fiscal year planning period are geared to the April 15 plan completion target date. Consequently, data necessary for preparing manpower plans is not available until late February or March, too late for preparing manpower plans which are useful for State decision makers.

Planning in Relation to the State Budget

For State comprehensive manpower planning to be fully effective, it should be directly linked into the State PPB System. That is, the annual comprehensive manpower plan itself should be the instrument upon which distinct departmental and agency manpower program plans and financial plans are based. Comprehensive planning at the functional level cannot be fully effective without a direct tie-in to the State budget, for without this link there is nothing to prevent duplication and the operation of programs whose outputs are inconsistent with manpower plan objectives and prescribed program services and activity levels.

At the present time, the CAMPS State comprehensive manpower plan is completed in April immediately preceding the beginning

of the State's fiscal year beginning July 1. Because of its timing and the fact that it presents program activity and cost data for only one year in advance, the CAMPS plan is not useful for State budgetary purposes.

Removal of Obstacles to Comprehensive Planning

The achievement of a meaningful State comprehensive planning process is contingent on the amount of resources which can be directed to this end. In this respect, expectations are currently high that Congress will act favorably this year on proposed legislation which would sharply increase funding for both manpower services and manpower planning at the State and local level. At the same time State and local governments would be given more responsibility in determining their own manpower priorities and the mix of manpower services needed.

The alternative to relying heavily upon federal funding for manpower planning capacity, is to build an independent State-funded planning capacity which would be capable of gearing into the State budgetary cycle and preparing multi-year comprehensive plans. This course would be costly and would partially duplicate CAMPS planning efforts.

A better alternative, in view of the fact that there is a good chance that increased federal manpower funding will be forthcoming, is to augment basic manpower data gathering and analyzing capacity to the extent necessary and provide planning capacity to supplement the existing CAMPS effort. This would enable manpower planners to prepare one basic comprehensive plan for submission in December or January for the six-year planning period beginning the following July. To meet federal manpower planning requirements, the basic State plan could subsequently be adjusted (mainly changing the format) and updated for submission to the federal government in the Spring. The State plan would then be firmly geared into the State's decision and budgeting system.

Depending upon the outcome of Congressional manpower legislation and the amount of time before significantly increased State and local funding could be realized, the full capability for preparing a comprehensive plan to tie into the State's decision making and budgeting cycle would probably have to be developed over a transitional period.

V. REVIEW OF ACTIVITIES

COMMISSION ON MANPOWER AND FULL EMPLOYMENT

During 1971, the Commission's research staff prepared three reports. The report on the Public Service Job Program was undertaken because of the Commission's concern with the high rate of unemployment in the State, a trend which became clear in early 1971 and because of the imminent passage of national legislation establishing public service employment. The reports on Welfare and Unemployment and the Visitor Industry were completed at the request or suggestion of the Sixth Legislature, 1971 Regular Session. The reports have been issued in separate volumes. The research activities in relation to each study are summarized as follows:

Public Service Job Program

With the Governor's approval, the Commission hired a consultant on April 26, 1971 to prepare a report on a possible Public Service Job Program in Hawaii in anticipation of the implementation of Act 188, 1971. The report included an analysis of potential job slots, rates and method of pay, minimum employment qualifications, methods of hiring, and organization structure. Many individuals from various agencies and organizations were interviewed and contributed to the development of the report including representatives of: the Department of Social Services and Housing; Department of Health; Hawaii Housing Authority; Department of Accounting and General Services; National Alliance of Businessmen; Senior Service Center; Commission on Aging; Bishop Museum; Iolani Palace Restoration Program; Commission on Children and Youth; Civil Service Division, City and County of Honolulu; Department of Transportation; University of Hawaii; Community College System; Department of Land and Natural Resources; Department of Labor and Industrial Relations; and the Department of Agriculture. It was estimated that 92 jobs could be developed for the first year of operation if each position paid \$2.75 per hour or a total of \$450 per month (since \$1 million was appropriated for a period of 2 years). As directed by the Legislature in Act 188, these jobs would be in ecology and environment including, but not limited to, activities which contribute to the management, conservation, and development of natural resources, recreational areas, and highways.

Welfare and Unemployment in Hawaii

The Welfare and Unemployment report was prepared in response to House Concurrent Resolution No. 37, 1971, which requested the Commission to coordinate a fact-finding effort to recommend the necessary steps to be taken by the State to combat the rising trend in unemployment and welfare. Various State and County agencies cooperated in providing statistics and information including the following: the Department of Labor and Industrial Relations; the Department of Social Services and Housing; the Department of Land and Natural Resources; the Department of Planning and Economic Development; the Office of the Governor; the Mayor of Maui County; Human Resource Division, City and County of Honolulu; Kauai County Manpower and Full Employment Committee; Kauai County Office of Economic Development; Hawaii County Department of Research and Development.

Coordination and Human Resource Planning in the Hawaii Visitor Industry

The Visitor Industry report was prepared in response to the Legislature's suggestion in Conference Committee Report 1 on Senate Bill 1, 1971, that the Commission use its staff to initiate codification of all government activity in the travel industry and engage in the necessary coordination.

Because the community is rich in experts in the visitor field, the staff found it beneficial to draw upon their knowledge. Many persons were interviewed, covering topics such as hotels, planning, social impact, transportation, training, and economic implications. Also, island-wide meetings were held on Oahu, Kauai, and Hawaii (in both Hilo and Kona) to pull together all interested parties to reach a consensus of opinion about the needs and problems of the industry.

Several experts from the community submitted written input for the report. Dr. Thomas Hamilton, former president of the Hawaii Visitors Bureau, provided material on dimensions of the problem, the Hawaii Visitors Bureau, the Problems of the Data, and Progress Reports of the Travel Industry Congress Recommendations. Thomas A. Rohr, President of the Pacific Training Council, submitted information on recruitment, training, and education in the visitor industry and prepared a table, Summary of (Hotel) Applicant and Hiring Profile. Local 5, AFL-CIO gathered data on employment in the Hotel Industry in Hawaii and made them available to the Commission. Other agencies and organizations consulted were: County Departments of Economic Development; Department of Labor and Industrial Relations; Department of Education; Hawaii

Restaurant Association; Hawaii Visitors Bureau; Legislative Reference Bureau; Office of Manpower Development and Training; and the School of Travel Industry Management. The report covered four major subjects: (1) human resource planning, (2) a review of the Travel Industry Congress Manpower Recommendations, (3) a review of government activity in the visitor industry, and (4) a review of the development of the industry in other jurisdictions.

Other Activities

In addition to the preparation of research reports, the Commission continued to advise the Department of Labor and Industrial Relations on projects under Act 251, 1969, which established the State Manpower Development and Training Act. During the legislative session it testified in support of the following proposals which were passed:

1. Appropriation of \$60,000 for additional staff and related expenses for the Department of Labor and Industrial Relations in research and statistics for the planning and implementation of area skill surveys on an ongoing basis to identify occupational needs for planning purposes.
2. Appropriation of \$1 million for the continuation of manpower development and job training programs with the additional authorization of providing useful public service employment (Act 188, 1971).
3. Senate Concurrent Resolution 39 requesting the University of Hawaii to develop a plan for a comprehensive career planning and job placement system adequate to service the needs of all its students on its various campuses.
4. Senate Resolution 34 (SD 1) requesting an evaluation of the effectiveness and timeliness of the Manpower Development and Training programs.
5. House Concurrent Resolution 37 requesting the Manpower Commission to coordinate the recommendation to combat the rising trend in unemployment and welfare.
6. House Resolution 28 requesting the House Labor Committee to evaluate the effectiveness of the State Manpower Development and Training program.

7. Appropriation for 1971-73 biennium of \$774,380 for expansion of vocational education for the three sub-programs: Pre-Industrial Preparation, Introduction to Vocational Programs, and Occupational Skills Program.
8. Appropriation for 1971-73 biennium of \$1,850,000 for the construction of a technology building at Honolulu Community College which will provide shops, classrooms, and work spaces for construction related programs.

STATE ADVISORY COUNCIL ON VOCATIONAL AND TECHNICAL EDUCATION

The State Advisory Council on Vocational and Technical Education was established in May 1969 in accordance with Public Law 90-576. In the following year, the State Legislature through Act 170, Session Laws of Hawaii 1970, designated the existing Commission on Manpower and Full Employment to serve concurrently as the State Advisory Council, and it has performed both functions since July 1, 1970.

Annual Evaluation Report

The primary function of the Council is to evaluate the State's total vocational education effort and to publish and distribute the results. The Council accomplishes this through the preparation of its annual evaluation report which is submitted through the State Board for Vocational Education (Board of Regents, University of Hawaii) to the United States Commissioner of Education and the National Advisory Council on Vocational Education. The Council also advises the State Director of Vocational Education and the State Board for Vocational Education on the development and administration of the State Plan for Vocational Education. In accordance with Public Law 90-576, the State Plan must be prepared in consultation with the Council. The Council completed its second Evaluation Report on October 1, 1971.

Other Activities

The Council participated in the activities of the first Vocational Education Week, February 7-13, 1971, proclaimed by Governor John A. Burns. Recommendations based on considerations raised in the FY 1970 Evaluation Report were also submitted to the State Board for Vocational Education in March, 1971. The Council also co-sponsored a public hearing where the general public and other interested parties were invited to speak on the State Plan for the Administration of Vocational Education held in Honolulu on May 25, 1971.

COOPERATIVE AREA MANPOWER PLANNING SYSTEM (CAMPS)

The Cooperative Area Manpower Planning System (CAMPS) was established in 1968 as a mechanism to coordinate all manpower programs at the local, state, regional and national levels. Prior to 1971 coordinating committees consisting of federal and other agencies involved in manpower planning were established at each level to promote interagency coordination. The State Manpower Coordinating Committee consisted of field representatives of federal signatory agencies and state agencies responsible for manpower programs, education and training, public assistance, economic planning, economic opportunity programs and the State Commission on Manpower and Full Employment. In addition, a Honolulu Area Coordinating Committee served the City and County of Honolulu. Staff support for the committees was provided through the Secretariat on the State and area levels. The structure was reorganized in September 1971.

Secretariat Activities

Quarterly Review Survey (QRS): Four quarterly reviews were approved and submitted to the Regional office in San Francisco.

State CAMPS Plan FY-72: The plan was prepared and submitted in final form in September 1971.

Evaluation of State Manpower Programs: Staff services were provided in the evaluation of project proposals under the State Manpower Development and Training Program and the Director participated in on-site visits of training projects to facilitate evaluation.

Technical Assistance Provided Honolulu Area Committee: In the transition phase since November 1, 1970, when the Honolulu Area became the jurisdiction of the City and County of Honolulu, the State CAMPS Secretariat provided technical assistance and facilities for the development and coordination of the FY-72 plan for the Honolulu Area. The State Secretariat also provided the supplies and clerical support for the production of the plan of FY-72. This arrangement was mutually advantageous to the Area and the State Committees during the interim.

State Manpower Planning Council: The State Manpower Planning Council was established on September 23, 1971 to replace the State Manpower Coordinating Committee. The Council will function as a planning body to continue dialogue and exchange of ideas in the development of a comprehensive manpower plan to make the best use

of State-funded and federally-funded manpower programs. Its responsibilities include: (1) advising the Governor; (2) identifying manpower requirements and the needs for manpower services; (3) reviewing and assessing the effectiveness of planned programs of services in meeting manpower needs; and (4) developing a manpower plan for the State. In addition contacts were made with all neighbor island counties to establish Ancillary Manpower Planning Boards to coordinate planning input on the local level.

STATE IMMIGRATION SERVICE CENTER

In fulfilling its objectives to respond to the problems of foreign immigrants and American Samoans and to facilitate maximum utilization of the manpower potential of the immigrants, task forces were established to work on specific problems. They included:

Airport Project: A multi-lingual contact person was assigned to the airport to assist foreign visitors and immigrants with problems occurring upon arrival. A Center staff member was assigned to this project from January to April 1971 and for the period from June to December 1971, a worker was hired on a contract basis. Their primary objective was to document problems at the port of entry and to provide immediate assistance to emergency cases.

A Legislative Task Force was formed to enable the Center to better understand the legislative process as it affects the immigrants.

The Health Task Force was formed to study two problems: (1) the high incidence of active TB among immigrants with less than one year residency and (2) licensure examinations for foreign dental graduates.

A Samoan Task Force was established to assist Samoan newcomers adjust to their new environment in Hawaii.

A Volunteer Corps was organized to help provide limited services to the immigrants such as advising school personnel regarding the utilization of volunteers in their special programs for immigrants and acting as big brother/sister to immigrant students who need personalized help.

A Coordination Task Force made suggestions to the Center's staff regarding the general adjustment of all immigrants.

In addition to these task forces, the Center was involved in numerous activities in collaboration with other public and private agencies to meet the needs of the immigrants.

