

John J. Heldrich Center for Workforce Development

Rutgers, The State University of New Jersey

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Trying to Become the Person I Was Before

9/11 Displaced Workers
and the Employment Assistance Program

Prepared by:

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Data Collection

Safe Horizon maintained the September 11th Fund's Ongoing Recovery Programs database. The final total number of individuals determined eligible for the Ongoing Recovery Programs was 15,149. The final Employment Assistance Program (EAP) enrollment number was 11,393. The Heldrich Center maintained the EAP database. Percentages contained in this report are based on all data in entered fields. All transactions in the EAP database were input directly by employees of the designated EAP service providers between September 2002 and September 2004. If errors were found in any fields, or fields left blank, the information was considered unknown.

Other Heldrich Center Reports on the Employment Assistance Program

This publication is one of a series of reports issued by the Heldrich Center on the September 11th Fund's Employment Assistance Program. The EAP began on September 16, 2002 and officially ended services on September 30, 2004. Each report profiles a different aspect of the EAP. The current report series includes:

- *September 11th Fund Employment Assistance Program: Focus Group Report*, August 2003
- *Aftershock: Serving 9/11 Displaced Workers*, September 2004
- *Demographic Profile of Participants Enrolled in the September 11th Fund's Employment Assistance Program*, October 2004
- *Service Activity Report for Participants Enrolled in the September 11th Fund's Employment Assistance Program*, February 2005

All reports are available at www.heldrich.rutgers.edu.

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Introduction

One of the key effects of the terrorist attacks of September 11, 2001 was the loss of employment and earnings for thousands of people living in the New York metropolitan area. Immediately following the attacks, several public and privately funded programs responded to the needs of those most directly affected. For example, the federal government awarded a \$25 million grant to the State of New York specifically to assist dislocated workers. The largest effort, however, was the September 11th Fund's Employment Assistance Program (EAP), which assisted 11,393 people at a cost of \$78 million.

Immediately following the attacks, The New York Community Trust and the United Way of New York City established the September 11th Fund to meet a wide range of needs of affected victims, families, and communities. The Fund was an unprecedented philanthropic effort. The enormity of the attacks drew a tremendous volume of donations from people across the globe. The Fund collected \$534 million from more than two million donors, and assisted more than 100,000 people. Having completed its work, the Fund was dissolved in December 2004.

Working with the John J. Heldrich Center for Workforce Development at Rutgers, The State University of New Jersey, the September 11th Fund created the Employment Assistance Program to enable eligible displaced workers to connect with employment services, career counselors, job placement opportunities, education, training, and other resources. The program provided a range of employment assistance primarily to individuals who lived or worked in lower Manhattan and who remained unemployed or underemployed a year following the attacks.

The Employment Assistance Program began in September 2002, a year after the terrorist attacks, and offered services through September 2004. The program was noteworthy in many respects, most particularly in terms of the September 11th Fund's philosophy for recruitment and service and the unique economic and social barriers faced by the program participants.

- The September 11th Fund was committed to reaching out to as many of those in need as possible, regardless of their objective prospects for reemployment or earnings gain.
- The program assisted the individuals who were most vulnerable in the labor market during this period. A majority of those served were Chinese, had worked in garment manufacturing, and had very limited English language skills. Most of the others were lower-paid service workers who had worked in the hospitality, tourism, or food service industries or in manufacturing production. A smaller number were professional workers, and had worked in the finance industry, or were small business owners or freelance consultants. Thousands of participants had never before participated in an employment and training program.
- After participation in the EAP, many returned to the industries and occupations they had worked in before 9/11. Although it suffered significant permanent job loss, garment manufacturing did improve and rehire a certain number of people. Change was difficult, especially for middle-aged women with minimal English language skills.
- Chinese-speaking participants who did not return to their previous industry tended to move into growing fields, particularly the health industry. A number of service providers focused retraining efforts in this area.
- Service and production workers who changed industries/occupations tended to move into administrative and customer service jobs.
- The biggest change for higher-skilled participants was that they did not return to jobs in the finance industry but instead tended to take other types of administrative jobs.
- During the period in which the program operated, most participants were under financial and/or emotional stress and tended to maximize available education,

training, and job training-related allowances, which provided some level of income support.

- The income support provided by the program allowed participants to weather the economic turmoil of the post-9/11 period and spend the time in productive pursuits, especially English language classes and occupational training to improve skills.

Mr. S had been an equity trader earning \$100,000 annually. He resided on Long Island and chose to receive services from the public One-Stop Career Center near his home. After receiving training in computer applications at Molloy College, Mr. S took a job as a church bookkeeper paying \$27,684 per year. (Hempstead)

The Employment Picture

A majority of the 11,393 people served by the EAP were unemployed at the time of eligibility determination. A significant minority (35%), however, was underemployed, generally meaning they were working, but working fewer hours than before their immediate 9/11-related job loss, and earning less than before September 11, 2001.

While the EAP was in operation, New York City in general, and lower Manhattan in particular, faced myriad challenges related to the economy and labor market. Consequently, there were various circumstances that had an effect on the program and its outcomes—factors that had a significant impact on the types of people who enrolled in the program as well as on the jobs they later were able to secure. These influential elements included the economic situation in the New York metropolitan area, the timing of the program itself, and the population in need of services.

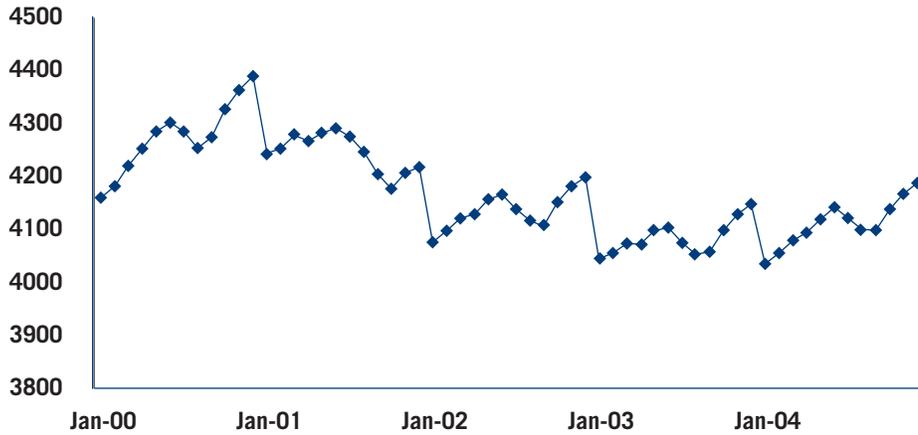
Economic Situation in New York Metropolitan Area. The economic impact of the September 11th attacks on the New York area has been well documented. The expansion of the City’s economy during the 1990s had started to lose momentum as early as January 2001. The downturn began in May 2001, and continued well beyond 2002.¹ The September 11th attacks sent the City’s economy into a steep decline. Dolfman and Wasser² found that the attacks had a clear and unambiguous effect on the City’s economy that went well beyond anything that could have been expected just from an economic contraction. Within Manhattan, the sectors affected most were the “export” industries—finance; professional, scientific, and technical occupations; information services; arts, entertainment, and recreation; and manufacturing. Accommodation and food services, which depends on the patronage of both area residents and tourists, also lost a significant number of jobs.

Ms. G was a 47-year-old who had more than 16 years of financial services management experience at Merrill Lynch and had earned a salary of \$110,000 prior to the 9/11 attacks. She had felt traumatized by her experience on September 11th, and was not ready to return to the workforce until July 2003. At that time, she enrolled in the EAP. Ms. G was always positive in her interactions with program staff, highly motivated, and realistic about salary and market conditions. While in the program, she engaged in career counseling, resume assistance, and job search advice. In December 2003, with assistance from program staff and a consultant, she secured a financial services position at Bloomberg, making \$90,000 per year. (EarnFair LLC, Seedco)

¹ Michael L. Dolfman and Solidelle F. Wasser, “9/11 and the New York City Economy: A Borough-by-Borough Analysis,” *Monthly Labor Review* (June 2004): 3-33.

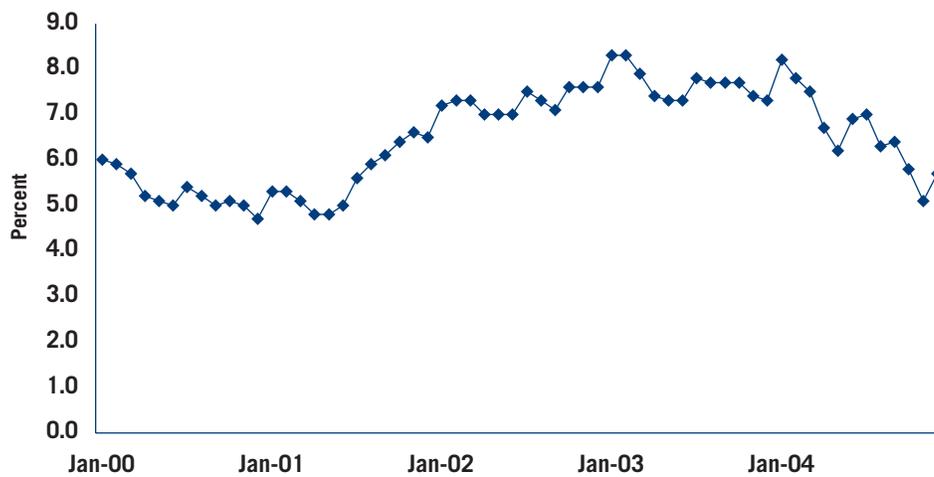
² Ibid.

Figure 1: Employment in New York City Metropolitan Area, 2000-2004, Not Seasonally Adjusted (in thousands)



Source: Bureau of Labor Statistics, Current Employment Statistics Survey.

Figure 2: Monthly Unemployment Rate for the New York City Metropolitan Area, January 2000-December 2004, Not Seasonally Adjusted



Source: Bureau of Labor Statistics, Local Area Unemployment Statistics Program.

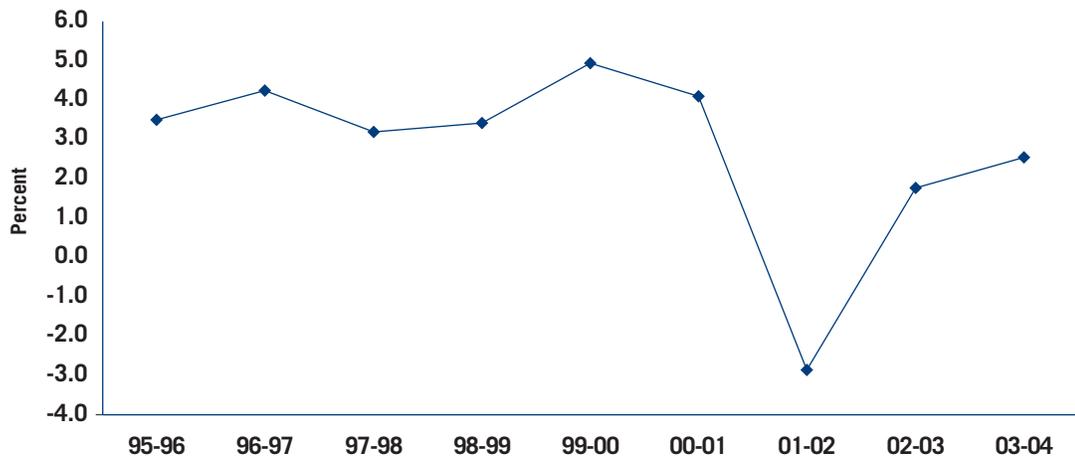
Figures 1 and 2 display the monthly change in jobs for the four-year period from 2000 through 2004 and the unemployment rates for the same period. During the 36-month period from May 2001 through May 2004, each month saw a decrease in jobs from the same month one year earlier. The unemployment rate increased steadily over the four-year period from the beginning of 2001 through the end of 2003 before showing some improvement in 2004.

Manufacturing employment, already falling prior to September 2001, continued to drop at a rapid rate. Average

monthly employment in the manufacturing industry fell nearly 30%, from approximately 214,000 jobs in 2000 to slightly over 150,000 jobs in 2004. While manufacturing employment dropped in each of the past 11 years, the post-September 11th economic situation appears to have hastened this decline.

Employment in the leisure and hospitality industry also declined following the September 2001 attacks. During the period from October 2001 through September 2002, the average monthly employment in leisure and hospitality jobs fell by nearly 3%. This trend has since

Figure 3: Employment in the Leisure and Hospitality Industry, New York City Metropolitan Area, 1995-2004, Not Seasonally Adjusted



Source: Bureau of Labor Statistics, Current Employment Statistics Survey.

reversed, with the industry growing in both 2003 and 2004. (See Figure 3.)

In lower Manhattan, the impact on Chinatown was particularly devastating. The main industries in Chinatown were garment manufacturing and tourism. Trucking restrictions following the attacks limited the import of raw materials into, and the export of finished goods from, Chinatown factories. Orders dropped sharply, and, within a short period of time, many garment factories closed or reduced work. This weakening of the garment industry coincided with the decline in tourism, as fewer people patronized the stores and restaurants in Chinatown. The combined effect was that many families were left without any source of income.

Timing of the Employment Assistance Program—One Year After the Attacks. Although the September 11th Fund was formed on the very day of the attacks and began to offer some types of services quickly, the Fund's Employment Assistance Program began one year later as part of the ongoing recovery initiative. Initial response to immediate massive job losses was undertaken by the U.S. Department of Labor, which awarded a \$25 million National Emergency Grant to the State of New York to help dislocated workers in the region. Federal money began to flow quickly and assisted many people in need of employment services. The National Emergency Grant ran for a year-and-a-half.

After working as a seamstress for many years, Ms. L entered a hospitality career-training program. She had a low degree of English and was also rather shy. EAP staff worked closely with her to encourage her to participate and practice her skills. She had a positive attitude, and applied herself diligently to the curriculum, particularly the English as a Second Language component. She accepted all of her coursework with a positive attitude, and spent a lot of time studying on her own. Upon graduation, she scored two grade levels higher on reading, three grade levels higher in math, and twice as high on listening. She showed enormous improvement in all areas, including interview practice. Though she was somewhat intimidated by the prospect of interviewing for jobs outside of Chinatown, and had already accepted a job in a garment factory, she was sent to interview for a room attendant position at the Plaza Hotel. She was hired for this position at the rate of \$14 per hour with benefits, and she is still working there today. (Chinese American Planning Council)

In the meantime, discussions began in early 2002 about the need to offer additional employment services, as new evidence was emerging about the continuing need for job assistance and the ending of Unemployment Insurance benefits for many laid-off individuals affected immediately after September 11th. In response to this need, the September 11th Fund Board of Directors approved a plan in spring 2002 to provide employment assistance to displaced and underemployed workers whose loss of employment was a direct result of the 9/11 attacks. Working with the Heldrich Center, the Fund created the EAP, which enrolled its first participant on September 16, 2002, a year after the attacks. Many people experiencing immediate job loss had moved into other jobs or careers during this 12-month period. Many had also received help through the National Emergency Grant and other programs, as well as financial assistance through the Federal Emergency Management Agency, to cover basic financial needs, such as housing. Those who were eligible for regular or disaster unemployment benefits had already collected (and exhausted) these benefits.

People in Need of Employment Services. Given the economic situation in New York City and the timing of the program, those in need of program services tended to be individuals who had not found their footing within the first year after the attacks. Most were in distress, whether economic, emotional, or both. Those who eventually enrolled in the EAP were the people most vulnerable and desperate in the labor market at that time. Fundamentally, this included:

- Garment workers in Chinatown. According to Dolfman and Wasser (p. 8), employment in apparel manufacturing decreased by 31% during this period. Those jobs that remained in the industry tended to be highly skilled and technical positions (i.e., fashion designer) in midtown Manhattan.
- Service industry workers, specifically those supporting the tourism/hospitality sector, which was in severe distress for some time after the attacks.
- Undocumented workers, who would find it much more difficult to secure employment in a post-9/11 environment. Because of their status, these workers did not qualify for unemployment benefits or for

the services offered through the U.S. Department of Labor's National Emergency Grant. Many undocumented workers were in severe financial distress.

- Immigrants, many with very limited English skills. This was true for the Mandarin-speaking seamstress in Chinatown, the Spanish-speaking hotel porter or dishwasher in lower Manhattan, the French-speaking African street vendor in Battery Park, and many others.
- Older workers—people over the age of 45, but averaging in the age range of 40-55.
- Lower-skilled workers in low-wage jobs—jobs that require minimal education or training. Some of these lower-skilled jobs were specific to a particular industry (i.e., garment manufacturing).
- Freelance workers, small business owners, and artists. This group included skilled technical workers, small business owners, and artists/graphic designers who had been working on a contractual or freelance basis. Many did not qualify for unemployment benefits. Their prospects were affected by the severe economic contraction following 9/11.
- Highly paid skilled professionals who were still feeling traumatized and/or had severe emotional issues (anxiety, depression, post-traumatic stress) that interfered with their ability to resume their work lives.
- People with assorted mental health issues in all types of occupations.

Mr. Z was a 30-year-old undocumented worker from Ecuador who resided in Brooklyn. He had worked in a restaurant at the World Trade Center for five years, earning \$350 per week. He enrolled in a four-week culinary arts training course, ending in February 2003. He felt that the course helped him to feel like a person again because the attacks had affected him a lot emotionally. Even though he was an undocumented worker, he secured employment as a general utility worker for a food company paying \$7 per hour. (F·E·G·S)

The Employment Assistance Program

In developing its own response to employment-related needs, the September 11th Fund operated with a set of goals and principles. The Fund was particularly committed to:

- **Reaching out to as many people as possible.** The Fund conducted extensive outreach to attract hard-to-reach populations, including immigrant groups and undocumented workers. The first step for individuals in need of assistance was to establish eligibility for the services offered by the September 11th Fund. In New York City, the Fund contracted with Safe Horizon, Inc., a victim service agency, to conduct outreach and eligibility determination. Safe Horizon saw its role as advocating for individuals to receive services for which they were entitled. Undocumented workers would be eligible for this program.
- **Providing temporary income support.** Because many people continued to experience severe financial stress, the Fund wanted to provide temporary income support to individuals who needed such assistance in order to participate in education, training, and job search activities.
- **Treating the affected workforce with compassion and respect.** Both the choice of service providers and the program design were intended to further this principle. In order to meet individual needs, participants were given a wide range of choices in employment assistance providers, training institutions, services, and activities to meet individual needs. The Fund financed education and training to enhance employment prospects.
- **Using and supporting an existing network of not-for-profit intermediary organizations with expertise in employment and training.** To serve New York City, the Fund selected six not-for-profit service providers that it felt would be able to help workers get jobs and identify quality training that could lead to job placement. Throughout the program's duration, the

Fund interacted daily and worked collaboratively with these service providers to adapt the program to the needs of the population served.

- **Maintaining accountability for funds expended and outcomes achieved.** The Fund set goals for performance measures including program completion, job placement, earnings replacement, and learning gains. As the program progressed, these goals were also the subject of collaborative discussions with service providers.

In setting up the eligibility criteria, the Fund mainly targeted individuals who either lived or worked in lower Manhattan and were unemployed or underemployed during a designated time period. Ninety-five percent of the people who were eventually served by the program resided in New York City.

After an eligibility determination by Safe Horizon, individuals were able to enroll with the EAP service provider of their choice. Within New York City, the September 11th Fund contracted with the following service providers. Each had previous experience providing employment services, and some had provided services under the U.S. Department of Labor's National Emergency Grant.

- Chinatown Manpower Project;
- Chinese American Planning Council;
- Consortium for Worker Education;
- Federation Employment and Guidance Service (F·E·G·S);
- Seedco, including eight of its affiliated nonprofit agencies in Brooklyn, the Bronx, and Manhattan;³ and
- Wildcat Service Corporation.

On Long Island and in New Jersey, the September 11th Fund contracted with several government-run One-Stop Career Centers. F·E·G·S also provided services at its office on Long Island.

³ Center for Family Life (Sunset Park, Brooklyn), Citizens Advice Bureau (South Bronx), EarnFair LLC (Lower Manhattan), Pius XII Youth and Family Services (Riverdale, Bronx), Cypress Hills Local Development Corporation (Cypress Hills, Brooklyn), Saint Nicholas Neighborhood Preservation Corporation (Williamsburg, Brooklyn), Northern Manhattan Improvement Corporation (Washington Heights, Manhattan), and Henry Street Settlement (Lower East Side, Manhattan).

Following enrollment with a service provider, participants worked with a career advisor to select appropriate services from a menu of options:

- **Job search assistance.** Career specialists and job developers worked with participants to develop job-seeking skills needed to obtain employment, including interviewing skills and resume writing, and then aggressively marketed participants to potential employers.
- **Assessment/Case management.** Participants were assisted in identifying employment strengths, resources, and needs. Following this assessment, career specialists worked with participants to create individual employment plans that set employment goals and identified needed services.
- **Education and training.** Adult Basic Education, high school equivalency instruction, and English as a Second Language were options for those who wanted to improve their reading, writing, or communication skills. For participants who needed to update their skills or change careers, occupational training was available. This occupational training assistance took the form of individual training vouchers issued to training institutions on behalf of EAP participants. The maximum value of each voucher was \$4,000.
- **Income support.** Participants who engaged in job search activities received a needs-based stipend of \$500 to cover the costs associated with job search. Participants who engaged in education or training activities received a weekly needs-based job training allowance for up to 13 weeks. For most of the program's operation, the training allowance was set at \$300 per week; this changed to \$100 per week toward the end of the program. Participants who engaged in only job search activities were eligible for a job placement bonus as well as a 90-day retention bonus, each of which was \$500.

Ms. H was a 39-year-old who resided in Far Rockaway, Queens. She had been a data entry clerk making \$11.50 per hour. She enrolled in the EAP in December 2002 and began to look for jobs at the same time she was attending free GED (General Education Development) classes. A job developer worked with Ms. H, sending her resume to the *New York Times* Talent Bank and to the wage subsidy program. In September, she obtained a job as a dispatcher for a transportation company, where she earned \$11.25 per hour. (F·E·G·S)

- **Post-employment services.** For those participants who secured employment, post-employment services were designed to provide needed supports during an initial employment period. Post-employment services included additional occupational training, English as a Second Language, financial planning, and support groups.

Providers had the option of conducting education and occupational training directly or referring participants to outside training providers. For the most part, they referred participants to the training institutions of their choice as long as the institution was on New York State's eligible training provider list.⁴ In large part because training allowances were limited to 13 weeks, most of the participants attended short-term (less than three months) language, education, and/or training classes.

Later in the program, the Fund entered into an agreement with the Consortium for Worker Education to operate a wage subsidy program, which for a period of time subsidized employers who hired this population. The wage subsidy program drew participants from all service providers. In addition, the Fund contracted with the Brooklyn Chamber of Commerce to assist with job placement in Brooklyn because more than one-third of participants resided in the borough.

⁴ A total of 6,952 EAP participants attended vocational job training at 313 separate training schools and institutions located in New York City, New Jersey, and Long Island.

By the program’s end, the Fund had far exceeded its expectations in terms of reaching out to the population in need of service. The program assisted 11,393 participants of whom 81% chose to enroll in either education or vocational job training. A slightly higher proportion (84%) took advantage of job search or training allowances. Of the \$78 million spent on the program, \$36 million went directly to participants in the form of allowances.

The Pre-9/11 Employment Picture

The people who participated in the Employment Assistance Program heavily reflected the population in need at the time the program operated. There were three major and distinct participant groups served through the program:

- **Chinese speakers.** Most of the individuals who participated in the EAP (7,334, or 65% of the total) reported that Chinese, Mandarin, Cantonese, or Fujianese was their primary language. Most were or had been garment workers in Chinatown. This population tended to be female (85%) and between the ages of 36 and 62 (85%). Almost all of the Chinese speakers (96%) reported earning less than \$20,000 per year prior to 9/11.
- **Service and production workers.** Of the non-Chinese speakers (4,035), most (3,143 or 78%) had previously worked in non-professional occupations and earned less than \$45,000 per year. This population was evenly

split between men and women and was distributed among all age groups, with the largest concentration (45%) between the ages of 36 and 49. Many were immigrants and a number were undocumented workers.

- **Professional and technical workers.** Of the non-Chinese speakers (4,035), 22% (892) had worked in professional or technical occupations or earned more than \$45,000 per year; some had earned very high salaries. This population was more male than female (57% vs. 43%) and half were between 36 and 49 years old.

Table 1 displays the major industries in which the participants worked prior to 9/11 for the three groups.

The full occupational/industrial distribution of employment for all EAP participants is included in the statistical profile at the end of this report. (See Tables 3 and 4.)

This distribution correlates with the economic sectors in which large numbers of jobs were lost in Manhattan. The clearest example of this is the Chinese-speaking group. The vast majority had worked as seamstresses, which were relatively specialized and low-paid jobs in garment manufacturing, a sector that was devastated in the post-9/11 period.

Table 1: Distribution of Pre-9/11 Employment by Industry, by Population Group

	Chinese Speakers	Service-Production	Professional-Technical
Manufacturing	88%	Food Service	21%
Food Service	5%	Customer Service	19%
Customer Service	3%	Administrative	13%
		Vendor	11%
		Maintenance/Construction	11%
		Accounting/Finance	29%
		Information Technology	20%
		Professional Services	16%
		Small Business Owner	10%
		Administrative	5%

Source: EAP Database

Ms. N was a 50-year old seamstress who came to the United States from China in 1988 and had a “green card,” but never applied for citizenship because of her poor English skills. Through the EAP, she attended classes in English as a Second Language and computer literacy in the evening. At the end of the program, she was reemployed as a seamstress, but was closer to realizing her goal of becoming a U.S. citizen. (F·E·G·S)

The major industrial dislocations in Manhattan in the post-9/11 period are reflected in the other groups as well. The largest proportion of professional or technical workers had worked in finance, which experienced enormous losses. Similarly, information technology, professional services, and small businesses in the area were also significantly affected. Of the non-Chinese service and production workers, the largest group had been employed in food service jobs. Several had worked at Windows on the World or other restaurants in the area. Many others had worked in tourism-related jobs at area hotels and tourist sites; still others were street vendors. The tourism-related sector lost large numbers of jobs in the immediate aftermath of the terrorist attacks.

In summer 2003, the Heldrich Center conducted a series of eight focus groups with non-Chinese-speaking participants; seven were conducted in English and one in Spanish. The participants at the focus groups reported a wide range of pre-9/11 employment, with most jobs being at the lower end of the wage scale. The range of occupations from the focus group is illustrative of the EAP population served:

- Hotel Employee
- Security Officer
- Mechanical Engineer
- Operations Manager
- Small Business Owner

- Worker at the World Financial Center
- Bookkeeper near the South Street Seaport
- Waiter near the World Trade Center
- Pre-Cook, Dishwasher at Windows on the World
- Caterer
- Welder
- Bartender
- Paralegal
- Network Administrator
- Printer
- Recruiter
- Tour Guide

Post-EAP Employment

The program clearly assisted individuals who were most vulnerable in the labor market—non-English speaking, lower-skilled, involved in declining industries, older, undocumented, and freelancers. What was their employment experience after participating in the Employment Assistance Program?

The post-EAP employment picture presented here is based on information from participants who willingly provided details about their employment situations after program completion. The program guidelines did not mandate participants to provide this information and most did not. Employment information was obtained for slightly more than 40% (4,660) of the total participants. This was after extensive efforts on the part of the September 11th Fund and the EAP service providers to gain post-9/11 employment information. Efforts included, but were not limited to, telephone calls and letters to all participants as well as small bonuses for those reporting employment. It is likely that the 40% figure significantly understates the actual proportion that was employed after the program ended. Individuals who attended vocational job training were more likely to report their employment situations.

Table 2: Common Reemployment Sectors by Population Group Under the EAP

	Chinese Speakers	Service-Production	Professional-Technical		
Seamstress	67%	Customer Service	18%	Administrative	23%
Health Care	7%	Administrative	16%	Professional Services	14%
Customer Service	7%	Food Service	14%	Customer Service	14%
Administrative	4%	Seamstress	8%	Information Technology	11%
Food Service	3%	Health Care	5%	Accounting/Finance	7%

Source: EAP Database

Based on the data obtained, Table 2 displays the common occupations/industries for each of the three major population groups after program completion.

While definitive conclusions cannot be made due to the under-reporting of post-program employment, it appears that while many participants returned to the occupations or industries in which they worked before September 11th, others moved into different types of work.

Among the Chinese speakers, almost 88% had worked in manufacturing before 9/11 and less than 1% had worked in health care. Although most who reported employment information stayed in or returned to seamstress jobs, a significant number moved out of this declining industry. It was particularly difficult for many of the older Chinese-speaking women to change careers. Many have family child care or eldercare responsibilities that limit their mobility. A number have low education levels in their native languages, which made the acquisition of English more challenging, especially since most attended short-term (13-week) training courses. All of these factors presented barriers to working outside a Chinese-speaking community.

The organizations that served large numbers of Chinese participants focused heavily on health care as an alternative to the garment industry. The two Chinese community agencies (Chinatown Manpower Project and the Chinese American Planning Council), the Henry Street Settlement (part of the Seedco alliance), and the Consortium for Worker Education all made such efforts. This effort was successful in that 7% of those who reported

Ms. W worked as a seamstress for many years before the attacks on the World Trade Center. She earned \$8 per hour without any benefits. After she lost her job, it was difficult for her to find another seamstress job due to the downsizing of the garment industry. She was frustrated because she had no income to support her family. After she heard about the EAP, she applied for the Certified Nurse Aide (CNA) training in order to start a better life for herself. Ms. W passed the New York State Nurse Aide exam and received her CNA certificate at the end of training. Ms. W was referred to New York University Downtown Hospital for a CNA position in August 2003. The hospital offered her \$12.95 per hour and benefits after she completed her three-month probation. Ms. W was thrilled when she got the job. Currently, Ms. W is still working at New York University Downtown Hospital. She is making more money and has a better working environment than she had at the garment factory. (Chinatown Manpower Project)

employment information were working in health care. Typically, these are better paying and more stable jobs. In a similar vein, several of the service providers concentrated on computer and customer service skills. This may have increased the proportion of Chinese speakers able to secure customer service and administrative jobs. Some of the jobs secured were local while others involved travel. At least nine Chinese-speaking participants went to work in housekeeping or food handling jobs at Mohegan Sun, a casino in Connecticut that runs buses for employees from Chinatown every day.

Service/production workers were the least likely to report their employment outcomes, so it is difficult to draw definitive conclusions about their post-program employment. The information available suggests that many who had worked in the food service, hotel/restaurant management, and manufacturing industries did not return to jobs in these industries. They were more likely to be

Mr. C entered the EAP and received English as a Second Language and basic computer training. His employment background was in the garment industry but at the end of seven weeks of language and computer training, he decided that it would be beneficial to take vocational training in basic culinary arts as an additional skill, which would add another dimension to his marketability. After training at the Artisan Baking Center, Mr. C received a certificate in culinary arts but was unable to quickly find a job in food preparation. He was approached with a job opportunity in the garment industry through the wage subsidy program and was receptive to the offer. He was hired by Finest Creations as a seamster at \$7.50 per hour, and he was still employed at the end of the EAP. (Consortium for Worker Education)

working in customer service or administrative jobs. While 14% were working in food service after the program, 21% had worked in the industry before 9/11.

For professional and technical workers, the biggest pre-post change appears to be in the accounting and finance sector, which was affected more than any other by the attacks. Whereas nearly 29% of these individuals had worked in accounting and finance prior to 9/11, only 7% reported being so employed afterwards. Of those who reported employment information, the largest proportion was employed in administrative jobs, following by professional service, customer service, and information technology.

The full occupational/industrial distribution of employment for all participants is included in the statistical profile at the end of this report. (See Tables 3 and 4.)

Findings/Conclusion

The Employment Assistance Program operated during a very volatile period. While some of the immediate impact of the terrorist attacks had passed, the economic effects were still present. Many of those most powerless and desperate in the employment market turned to the September 11th Fund's Employment Assistance Program for support. As a result of preparing this profile and analysis, there are a number of important issues to note:

- Based on its philosophy of reaching out to individuals in need, **the EAP recruited and accepted all who needed its help, regardless of their objective prospects for reemployment or earnings gain.** This is very unusual for contemporary employment programs, and reflects more of a service orientation than an outcome-based performance orientation. In fact, the program was designed and structured in such a way that it drew thousands of people who had never before participated in an employment and training program. Most were non-English-speaking and low skilled. In a sense, the EAP represented a new and untried approach to enrolling those most in need in a workforce development program.

- **Most of the education and training that participants engaged in was short-term, generally 13 weeks in length, often because the training allowance was available for this time period. In the end, however, a minority of those in the program changed industries.** Many older workers who had been in the United States for some time attended English classes for the first time in their lives. Others took the opportunity to learn a new skill, especially computer skills. It is difficult, however, to materially change employability in 13 weeks. Therefore, the majority of participants who reported employment information returned to their previous industries and occupations when the general economy improved and they were able to do so. A minority changed industries or occupations.
- **Most participants were under financial and/or emotional stress and maximized available education, training, and allowances.** Many felt entitled to these services and did not feel they owed the service providers information about their post-program status.
- **The grant agreements between the September 11th Fund and the service providers were predominantly based on service rather than outcomes.** The Fund did set performance goals and the grant agreements allowed for the holdback of a small portion of funds if these goals were not met. For the most part, however, service providers were paid unit costs for each service provided to each person.
- **Until the last few months of the program, training schools were given the full allowable tuition payment (\$4,000) without regard to student outcomes.** Toward the final months of the program, the Fund changed its policy, and withheld 20% pending job placement. However, the vast majority of training activity had already taken place. In addition, training schools did little to report employment outcomes voluntarily to the EAP service providers.
- **The income support provided by the program allowed participants to weather the economic and emotional turmoil of the post-9/11 period.** The education and training provided allowed them to spend this time in productive pursuits. While most did not change industries or occupations, some did enter new types of jobs. Others are continuing with the education or training begun through the Employment Assistance Program.

Also, many participants felt that once their training ended, they received little or no help on how to navigate the labor market or to look for a job. Many felt that the job search assistance was only fair, or they were not aware that the service provider could help them find a job. The net effect was that many individuals did not keep in contact with their service providers once available services and allowances had been exhausted. There was no incentive for participants in education or training, especially those in schools external to the service providers, to report employment information. Given the labor market vulnerability of many participants, it is possible that many who did not keep in contact did not obtain employment or did not obtain legal employment. It was also difficult to capture employment/wage information on self-employed persons.

Statistical Data

Listing of Tables:

Table 3: Pre-9/11 Employment by Occupational Sector for EAP Participants by Major Population Group

Table 4: Post-EAP Reemployment by Occupational Sector and Major Population Group

Table 3: Pre-9/11 Employment by Occupational Sector for EAP Participants by Major Population Group

Occupation	Overall n=11,369*	Chinese Speakers n=7,334	Service- Production n=3,143	Professional- Technical n=892
Manufacturing and Production	61.9%	87.7%	7.6%	0.2%
Food Services and Hotel/Restaurant Management	8.3%	4.6%	20.9%	4.4%
Customer Service	7.0%	3.2%	19.0%	4.6%
Administrative	4.1%	0.8%	13.4%	5.1%
Repair/Maintenance/Construction	3.0%	0.7%	10.9%	0.5%
Vendor	3.0%	0.4%	11.5%	0.2%
Accounting/Finance	2.7%	0.4%	0.0%	28.8%
Other	2.5%	0.4%	8.2%	4.4%
Computer Programmer/Network Administrator	1.8%	0.2%	0.0%	19.9%
Professional Services	1.6%	0.3%	0.4%	15.8%
Design/Production	1.2%	0.2%	3.5%	2.8%
Small Business Owner	1.1%	0.4%	0.0%	10.2%
Security	0.7%	0.0%	3.2%	0.2%
Health Care	0.5%	0.5%	0.0%	2.4%
Transportation	0.3%	0.2%	0.9%	0.0%
Real Estate	0.2%	0.0%	0.6%	0.6%
Legal Services	0.0%	0.0%	0.0%	0.0%

* Includes 24 people for whom demographic information was unavailable.

Source: Safe Horizon and EAP Databases.

Table 4: Post-EAP Reemployment by Occupational Sector and Major Population Group

Occupation	Total n=4,660*	Chinese Speakers n=3,569	Service- Production n=807	Professional- Technical n=282
Seamstress	53.2%	66.6%	7.8%	0.4%
Customer Service	9.3%	7.1%	18.2%	13.5%
Health Care	6.7%	7.4%	5.1%	2.2%
Administrative	6.6%	3.5%	15.8%	22.7%
Other	5.1%	3.8%	9.0%	12.7%
Food Services and Hotel/Restaurant Management	5.0%	3.4%	13.6%	2.2%
Manufacturing	3.1%	3.5%	2.3%	0.9%
Repair/Maintenance/Construction	2.0%	1.6%	4.2%	0.9%
Professional Services	1.8%	0.2%	4.8%	14.4%
Accounting/Finance	1.3%	0.6%	2.9%	6.6%
Computer Programmer/Network Administrator	1.2%	0.2%	2.3%	11.4%
Child Care	1.0%	0.9%	1.4%	0.4%
Security	0.9%	0.2%	3.8%	2.6%
Design/Production	0.6%	0.2%	1.6%	2.2%
Data Processing/Computer Literacy	0.5%	0.2%	1.6%	1.7%
Transportation	0.5%	0.2%	2.0%	0.0%
Legal Services	0.4%	0.1%	1.3%	2.2%
Jewelry	0.4%	0.3%	0.7%	0.0%
Real Estate	0.2%	0.0%	0.3%	2.2%
Vendor	0.2%	0.0%	1.0%	0.0%
Language	0.1%	0.1%	0.3%	0.9%

* Includes two people for whom demographic information was not available.

Source: Safe Horizon and EAP Databases.

Technical Notes and Definitions

Database—Coverage: All data are extracted from the Safe Horizon Ongoing Recovery Program data file and the Employment Assistance Program database.

EAP Services:

Assessment (Individual Employment Plan): Identifying the participants' strengths, resources, needs, and problems and setting measurable, realistic, and time-limited goals to achieve employment or to regain prior wage earnings.

Basic Education and Literacy: Training for participants with basic English reading, writing, or computing skills at or below the eighth-grade level to bring basic skills up to a level where participants can go on to skill training or to seek employment in the labor market.

Case Management: Providing guidance, ensuring implementation of clients' employment plans, and keeping in touch with the individual throughout their time in the program.

Employment and Post-Employment Networking Groups: Facilitated, weekly meetings of participants intended to help them address immediate issues that occur in the workplace.

English as a Second Language: For those whose primary language is other than English, instruction in reading, writing, or communication skills in the English language.

Individual Job Development: Working with participants to develop potential job openings or to access job openings with local employers by aggressively marketing the individual to employers. This may occur at any point in the job search process, including immediately upon entrance or after completing a training or education program.

Job Placement: Direct placement assistance following training.

Job Placement Payment: One-time payment of \$500 made to participants who secured full-time employment

after enrolling in the program. This payment was available only to those individuals who were previously unemployed and actively engaged in job search and/or placement/development activities before job placement, but were not enrolled in EAP education or training and did not receive the needs-based job training allowance. Proof of employment was required for authorization of this payment.

Job Retention Payment: One-time payment of \$500 made to participants who provided proof of employment for more than 90 days. This payment was available only to those individuals who were previously unemployed and actively engaged in job search and/or placement/development activities before job placement, but were not enrolled in EAP education or training and did not receive the needs-based job training allowance.

Job Search Readiness: Includes providing resource rooms where participants can access job listings, and, if necessary, the technical assistance and guidance to use such resources (for example, assistance in the use of Internet-based job search sites). Job readiness includes group programs to teach the skills needed to secure full-time employment, such as interviewing skills, resume writing, networking, and marketing. Participants enrolled in this service activity were eligible for the needs-based job search allowance.

Needs-Based Job Search Allowance: One-time payment of \$500 made to qualified participants engaged in a job search activity. This allowance was intended to cover such costs as transportation to and from interviews or appointments at the EAP service provider location, child care costs while in active job search, the purchase of appropriate interview attire, special tools, and/or special employment-related expenses (such as uniforms, tools, car insurance, etc.).

Needs-Based Job Training Allowance: Payments made to qualified participants who were engaged in an education or training activity to help cover living expenses. Participants could receive up to \$300 a week for a maximum of 13 weeks provided they attended training for a minimum of 25 hours per week. The allowance payment changed to \$100 per week on January 1, 2004.

Occupational Training: Individuals deemed to lack marketable or up-to-date skills could receive occupational training for jobs that were in demand in the labor market area. Individuals who received September 11th Fund-supported tuition support received guidance to help them choose the appropriate type of training and training provider. The maximum amount allowable for individual training vouchers was \$4,000 per person.

Post-Employment Retention Services: Services that assist individuals to maintain their current jobs and prepare them for better jobs including additional occupational training, technology training, financial planning, and time management training. In some cases, post-employment services included helping participants gain access to other community-based resources to help them maintain employment.

Effective Date: Effective dates for data in this report are for the period July 1, 2002 to September 30, 2004. While the Employment Assistance Program officially started on September 16, 2002, Safe Horizon began conducting information sessions and determining eligibility for EAP services in July 2002.

Eligibility Criteria: Individuals seeking services under the Employment Assistance Program were required to meet the following criteria:

- Unemployed individual who is not employed/working at the time of eligibility determination and who became unemployed during the period September 11, 2001 to January 11, 2002.
- Underemployed individual:
 - Reemployed: An individual who became unemployed at some point during the period September 11, 2001 to January 11, 2002, but currently employed at gross wages of less than 70% of pre-September 11, 2001 wage income.
 - Reduction in earnings: An individual who experienced a reduction in earnings during the period September 11, 2001 to January 11, 2002, resulting in wages of less than 70% of pre-September 11, 2001 wage income and

who is currently realizing gross wages of less than 70% of pre-September 11, 2001 wage income.

Eligibility Determination: In New York City, individuals were referred to information sessions conducted by Safe Horizon every day of the week from the period July 2002 to January 2004 at locations in Manhattan, Brooklyn, Queens, the Bronx, and Staten Island. Special sessions were conducted in specific languages, such as Spanish, Cantonese, and Mandarin. Outside of New York City (New York and New Jersey), individuals were referred to information sessions in their local area conducted by New Jersey Family Advocate Management, Inc. and the United Way of Long Island/Health and Welfare Council. If not available locally, individuals were referred to information sessions in New York City. Eligibility was determined by these three agencies, and data taken at eligibility was retained in a central database at Safe Horizon.

Income Eligibility Criteria: Participants receiving needs-based income support payments were required to demonstrate that their household income was 80% or less of the median household income for the State of New York. Table 5 indicates the annual and monthly income limits that were applied:

Table 5: Eighty Percent of Median Income for New York State

Family Size	Annual Household Income	Monthly Income
1	\$24,858	\$2,077
2	\$32,507	\$2,708
3	\$40,155	\$3,346
4	\$47,804	\$3,984
5	\$55,433	\$4,619
6	\$63,101	\$5,258
7	\$64,535	\$5,378
8	\$65,969	\$5,497
9	\$67,404	\$5,617
10	\$68,838	\$5,736

Primary Language: Safe Horizon did not collect information on race/national origin, but collected information on primary language spoken. For reporting purposes, these are defined as:

Chinese Speaking: Includes individuals who self-reported their primary language as Chinese, Cantonese, Mandarin, or Fujianese.

English Speaking: Includes individuals who self-reported their primary language as English.

French Speaking: Includes individuals who self-reported their primary language as French.

Spanish Speaking: Includes individuals who self-reported their primary language as Spanish.

Professional/Technical Workers: Includes any non-Chinese-speaking individual who self-reported either working in a professional or technical occupation or earning more than \$45,000 per year prior to September 11, 2001. Professional/technical occupations are defined as those in accounting, computers, finance, health care, law, or another professional service such as architecture, engineering, education, or the creative arts. All small business owners and self-employed persons earning more than \$45,000 per year are also included in this group.

Service/Production Workers: Includes any non-Chinese-speaking individual who self-reported working in a non-professional, production or service occupation, and earning less than \$45,000 per year prior to September 11, 2001. Common occupations within this group include administrative services, manufacturing and production, restaurant/food service, and street vendors.

Training Categories: For the purposes of this analysis, types of vocational training were classified into the following major groups:

Training Category	Examples of Classes Include:
Accounting/Finance	Accounting, bookkeeping, financial services, insurance, tax services
Administrative	Clerical skills, general office/business skills, combination language and office/business skills
Child Care	Child care
Computer Programmer/Network Administrator	Advanced IT certification, computer programming, network administration, Web site development
Customer Service	Bartending, retail clerking, personal/beauty/hair care, fitness training
Data Processing/Computer Literacy	Basic computer skills, computer skills in conjunction with business or language training
Design/Production	Computer-based design, graphical skills, filmmaking and editing
Food Services and Hotel/Restaurant Management	Chef training, hotel and restaurant service skills, hotel and restaurant management
General Academic	Language plus vocational training not covered by another category, teaching certification, secondary education classes
Health Care	Medical billing, nursing, medical assistant, home health aide training
Seamstress	Seamstress training



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