

## **AFTERSHOCK: *Serving 9/11 Displaced Workers***

A Report Based on a Symposium,  
Aftershock: Serving 9/11 Displaced Workers

Sponsored by:

John J. Heldrich Center for Workforce Development  
Edward J. Bloustein School of Planning and Public Policy  
Rutgers, The State University of New Jersey



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## Acknowledgments

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We would also like to thank the New York City, Long Island, and New Jersey Employment Assistance Program service providers for their amazing efforts, as well as staff of the Research Foundation of the City University of New York, the United Services Group, and Safe Horizon for the important roles they played in the program. Working with the 9/11 dislocated workers required compassion, teamwork, and the will to help countless individuals succeed in spite of the barriers and obstacles. This experience, discussed with honesty and candor at this event, left us with important lessons about reemployment and the workforce. Our hope is that this symposium serves as a stimulus to continued attention to the needs of dislocated workers and, ultimately, to continued federal, state, and local dialogue about dislocated workers and their reemployment needs.

The principal authors of this symposium report are Robert Mahon, an independent consultant, and Kathy Krepcio, Executive Director of the John J. Heldrich Center for Workforce Development. Special thanks to Bonny Fraser, Jeffrey Stoller, Chris VanCleaf, Janice Vasicek, Debbie Dobson, Gail Sylvester-Johnson, and Rob Alderfer for their work and efforts in making this symposium a reality. Carl Van Horn, Bonny Fraser, Jeffrey Stoller, and Neil Ridley also contributed to the completion of the symposium report. In addition, Robb Sewell provided thoughtful and careful editing.

Kathy Krepcio  
Executive Director  
John J. Heldrich Center for Workforce Development

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# 1. Executive Summary

The September 11th attacks devastated New York City's economy, resulting in business failures and job losses. Thousands of workers lost their jobs and hundreds of businesses closed in downtown New York. Business failures and closings were concentrated in food service, small business, and light manufacturing, and a substantial share of job losses affected low-income and Chinese-speaking workers, many of whom could not be adequately helped through existing government safety nets.

In the wake of the attacks, the September 11th Fund, a private charity founded by the United Way and the New York Community Trust, stepped forward to help these displaced workers, in addition to providing intensive assistance to families of those killed or injured. In the summer of 2002, the Fund asked the John J. Heldrich Center for Workforce Development to sort out the complexities of the job problems facing the workers displaced in the aftermath of 9/11, and to design effective programs that support and assist worker placement and wage recovery.

Since 2002, the Heldrich Center has worked with the September 11th Fund's Employment Assistance Program (EAP) to help more than 11,000 dislocated workers from the New York region find new jobs and launch new careers. A large group of agencies, community organizations, and training schools participated in the EAP, serving a diverse population that included many recent immigrants with limited ability to speak English. EAP offered these participants job assistance, English as a Second Language, career counseling, and short-term training, helping them to recoup from the loss of work and businesses after the September 2001 terrorist attacks.

## Symposium

On September 30, 2004, the EAP's last day of operation, the Heldrich Center hosted a symposium attended by nearly 100 government officials, academics, and service providers. Held at the City University of New York's Graduate Center on Fifth Avenue in New York, the symposium provided the attendees with an opportunity to look back and to learn from their experiences with the program. Through an overview and two panel discussions — the first comprised of EAP service providers and the second of national workforce development experts —

participants agreed on at least six key lessons learned from the program:

- **Partnership and collaboration are important to responding quickly to challenges.** Panelists emphasized how important creating an atmosphere of collaboration and partnership was to being able to quickly respond to program challenges and issues. A significant positive aspect was that the providers came together and acted "as a system" rather than competing entities.
- **Language matters.** Panelists stressed repeatedly that even the best training programs will not be effective unless workers first master a basic understanding of English. This lesson presents a critical economic challenge for the future as the cultural and ethnic diversity of America's workforce increases.
- **Dislocated workers have different needs.** The workers dislocated by the events of September 11th came from a wide range of occupations, ages, and skill levels. Many relied on more than one job to maintain their incomes.
- **Layoffs and dislocation aren't limited to blue-collar workers.** The nation's traditional reemployment and training programs must adjust to the changing nature of work. A reemployment system geared toward the patterns of short-term manufacturing layoffs must rethink how it trains people for new careers in new industries.
- **Old definitions of the "unemployed" do not apply.** The current reemployment system fails to address the needs of self-employed business owners, consultants, and creative artists. Many people throughout the New York region whose incomes were devastated by the events of 9/11 technically still had jobs and were therefore disqualified from receiving unemployment benefits. What is the safety net for these individuals?
- **The EAP's experience has national implications.** As the nation continues to prepare for any large-scale economic dislocation in the future — whether from another major attack such as 9/11 or from a rapidly changing economy — the lessons learned from the EAP's work can be valuable for communities beyond New York.

## **2. Symposium Background**

The Heldrich Center for Workforce Development at Rutgers, The State University of New Jersey conducted a symposium on September 30, 2004 on the subject of the September 11th Fund's Employment Assistance Program (EAP). The symposium, entitled "Aftershock: Serving 9/11 Displaced Workers: A Symposium on the September 11th Fund's Employment Assistance Program," served as a summary and review session for the EAP, which helped thousands of dislocated workers find new jobs and careers. The Heldrich Center sponsored the symposium at the Graduate Center of the City University of New York (CUNY). CUNY's Research Foundation had provided fiscal services for the EAP in dispersing financial assistance and reporting.

The Heldrich Center convened the symposium to:

1. Provide an overview of the program as of September 30, 2004 and before the program's termination, including program objectives, eligibility, service delivery, program and service snapshots, and performance to date.
2. Hear an analysis of the EAP's strengths and weaknesses from key service providers, and provide for audience questions.
3. Hear reflections on the EAP from national workforce development experts.

The Heldrich Center invited key service providers, academics, and government officials to attend the symposium. The Director of Business Development for the Research Foundation of CUNY and the Executive Director and CEO of the September 11th Fund addressed the attendees. Following their remarks, the Heldrich Center Executive Director provided a Program Overview. The Executive Director then moderated an EAP Service Providers panel. Following the EAP panel, the Heldrich Center's Director moderated a panel entitled, "Reflections from the National Workforce Development Experts." Following the panel presentations, audience members were invited to ask questions of the panelists.

Appendix A includes the symposium agenda.

Appendix B provides biographies of the panel participants.

### 3. Summary of Proceedings

#### The Problem

The September 11th attacks created both an economic crisis and a number of unforeseen challenges. Included in these challenges were:

- Many of the newly unemployed were low-income workers — living throughout the metropolitan area — with limited language skills and resources, who required carefully targeted help to re-enter the workforce.
- Many of the dislocated workers came from a variety of industries, educational backgrounds, cultures, and income levels, thus requiring flexible and creative responses to help them get back to work.
- Economic and employment assistance had to be accomplished in extremely tight timelines since the public, elected officials, and the media were concerned that donated monies be distributed as quickly as possible.

The Heldrich Center and the September 11th Fund worked closely with state, federal, and local officials, other charitable organizations, elected leaders, and victims and their families, to craft a program — the September 11th Fund Employment Assistance Program — that provided customized services to a targeted group of dislocated workers. As of September 16, 2002, eligible dislocated workers throughout New York City, Long Island, and New Jersey were able to call an “800” phone number and be connected with a range of employment services, job counselors, placement opportunities, and other resources.

Working in partnership with a host of providers, the Heldrich Center and the September 11th Fund ensured that public and private monies were used as cost effectively as possible. In addition, the Center and the Fund assessed and evaluated many community-based and public agencies and knitted them into a service delivery network capable of providing counseling and training to large numbers of workers.

Six not-for-profit workforce providers in New York City (F·E·G·S, Seedco, Chinatown Manpower Project, Consortium for Worker Education, Chinese American Planning Council, and Wildcat Service Corporation), three workforce agencies in Long Island (Hempstead Works Career Center, Oyster Bay Consortium/One Stop Employment Center and F.E.G.S), and five public and not-for-profit workforce agencies in New Jersey (Bergen County One Stop Center, Hudson County One Stop Center, Jersey City One Stop Center, Monmouth County One Stop Center and the New Jersey Immigration Policy Network) operated the program. Safe Horizon conducted outreach and eligibility determination in New York City, while the Research Foundation at the City University of New York managed the program’s financial and check-writing system.

The program officially started on September 16, 2002. Enrollment ended on January 31, 2004, and program services ended on September 30, 2004. The program officially closes on December 31, 2004.

In total, the program enrolled 11,393 individuals with a budget of \$78 million. EAP provided more than \$36 million in income support and employment incentives to participants, with over \$40 million in services delivered to participants through the service providers in New York City, Long Island, and New Jersey. These services included case management, career/job assessment, vocational training, English as a Second Language (ESL), basic education, job development, job search, and job placement.

The EAP participants included 65% Chinese speakers, with 7% Spanish speakers. Females made up 72% of the participants, with 42% of participants more than 50 years old.

During June and July 2003, the EAP conducted eight focus groups, interviewing 91 non-Chinese-speaking individuals who had participated in the program. The Heldrich Center report, *September 11th Fund Employment Assistance Program: Focus Group Report*,<sup>1</sup> presents the results of this qualitative research project that assessed the EAP’s early implementation. Most of the focus group

<sup>1</sup> John J. Heldrich Center for Workforce Development. *September 11th Fund Employee Assistance Program: Focus Group Report* (New Brunswick, NJ, 2003)

participants were a long-term unemployed population with limited English proficiency, a history of lower wage jobs, and a great need for personal attention. The focus groups provided such key information as:

- Participants were grateful for the program's existence, but wished that program features lasted longer, and included financial supports. They were also pleased about the availability of ESL, vocational training, and computer literacy training.
- Participants were knowledgeable about the program's key features, but confused about the services EAP provided.
- Participants viewed the training allowances as an important and a much needed part of the program. Overall, participants were satisfied with the program and believed that EAP would help them return to work.

Appendix C provides a program overview of the EAP.

## 4. Program Overview

In the opening morning session, Heldrich Center Executive Director Kathy Krepcio welcomed panelists and audience members to the symposium and explained that, in 2002, the September 11th Fund asked the Heldrich Center to help sort out the complexities of the employment problems facing workers dislocated by the 9/11 attacks. The Center's task was to help design a program that supported and assisted worker reemployment and wage recovery, as well as manage and document the program.

The goal of the symposium was to give the workforce development community and the public an opportunity to hear about the program from the September 11th Fund's perspective — to learn about the program's challenges and lessons from those who provided the services. The symposium also provided an opportunity, with the help of a panel of national workforce experts, to reflect on "lessons learned".

The symposium presented an opportunity for honest dialogue about how a group of people came together quickly after a crisis to serve thousands in a very short period of time. The Heldrich Center asked each of the participants and speakers to share their experiences and challenges openly and candidly. This approach ensured that the symposium would not only be a knowledge-gathering experience, but also an opportunity to inform future workforce policy and practice.

The half-day symposium began with opening remarks from Jan De Deka of the Research Foundation of the City University of New York, followed by Carol Kellermann, Executive Director and CEO of the September 11th Fund. Both speakers discussed the genesis of the program and the goals the Fund set out to achieve. Following these speakers, Krepcio provided a brief overview of the EAP program including some key demographics and statistics. The program then segued to two panel presentations: Kathy Krepcio moderated the first panel with key EAP New York City service providers; Heldrich Center Director Carl Van Horn moderated the second panel, immediately following, with three experts representing the city, state, and national workforce development communities.

### Opening Remarks

Jan De Deka, Director of Business Development for the Research Foundation of the City University of New York, spoke of the commitment, cooperation, and effort of all those involved in the program that made it possible to help so many people so quickly. The Research Foundation of CUNY was honored to be able to contribute to this program.

Carol Kellermann, Executive Director and CEO of the September 11th Fund, said the goal of the EAP program was to help people get back on their feet and back to the level they were at before 9/11. From the onset, the Fund faced constraints, including getting the program up and running quickly, not being able to predict how many people would seek services, helping those displaced by 9/11 cope with the psychological trauma of their loss, and addressing short-term income problems. Eligibility was an important issue that had to be addressed and was addressed through the program. Overall, many people were helped and the dollars that went to the program were well spent. It is very important that the information from the program be captured and passed on so that we all learn from this experience.

### Overview of the Program

Kathy Krepcio followed with an overview of the program (see Appendix D). This presentation highlighted:

- 1. Program Objectives:** Reemployment assistance, temporary income support, and skill development;
- 2. Eligibility Criteria:** Displaced workers employed south of Canal Street or in Chinatown who became unemployed between September 11, 2001 to January 11, 2002, the underemployed making less than 70% of pre-9/11 gross wages, those individuals injured at the World Trade Center site, rescue/recovery workers, and financially dependent family members of deceased/severely injured;

- 3. Service Delivery:** In New York City, services were provided by Chinatown Manpower Project, Chinese American Planning Council, Consortium for Worker Education, F·E·G·S, Seedco, and Wildcat Services Corporation; services were also provided on Long Island and in north and central New Jersey;
- 4. Program Life Cycle:** The program began on September 16, 2002, enrollment ended on January 31, 2004, services ended on September 30, 2004, and the program closes on December 31, 2004;
- 5. Program Snapshot:** Total enrollment was 11,393 (75% of total eligibles); 72% were female and 28% were male; 65% spoke Chinese, 22% spoke English, and 7% spoke Spanish. Seventy-seven percent of eligibles were low-income earners making less than \$20,000 before 9/11, 6% were high-income earners making more than \$45,000 pre-9/11. Sixty-two percent of these workers were engaged in manufacturing and production, 8% were involved in restaurant and food services, and 4% were engaged in administrative services. The median age for EAP participants was 47 years old. Ninety-seven percent of participants lived in New York City;
- 6. Service Snapshot:** EAP's total budget was \$78 million, with more than \$36 million for income support, and over \$40 million for services; more than 2.2 million hours of occupational training and over 1 million hours of ESL were provided. Eighty-five percent of participants received income support allowances while in training/ESL;
- 7. Performance to Date:** EAP services resulted in over 4,500 individuals entering employment, predominantly in manufacturing, healthcare and social assistance, accommodation and food services, and retail. The predominant areas of training included computers, home health aide, apparel, and hotel and restaurant services.

## 5. Panel—EAP Service Providers

### Moderator: Kathy Krepcio

This panel was comprised of representatives of the key EAP service providers: Eric Shtob, Associate Senior Director, Consortium for Worker Education; Virginia Cruickshank, Senior Vice President and Meryl Kordower, Assistant Vice President for Career and Employment Services, F·E·G·S; Chi Loek, Assistant Executive Director, Employment and Training Division, Chinese American Planning Council; Michelle Henry, Program Associate and Julie Shapiro, Vice President for Workforce Development, Seedco/N-PAC; and Jessica Nathan, Workforce Development Specialist, Citizens Advice Bureau.

The moderator posed specific questions to each of the providers and also asked other panelists to add their comments on each of these questions.

**F·E·G·S:** What was positive and unique about your experience with the EAP?

**F·E·G·S:** The extent of the collaboration that took place with this program. Everyone met weekly, and the program became a partnership rather than a competition. In other programs, the funding source provides the funding and then individual agencies are off on their own to run the program. This was different — it was a partnership.

Other panelist comments:

- The flexibility of the program enabled us to serve all different kinds of people with different needs.
- We were seeing people who wanted to get back into the workforce quickly. They hadn't received public assistance before, and they just wanted to return to earning a living.
- The providers were not responsible for determining eligibility (Safe Horizon determined eligibility). This freed us to concentrate on providing services to all who came to our door.
- The program let every participant do what they could do to get back to work. These displaced workers were different than other clients we work with. Some did not want to return to work, but many were very motivated to succeed.

**Consortium for Workplace Education (CWE):** How were the participants you served through the Employment Assistance Program similar to or different from other dislocated workers you assisted before 9/11?

CWE: We saw a lot of people with limited English-speaking ability and limited skills. For example, at the end of the program, we saw a number of French-speaking African street vendors. Not only was their English poor, but they also had poor occupational and/or industry-related skills in which to segue into another career.

Other panelist comments:

- Most of the participants had already been out of work for one year or more, had either exhausted their unemployment insurance or were never eligible, and were desperate for cash. The need for cash drove their desire to take training, any training, in order to get the income stipend.
- There was clearly a disconnect between those of us who were helping people look for work, and what, if any, was happening on the economic development side to create jobs. It was very difficult for the frontline workers to try to assess the labor market and where the jobs were for all the people needing our help.
- Staff needed as much assistance as the clients did in adjusting to this program since it wasn't like other workforce programs.

**Chinese American Planning Council (CPC):** Discuss how the EAP served dislocated workers from diverse ethnic backgrounds. Does this suggest critical ways to address the changing face of America's workforce as immigrants play an increasingly important role in filling future jobs?

CPC: Many of the people we saw were older women (in their 40s) who spoke little to no English, and who, at best, may have had a fourth-grade education in China. What we did was try to think about what skills they did have. For instance, since most were in the garment industry, they at least had a working knowledge of that industry. And, since New York still has a thriving fashion industry, we won-

dered if there was some way to move them from manufacturing/seamstress work into other entry level jobs in the apparel industry.

Many of these individuals needed a lot of handholding. They wanted to go to work but were afraid of venturing outside their neighborhood to go uptown. Some had never been in an elevator and were afraid to go up in one. Many of these people had a great deal of skill, but wouldn't go below Canal Street. We brought social workers in to help encourage these clients to work with us.

The Chinatown workforce, and the unanticipated overwhelming response to the program from the Chinese-speaking population, provided a major challenge for the EAP. Over 60% of the EAP population was Chinese speaking.

The EAP worked to increase the providers' capacity to work with Chinese speakers. This included working closely with UNITE and several Chinatown business associations to match workers completing ESL or training with jobs in the factories; expanding ESL capacity in some places, including allowing ESL combined with some vocational training; and providing ESL at night.

Other panelist comments:

- Learning English was vital to this population, and unfortunately, it is unrealistic to have expected immediate employment for these individuals. We need to find a way to value and understand that gains in learning English are just as important and valuable as a performance measure.
- So many of these individuals did not have any language skills and it was rewarding to see people learning English. A lot of time and effort went into this area.

**F-E-G-S/SEEDCO:** Discuss how the EAP served dislocated workers from a wide variety of industries and/or socioeconomic backgrounds (low income, high income). What challenge did this pose to providing service?

**F-E-G-S:** Many people came in with unrealistic expectations. For instance, some had been in pre-9/11 jobs that were clearly paying them higher than the market rate. It was difficult for these people to realize that they would have to take a substantial pay cut.

Other panelist comments:

- Many of these people never thought they would lose their job, and they were unprepared to think about their careers, next steps, or what skills they might need for another job. There needs to be some way to help people (such as those who have limited English-speaking skills) gain those skills while they are still working — that is, before they lose their job.
- Many EAP service providers had little to no experience working with the "high-income" population (8% of the EAP participants were professional/technical workers who could be characterized as "high income" in that they earned more than \$45,000 per year). Targeting appropriate services for this population was difficult.
- The self employed (graphic artists, consultants, photographers, writers, etc.) were a challenge to the providers. Many providers had limited experience working with these individuals. It was tough to assess their needs and to match them with a viable short-term training effort since what they needed to regain income didn't necessarily fit into a short-term occupational training model. The EAP agencies were flexible and creative with this group, such as allowing them to enroll in short-term education, business, graphic, computer arts, and/or college courses to enhance their skills.

**SEEDCO:** You are the only EAP provider to have "outsourced" the service provision to your community-based EarnFair alliance network. Can you discuss the challenges of this arrangement?

**Seedco:** We did have a different model than the other providers. Seedco acted as a central coordinator, and relied on a small network of community-based organizations throughout the city. Being able to serve people in their neighborhoods was a strong point for our services.

Other panelist comments:

- The Hispanic clients we worked with were different from others we have worked with, primarily immigrants. In our agency, more of our Hispanic clients were English speaking and were more ready to receive help. They needed less assistance.

**ALL:** Having operated the EAP program, how do you think publicly funded workforce development efforts differ from privately funded ones — such as the September 11th Fund — in addressing workforce dislocations?

All panelists:

- We had to serve everyone who came to our door. As such, we saw people who would have never gone into the public workforce system (or who never have been or would be eligible for public workforce programs) such as high-income professionals, undocumented workers, or freelance/creative artists. Serving these people was new to us.
- Many of the people who came in for service were still experiencing trauma from the attacks. Some would not take the subway, some would not go into buildings with more than a few floors, and some needed personal assistance in venturing downtown. The post-traumatic stress and the mental health issues were predominant and challenging. Luckily, we were able to rely on the City's new network of Service Coordinators (funded by the September 11th Fund) to help with their personal, mental health, and family issues. These types of services are not available to people in the public workforce system.
- At times we were serving individuals who were reliving their traumatic experiences and needed mental health services, but did not see themselves as needing such services. Many counselors found these behaviors difficult to deal with and difficult to overcome in helping participants move toward employment. Many participants with these mental health problems tended to jump into school so that they would have something to do and because of the income support. The EAP program worked to provide a dedicated training session for frontline workers on how to identify, refer, and cope with clients exhibiting emotional stress.

**ALL:** What accomplishments are you most proud of in your role as Service Provider under the September 11th Fund's Employment Assistance Program?

All panelists:

- A real positive is that we came together as agencies. This was a first. We met every other week on issues affecting all of us. This created a different kind of relationship among agencies.

- We all had high expectations and we produced outcomes we didn't expect.
- We developed new models of engaging with employers.

**ALL:** What lessons did you learn under the EAP that you would like to share with the audience — are there lessons that suggest ways to change (and/or improve) the workforce system in New York City, New York State, or the nation?

All panelists:

- There isn't a lot being done to train people who were making \$35,000 a year at a particular job who couldn't adjust to another job because their skills were just for that \$35,000 job.
- Be careful how you structure the program. You need to separate out the "benefits" from the program.
- "E-Learning": a community of people in their own homes can go beyond 9 to 5 and work successfully from their homes. Creative thinking is needed. We need to encourage people to engage in lifelong learning.
- Literacy is critical. There is a lack of jobs and if you can't speak the language — or read or write it — you are going to have a major problem.
- It was too easy for private training schools to get on the state's Eligible Training Provider List. There is too little scrutiny of training schools and courses on the list. Several training schools took advantage of the system and the EAP program's initial reliance on that list as a screen.
- English-speaking skills are important. The Fund provided new hope and the investment paid off.
- The Job Training Allowance was a prime motivator for individuals to participate in training, but it may have been a detriment and created other problems such as enrolling in inappropriate training. Future programs should be clear on goals and design incentives systems to reflect those goals.

- The Job Training Allowance required a great deal of processing time and we found it difficult to focus discussions on career counseling when the majority of questions were about income payments. Future programs should separate employment activities and services from benefits administration.
- As agencies working on a common goal, we were honest with each other about the challenges. We need to continue this and listen to the challenges other agencies are facing.

### Audience Questions:

When income supports were dropped, what was the effect on client enthusiasm, responsiveness?

Panelists:

- Some people still valued the program; others were quite upset.
- Because we had a higher variety of clients, individuals who really had a financial need were more vocal, but they still felt the training was valuable.

What about working with an older population? What was that like?

Panelists:

- Age limited their aspirations. Some jobs were more of a challenge for them.
- It's important for an agency to know who hires and who doesn't hire older workers. The challenge is different. Older workers need to know who the "audience" is and they need to be more prepared when they go to an interview. We need to prepare them with their resumes and in marketing themselves.
- We saw people dropping their salary expectations. They expected to make more because they were older.
- Older workers required more support. But they have many pluses: they're more reliable and have had more exposure to working.
- We must continue to think about how to retrain older workers so they are prepared for future displacements.
- We have to work with employers as well to make adjustments in job requirements for older workers.

## 6. Panel—Reflections from National Workforce Development Experts Moderator: Carl Van Horn

This panel was comprised of representatives of the distinguished national experts in workforce development: Marilyn Shea, Executive Director, New York City Workforce Investment Board; Margaret Moree, Director, Workforce Development and Training Division, New York State Department of Labor; and Timothy Barnicle, Former Co-Director, Workforce Development Program, National Center on Education and the Economy.

Van Horn opened the discussion by asking the panelists to offer their reflections from the earlier panel of EAP providers. The presenters' responses covered major areas of concern, including:

### Responding to Events and Preparing for Future Disasters

- National Emergency Grant (NEG) funds are really targeted for natural disasters and large mass layoffs and are not a clear fit for a 9/11 type of event. The 9/11 event required different strategies for using the funds. It's difficult in 9/11-type situations to estimate scale, and we need flexible dollars to respond to that kind of widespread dislocation. Public funds don't necessarily provide this type of flexibility.
- The NEG funding is geared to providing a viable federal response to disasters such as floods, hurricanes and major layoffs, but perhaps it is not enough. It may be necessary in 9/11-type situations to petition the U.S. Department of Homeland Security for independent funds for dislocated worker assistance after terrorist situations. An interesting item about the September 11th Fund program experience is that it includes two types of experiences — one that reflects more universal experiences of many laid-off workers, and another that reflects a situation related to a unique disaster. We need to learn from both types of experiences. Fundamentally, on the disaster side, local governments need to develop protocols for how to address the employment side effects of a major terrorist attack.

- New York City did have agencies in place to respond to this event (9/11) but did not have a "system" in place. Community-based organizations are critical to responding to this type of effort, as is human services funding, since we clearly need more than just an employment response to get people back to work. People also need social work and mental health services to help them cope with the emotional trauma.

### Importance of Working Together and Collaboration

- There is great value in having points of entry operating as a "one-stop" model. This streamlined and simplified the process.
- It is critical to talk together. We need a lot more of this kind of conversation (as indicated by the EAP panelists) and more information sharing forums such as the frontline worker sessions called the "Breakfast Club" that operated as part of the EAP.

### Measuring Performance and Reporting What We Do

- Performance standards are tough to apply in this type of situation. Perhaps the performance requirements in place for dislocated workers are unrealistic. We need to lower the expectations of funders, or make the requirements more realistic without discarding performance expectations altogether. Funders will always need to get the story of program success. The difficult task ahead is not to become "soft-headed" about performance, but "hard-headed" about the right things.
- Accountability ensures continuity of funding, so we need a better reporting system that accurately reflects our success (i.e., reporting wages and reporting earned income).

- We need to better articulate the need for resources and have the numbers to back it up.

## Getting the Incentives Right

- Finding the right incentives that get dislocated workers to go back to work and/or enter training courses is a major issue, a vexing problem. It is extremely difficult and no one has gotten this right. We need to keep experimenting and working on it. Public and private programs need to have the right incentives built into the design.

## Managing Expectations

- Managing the expectations of individuals out of work is important. There is a need to prepare dislocated workers for realistic outcomes after a layoff. Many individuals believe, despite all evidence, that “the factory will never close.” More work needs to be done on how best to prepare people to see things clearly, benefit from available programs and help themselves.

## Labor Market Information and Assessment

- We need to get better information out to the field on where the jobs are and what employers need.
- We weren't fully prepared to provide the type of services people were seeking. Technology in the New York City workforce system is antiquated and this is another issue. We must do a better job to ensure that we have the best data on the current labor market and share that information widely with job seekers and frontline professionals.

- There is a major need for timely labor market information, for both job seekers and the workforce professionals in the program. We need to know industry and labor market trends and job openings in the New York region so that we can direct job seekers to training or to direct job placement in high-demand occupations and/or emerging centers of employment.
- We need to help small businesses stay in business. We need to try to understand what small business owners need. What are the big issues?

## Helping Older Workers and Those with Limited English Proficiency

- The EAP program worked with people who were much harder to serve. They reflected newly dislocated workers from all walks of life and did not fit the traditional profile of a displaced worker. The public employment and training system is not fully prepared to adequately serve a diverse dislocated worker population.

## Mental Health Issues

- EAP clients demonstrated that unresolved mental health issues are a major barrier to reemployment. The workforce system needs to address this issue. Employment agencies don't have the resources and the capability to provide mental health services.

## 7. Conclusion

The September 11th terrorist attack in New York City challenged ordinary citizens to respond in extraordinary ways. In the emotionally charged atmosphere following the attack, the United Way and the New York Community Trust founded the September 11th Fund to assist both the families of those killed or injured and the thousands of workers who lost their jobs and livelihood in the tragedy. As part of the effort to help displaced workers find employment, the September 11th Fund created the Employment Assistance Program.

*The Aftershock: Serving 9/11 Displaced Workers* symposium provided an opportunity to hear directly from EAP providers about their experiences with the program, and the challenges and successes they encountered in serving a very large dislocated worker population in a

short period of time. National workforce training experts were on hand to provide an independent observation of the EAP's impact and reflect on lessons for future workforce policy. The symposium, which was convened on the final day of EAP services, offered to the public, as well as the New York metropolitan area's workforce development community, a candid view of the program's experiences, successes, and shortcomings.

As the culmination of two years of the EAP, the symposium concluded with a special thank you, acknowledgement, and tribute to Carol Kellermann, Executive Director and CEO, and Suzanne Immerman, Deputy Director and Project Manager of the Employment Assistance Program at the September 11th Fund for their dedication, support, and leadership.



# Appendix A

## Aftershock: Serving 9/11 Displaced Workers A Symposium on the September 11th Fund's Employment Assistance Program

September 30, 2004

Sponsored by the John J. Heldrich Center for Workforce Development  
Rutgers, The State University of New Jersey

Location: Proshansky Auditorium at the Graduate Center/CUNY  
365 Fifth Avenue at 34th Street, New York, NY

### Agenda

9:00 – 9:30 am	<b>Registration &amp; Refreshments</b>
9:30 am	<b>Welcome &amp; Program Overview</b>  <i>Jan De Deka</i> , Director of Business Development, Research Foundation of CUNY <i>Carol Kellermann</i> , Executive Director and CEO, September 11th Fund <i>Kathy Krepcio</i> , Executive Director, John J. Heldrich Center for Workforce Development
10:00 am	<b>Panel — EAP Service Providers</b> <b>Moderator: Kathy Krepcio</b>  <i>Eric Shtob</i> , Associate Senior Director, Consortium for Worker Education <i>Virginia Cruickshank</i> , Senior Vice President <i>Meryl Kordower</i> , Assistant Vice President for Career and Employment Services F-E-G-S <i>Chi Loek</i> , Assistant Executive Director, Employment and Training Division Chinese American Planning Council <i>Michelle Henry</i> , Program Associate, Seedco/N-PAC <i>Julie Shapiro</i> , Vice President, Workforce Development, Seedco/N-PAC <i>Jessica Nathan</i> , Workforce Development Specialist, Citizens Advice Bureau
11:00 am	<b>Panel — Reflections from National Workforce Development Experts</b> <b>Moderator: Carl Van Horn</b> , Director, John J. Heldrich Center for Workforce Development  <i>Marilyn Shea</i> , Executive Director, New York City Workforce Investment Board <i>Margaret Moree</i> , Director, Workforce Development and Training Division New York State Department of Labor <i>Timothy Barnicle</i> , Former Co-Director, Workforce Development Program, National Center on Education and the Economy
12:00 pm	<b>Wrap Up</b>
12:15 pm	<b>Lunch</b>

# **Appendix B**

## **Aftershock: Serving 9/11 Displaced Workers A Symposium on the September 11th Fund's Employment Assistance Program**

*Sponsored by the John J. Heldrich Center for Workforce Development  
Rutgers, The State University of New Jersey*

### ***Biographies of Panelists***

#### **Timothy Barnicle**

**Former Co-Director, Workforce Development Program  
National Center on Education and the Economy**

Timothy M. Barnicle has over 25 years of experience at the federal and state levels and as a private consultant working on issues that directly affect the education, training, and security of American workers. Most recently, Barnicle served as Co-Director of the Workforce Development Program at the National Center on Education and the Economy, which provides technical assistance and policy advice to help federal, state, and local governments and their private sector partners build workforce development systems for the 21st century. He also served as Assistant Secretary for Employment and Training at the U.S. Department of Labor from 1995 until his departure in 1997. He previously served as Assistant Secretary of Labor for Policy and Budget. Barnicle, a native of Worcester, Massachusetts, earned his Bachelor of Arts from Assumption College in 1966 and his Master's in Public Administration from Syracuse University in 1967.

#### **Virginia G. Cruickshank**

**Senior Vice President, Employment, Training, Education and Youth Services  
F·E·G·S**

Virginia Cruickshank, Senior Vice President of Employment, Training, Education, and Youth Services, has worked at F·E·G·S for more than 25 years. More than 30,000 individuals are served in her division annually including refugees, immigrants, in- and out-of-school youth, individuals on public assistance, dislocated workers, and individuals with disabilities. Cruickshank's numerous employer-based training programs include the IBM Technology Center, a Health Care initiative, and several Welfare-to-Work performance-based programs, among them a work-based literacy program in the South Bronx serving over 1,000 Temporary Assistance to Needy Families recipients annually. Recent career guidance and employment initiatives include service to individuals who lost work as a result of September 11th. Cruickshank serves as Vice-Chair of the New York City Employment and Training Coalition, is a member of the New York City Department of Education's Advisory Council for Career and Technical Education, and serves on the board of the Workforce Professionals Training Institute.

#### **Jan De Deka**

**Director of Business Development  
Research Foundation of the City University of New York**

Jan De Deka is the Director of Business Development for the Research Foundation of The City University of New York. She joined the Research Foundation last October to lead a new initiative that extends the Research Foundation's grant administration services to non-CUNY clients that permit grant recipients to concentrate on their program goals. She is also responsible for a new program that offers a fringe benefits package superior to those usually available to small

nonprofits. Prior to joining the Research Foundation, she was the General Manager for the Statue of Liberty-Ellis Island Foundation, responsible for the American Family Immigration History Center and web site that opened in April 2001. She spent 15 years in the information technology consulting field in marketing and business development roles for such organizations as Oracle and Coopers & Lybrand (now Price Waterhouse Coopers). She received her B.A. in English from Union College.

**Michelle A. Henry**  
**Program Associate**  
**Seedco**

Michelle Henry is a Program Associate at Seedco/N-PAC, a national nonprofit intermediary that helps low-wage workers and their families. Since coming to Seedco in January 2004, Henry has worked with the Earnfair Alliance, a network of community- and faith-based organizations providing employment and training services to disadvantaged job seekers in some of the City's highest need neighborhoods. In addition to managing Seedco's September 11th Fund's Employment Assistance Program, Henry manages two other government-funded workforce development contracts and provides on-site technical assistance to Alliance partners. Prior to joining Seedco, Henry was Project Director for the Youth Justice Funding Collaborative. She also worked as a Program Fellow at the United Way of New York City and in several key positions at the Center for Alternative Sentencing and Employment Services. Henry earned a Master's in Public Administration from New York University's Robert F. Wagner Graduate School of Public Service, and was recently selected to serve on the Board of Directors of the Center for Community Alternatives. She also holds a Bachelor of Arts in Criminal Justice from the University of Maryland at College Park.

**Carol Kellermann**  
**Executive Director and CEO**  
**The September 11th Fund**

Carol Kellermann was appointed Chief Executive Officer and Executive Director of The September 11th Fund in October 2002. She is responsible for managing the organization and staff, as well as creating and monitoring grant programs with the remaining \$170 million that will continue meeting the needs of victims, families, and communities affected by the tragedy over the next 3-5 years. Kellermann has served New York City in leadership positions in government and the nonprofit sector since the early 1980s. Formerly, she was president of Learning Leaders, Inc., the oldest school volunteer program in the nation. Prior to that, she was a principal at Podesta Associates, a leading government and public affairs consultancy; acted as chief of staff for Congressman Charles E. Schumer; was Executive Director of the Leonard N. Stern Foundation; and served in various positions for the City of New York in the areas of finance, the homeless, child welfare, and housing. In 1976, she practiced law at Weil, Gotshal & Manges. Kellermann is a graduate of Harvard College and Harvard Law School, and serves on the Boards of Homes for the Homeless, the Evan B. Donaldson Adoption Institute, and the Council of Advocates of Planned Parenthood of New York City.

**Kathy Krepcio**  
**Executive Director**  
**John J. Heldrich Center for Workforce Development**  
**Rutgers, The State University of New Jersey**

Kathy Krepcio was named Executive Director of the Heldrich Center in March 2003 and is responsible for executive management and day-to-day oversight of administrative, policy, research, technical assistance, client service, and project operations. She brings to the Center an exceptional track record in government and nonprofit executive leadership and policy development. Her 18-year career in public service includes Chief of Staff in the New Jersey State Office of Information Technology, Director of Policy and Planning for the New Jersey Department of Human Services, Director of Reach/JOBS Policy and Planning, and other key management positions in large organizations. Krepcio played a lead role in designing and managing the Heldrich Center's intensive technical assistance and program design work for the

September 11th Fund and its philanthropic program for dislocated workers. She is a Ph.D. candidate at the Bloustein School of Planning and Public Policy at Rutgers University and earned a Master of Arts from the Eagleton Institute of Rutgers and a Bachelor of Arts from the Maxwell School at Syracuse University.

**Meryl Kordower**  
**Assistant Vice President for Career and Employment Services**  
**F·E·G·S**

Meryl Kordower has been employed at F·E·G·S for more than 15 years, working in the areas of career counseling, employment, and job placement. In her current position, Kordower manages several large employment programs throughout New York City with budgets of more than \$15 million. These programs work with more than 10,000 people a year, serving a wide range of participants including individuals applying for public assistance, those on welfare, refugees and immigrants, as well as professional level dislocated workers. Kordower was responsible for managing the F·E·G·S. September 11th Fund Employment Assistance Program, which served more than 2,800 individuals who lost their jobs directly as a result of the World Trade Center tragedy. Kordower holds an undergraduate degree in community health education with a Master's degree in Counseling.

**Chi Loek**  
**Assistant Executive Director for Workforce Development**  
**Chinese American Planning Council**

Chi Loek is the Assistant Executive Director for Workforce Development of the Chinese-American Planning Council, Inc. (CPC). He is responsible for administering nine employment training and placement programs in apparel, hospitality, healthcare, multimedia, and heating, ventilation, and air conditioning (HVAC) industries with an annual budget of \$2.4 million. CPC is the largest not-for-profit human service agency serving the Asian-American population in New York, and in the United States, with an annual operating budget of over \$65 million. Loek is actively involved in community, civic, and business affairs and serves on the Consumer Advisory Panel of Verizon Communications. Loek received his B.A. in Psychology from Brooklyn College and the Middle Management Program Certificate from the Columbia Business School Institute for Not-for-Profit Management.

**Margaret Moree**  
**Director, Workforce Development and Training Division**  
**New York State Department of Labor**

Margaret Moree is the Director of the Workforce Development and Training Division of the New York State Department of Labor, the division charged with overseeing the implementation of the federal Workforce Investment Act in New York State. She brings to this position an extensive background in public service working for Congress, the New York State Senate, and the New York State Governor, prior to working for the New York State Department of Labor. She has assisted in the development of major grant initiatives for Rochester Institute of Technology's Center for Integrated Manufacturing Studies, training initiatives for dislocated IBM workers, and various economic development programs on behalf of the elected officials she has served. Moree is president of the Greene County Children and Family Services Advisory Board. She is a graduate of New York University.

**Jessica Nathan**  
**Workforce Development Specialist**  
**Citizens Advice Bureau/Seedco**

Jessica Nathan is a Workforce Development Specialist for the Citizen's Advice Bureau, a member of the Seedco Earnfair Alliance. She manages and coordinates several employment and educational programs, including the September 11th Fund's Employment Assistance Program. She works primarily with immigrants from West Africa and Latin America. Before moving to New York, she worked for the Florida Department of Children and Families, serving clients with developmental and physical disabilities. Nathan has a Bachelor's degree in Psychology from Florida International University.

**Julie Shapiro**  
**Vice President for Workforce Development**  
**Seedco/N-PAC**

Prior to joining Seedco, Julie Shapiro was an Assistant Vice President for Welfare-to-Work Programs with Federation Employment and Guidance Service, Inc. (F·E·G·S). She also worked as a Project Manager at the City of New York's Human Resources Administration. Shapiro received a B.A. from Brown University and a Master's in Public Policy from Harvard University's John F. Kennedy School of Government.

**Marilyn Shea**  
**Executive Director**  
**New York City Workforce Investment Board**

Marilyn Shea is the Executive Director of the New York City Workforce Investment Board, the agency responsible for developing the City's strategy to improve the employment skills of New Yorkers to better meet employer needs, conducting oversight of the City's Workforce Investment Act (WIA)-funded employment and training system, and working with employers and public sector partners to further the goals of WIA. She brings to this position over 30 years of significant and high-level experience in workforce development at the federal, state, and local levels including stints at the U.S. Department of Labor and the Massachusetts Department of Employment and Training. She is a graduate of the University of California at Berkeley and holds an M.A. in Public Policy from American University and an M.A. in Public Administration from Harvard University.

**Eric Shtob**  
**Senior Associate Education Director**  
**Consortium for Worker Education**

Eric Shtob has over 30 years of experience in adult and worker education. He is the former Executive Director of the Local 1199 Training and Upgrading Fund. Since 1995, Shtob has been the Senior Associate Education Director for the Consortium for Worker Education, a nonprofit 501c3 agency created to provide education, training, and job placement to both union and non-union workers. For over six years, he has been responsible for community outreach parent resource centers, working with community-based organizations to provide a wide range of education, training, and employment services to residents of underserved communities, including large numbers of new immigrants. He played a significant role helping to implement the September 11th Fund's employment assistance program.

**Carl E. Van Horn, Ph.D.**  
**Professor and Director, John J. Heldrich Center for Workforce Development**  
**Rutgers, The State University of New Jersey**

Carl Van Horn is a widely recognized expert on workforce, human resources, and employment policy issues with extensive experience in public and private sector policymaking. Van Horn is the founding director of the Heldrich Center for Workforce Development, one of the nation's leading academic centers on workforce policy and practice. He is a Professor of Public Policy at the Edward J. Bloustein School of Planning and Public Policy at Rutgers. Van Horn has written more than 90 articles and 14 books and is frequently sought by national media for his views on labor, workforce, and economic issues. His most recent book is entitled *A Nation at Work*, published by Rutgers University Press in 2003. Van Horn has also held several senior-level policymaking positions in government and universities. He has been director of policy for the State of New Jersey, senior economist at the Joint Economic Committee of the U.S. Congress, chair of the Public Policy Department at Rutgers, and founder and Chief Executive Officer of the Business-Higher Education Forum of New Jersey. He graduated Phi Beta Kappa from the University of Pittsburgh and received his Ph.D. in Political Science and Public Policy from The Ohio State University.

# Appendix C

## **September 11th Employee Assistance Program Program Overview**

### **Background**

In the spring of 2002, the September 11th Fund Board approved a plan to provide employment assistance to displaced and underemployed workers whose loss of employment was a direct result of the 9/11 attacks — those who worked in lower Manhattan or at Reagan National Airport.

The goal was to provide adjustment assistance and short-term financial support for people working in lower Manhattan who had lost their livelihood as a result of the attacks on the World Trade Center. Assistance would come in many forms — including creation of individualized employment plans, job training, basic skills, and job search assistance, as well as short-term cash assistance while in training or job search activities.

Four policy guidelines were keys to the program's design:

**Support intermediary organizations** that help workers identify quality training that can lead to actual job placement, and access existing government job training programs to pay for that whenever possible;

**Provide temporary income support to workers** who want training but need financial help in order to participate;

**Fund training** where existing government programs are inadequate or impractical; and

**Support outreach and training to hard-to-reach immigrant populations** by funding organizations that have this expertise.

### **Program Snapshot**

The program officially started September 16, 2002. Enrollment ended on January 31, 2004. Program services ended on September 30, 2004 and the program officially closes on December 31, 2004.

Six not-for-profit workforce providers in New York City (F.E.G.S., Seedco, Chinatown Manpower Project, Consortium for Worker Education, Chinese American Planning Council, and Wildcat Services Corporation), three public workforce agencies in Long Island, and five public and not-for-profit workforce agencies in New Jersey operated the program.

Safe Horizon conducted outreach and eligibility determination in New York City. The Research Foundation at the City University of New York managed the program's financial and check-writing system.

Upon program enrollment, 58% of individuals reported being unemployed, while 32% reported being underemployed.

Total program enrollment is 11,393 individuals, which means that 75% of all people who were determined eligible for the Fund's Ongoing Recovery Program (15,149) took advantage of the Employment Assistance Program.

Final program budget — \$78 million.

Provided over \$36 million in income support and employment incentives to EAP participants.

Provided over \$40 million in services to EAP participants through designated New York City, Long Island, and New Jersey service providers. Services included case management, career/job assessment, vocational training, English as a Second Language, basic education, job development, job search, and job placement.

Sixty-five percent of EAP participants are Chinese speakers, while 7% are Spanish speakers and identify as English speakers. Research conducted during the life of the program shows that the English-speaking population is comprised of a high percentage of immigrants for whom English is not their first language. Seventy-two percent of EAP clients are female and 42% are over 50 years old.

Sixty-one percent of EAP participants took short-term vocational training or skill-enhancement courses and 50% took English as a Second Language courses. Eighty-five percent of EAP participants received up to \$3,900 per person in income support payment allowances while participating in occupational training, English as a Second Language, or basic education courses.

Of the EAP participants who reported being employed at the conclusion of the program, 75% are Chinese speakers, 14% are English speakers, and 3% are Spanish speakers. Fifty-five percent of individuals reporting employment found jobs in the manufacturing sector, while 4% are in accommodation and food services, and 3% are in health care and social assistance.

## ***Accomplishments***

- Provided temporary income assistance to over 9,500 low-income people.
- Provided over one million hours of English as a Second Language instruction to over 5,600 people.
- Provided over 2.2 million hours of vocational training to almost 7,000 people in a two-year period.
- Provided job search, job development, and job placement services to over 6,000 individuals to help them access the services they needed and find new employment.
- Established a new financial accounting system and check-writing and distribution system in less than three months, with the capability to get online financial data daily.
- Set up a new online database and reporting system that allowed the Fund and program managers to get information on their caseload daily.
- Developed partnerships with leading New York City employment assistance agencies, resulting in a unprecedented working alliance of service providers in the City.
- Provided ongoing technical assistance and training to frontline service staff, including monthly in-service training sessions with agency career counselors and job developers.
- Designed and implemented an employment assistance program using existing New York City, Long Island, and New Jersey workforce agencies to serve over 11,000 people in less than five months.

# Appendix D

## PowerPoint Presentation on September 11th Fund's Employment Assistance Program

Kathy Krepco  
Executive Director

John J. Heldrich Center for Workforce Development

### Program Objectives

#### ■ ***Reemployment Assistance***

- Career Assessment and Case Management
- Job Search Assistance and Job Placement
- Vocational/Skills training
- English as a Second Language (ESL)

#### ■ ***Temporary Income Support***

- Income support while in training or job search
- Placement and retention incentives
- Wage subsidies

#### ■ ***Skill Development to Adjust to Changing Job Demand***

### Eligibility

#### ■ ***Displaced Workers Employed south of Canal Street or in Chinatown and:***

- Became unemployed between September 11, 2001 to January 11, 2002 (6,555 or 58%); or
- Were underemployed making less than 70% of pre-9/11 gross wages (3,590 or 32%)
- Individuals Injured at the World Trade Center site
- Rescue/Recovery Workers
- Financially Dependent Family Members of Deceased/Severely Injured
- Outreach and Eligibility Conducted by Safe Horizon

### Service Delivery

New York City (11,302)

- Chinatown Manpower Project
- Chinese American Planning Council
- Consortium for Worker Education
- F·E·G·S
- Seedco
- Wildcat Service Corporation

**Long Island (16)**

- Oyster Bay
- Hempstead
- F·E·G·S

**New Jersey (72)**

- Bergen
- Hudson
- Jersey City
- Monmouth
- New Jersey Immigration Policy Network

**Program Life Cycle**

- September 16, 2002: Program Begins
- January 31, 2004: Enrollment Ends
- September 30, 2004: Services End
- December 31, 2004: Program Closes

**Program Snapshot**

- Total Enrollment: 11,393 (75% of total eligibles)
- Gender
  - 72% Female
  - 28% Male
- Language
  - 65% Chinese-speaking
  - 22% English-speaking
  - 7% Spanish-speaking

**Program Snapshot**

- Pre-9/11 Income
  - 77% Low-Income Earners pre-9/11 (<\$20,000)
  - 6% High-Income Earners pre-9/11 (>\$45,000)
- Pre-9/11 Industry
  - 62% Manufacturing and Production
  - 8% Restaurant and Food Services
  - 4% Administrative Services
- Age
  - Median Age: 47 years old
- Residence
  - 97% of EAP Participants Reside in New York City

**Service Snapshot**

- Total Budget: \$78 million
  - Over \$36 million for income support
  - Over \$40 million for services

- Over 2.2 million hours of occupational training provided
- Over 1 million hours of ESL provided
- 9,628 (85%) participants received income support allowances while in training/ESL

#### **Performance to Date**

- Entered Employment: 4,500+
- Predominant Industries Employed:
  - Manufacturing
  - Healthcare and Social Assistance
  - Accommodation and Food Services
  - Retail
- Predominant Areas of Training:
  - Computers
  - Home Health Aide
  - Apparel
  - Hotel and Restaurant





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