

L15  
7:31/1-4  
c.2

# RECESSION HITS CAROLINA HARD

JUL 8 1984

## Unemployment At 10.4% in N.C.

### Area Jobless Rate Continues To Climb

**ESC QUARTERLY**  
VOLUME 31 NO. 1-4



## CHAIRMAN'S COMMENTS

MANFRED W. EMMRICH  
*Chairman*

*N. C. Employment  
Security Commission*

No State agency has been tested to the extent experienced by the Employment Security Commission during 1975.

In that year North Carolina underwent its most serious economic setback since 1929, and few persons fully realized the impact the agency's services made on the livelihood of thousands of North Carolinians.

During the first quarter of 1975 unemployment exceeded 11 percent, highest ever recorded, and it is estimated that during the recession one of every five workers from North Carolina's 2.5 million-member labor force in some way used services available from the Employment Security Commission.

The accomplishments of the agency demonstrate the integrity of State government under severe stress and during serious adversity.

At no time since it was established in the mid-1930's has the Employment Security Commission encountered conditions similar to those of 1975:

—its unemployment insurance workload increased by 1,000 percent

—it disbursed over \$404 million in unemployment insurance benefits to eligible jobless workers, highest amount ever paid, and a sum which easily generated \$1 billion in the exchange of goods and services

—operated two, and sometimes three, shifts as ESC personnel compiled 141,300 hours of overtime

—operated its data processing equipment on a 7-day, 24-hour basis

—placed over 80,000 workers in jobs—higher than the preceding year—a remarkable achievement in light of the rapidly declining labor market.

During the autumn of 1974 unemployment began to rise rapidly in North Carolina, then accelerated sharply during the early months of 1975. Joblessness peaked at 11.7 percent in March and claims for unemployment insurance jumped from 20,000 a week in mid 1974 to 200,000 a week in early 1975. The increase in claimsload was unparalleled. During much of 1975 and through July 1976, the Commission has administered seven separate unemployment insurance programs.

The following comparison of total benefits paid during the last four years illustrates the increased claimsload in North Carolina and the Commission's response:

1973 . . . . \$ 29 million

1974 . . . . \$ 62 million

1975 . . . . \$404 million

1976 (through June) \$153 million

The Commission cannot overemphasize the impact of \$404 million in unemployment payments on the State's economy in 1975. Providing a limited degree of solvency to thousands of North Carolinians who had lost their jobs because of the recession, unemployment payments maintained purchasing power, continued the availability of goods and services, and averted a serious statewide depression.

See CHAIRMAN, Page 30

Volume 31, No. 1, 4, 1975

issued at Raleigh, N. C., by the

## EMPLOYMENT SECURITY COMMISSION OF NORTH CAROLINA

*Commissioners*

Malon R. Smith, Belmont; Andrew J. Waring, Statesville; James H. Davis, Southport; Charles W. Brooks, Winston-Salem; Carroll G. Tompson, Winston-Salem; Thomas E. Allen, Thomasville.

*State Advisory Council*

Public representatives: Hoyle T. Efrid, Chairman, Gastonia; Way S. Abel, Canton; Sherwood Roberson, Robersonville; Mrs. W. Arthur Tripp, Greenville; Mrs. M. Edmund Aycock, Raleigh. Employer representatives: Joseph D. Ross, Jr., Asheboro; G. Maurice Hill, Drexel. Employee representative: Melvin Ward, Spencer, AFL.

MANFRED EMMRICH .....Chairman

WARREN G. WITTMER .....Director  
*Unemployment Insurance Division*

JOHN B. FLEMING .....Director  
*State Employment Service Division*

JOSEPH G. ELLIOTT .....Acting Director  
*Administrative Services Division*

H. E. (Ted) DAVIS .....Editor  
*Public Information Director*

*Sent free upon request to responsible individuals,  
agencies, organizations and libraries  
Address: E.S.C. Information Service,  
P. O. Box 25903, Raleigh, N. C. 27611*



The Employment Security Commission administers two major State programs — Unemployment Insurance and the State Employment Service. The Employment Service provides expense free job placement to ap-

licants through 60 local offices of the Commission. Unemployment insurance covers approximately 1,738,000 workers in North Carolina, providing them with benefit payments in case of involuntary unemployment. The Unemployment Insurance program is supported by payroll taxes contributed by approximately 98,000 Tarheel employing companies, firms and corporations. The Commission has operated since the mid '30's when it was established by the General Assembly as the Unemployment Compensation Commission.

# THE RECESSION:

## THE NORTH CAROLINA VIEW

### PART 1:

# HOW IT HAPPENED

By DONALD R. BRANDE

Director, Bureau of Employment Security Research

The signs of an economic downturn in North Carolina began to appear in the summer of 1974 as both the total and insured rates of unemployment rose above the levels recorded during the same period in 1973. The insured unemployment rate in 1974, when compared to 1973, was higher every month except January. The insured rate still was below 2.0 percent until October when a 2.1 percent rate was posted. The number of insured workers filing for unemployment benefits accelerated in November and December with the insured rate in December, 1974 reaching 6.4 percent. The insured rate for December, 1973 was only 1.2 percent.

The recession's effect on unemployment in North Carolina maximized during February and March of 1975. The insured unemployment rate peaked at 10.7 percent in February and the total unemployment rate reached its highest level in March when a 11.7 percent rate was recorded. Both the insured and total unemployment rates declined after that period and the insured rate for June, 1975 was down to 6.1 percent, while the total unemployment rate in June was 9.1 percent. The May, 1975 total unemployment rate was 8.9 percent but it rose again in June because of the usual influx of high school and college graduates seeking full-time employment and students searching for summer jobs.

During the period of November, 1974, through April, 1975, North Caro-

lina's total unemployment rate exceeded the national unemployment rate. In May, 1975, the state rate fell below the national rate but in June, 1975, the state rate, at 9.2 percent, again exceeded the national rate.

At the outset of the current recession, many of the state's manufacturing plants elected to adjust their inventories to weakening demands for their products rather than to retain workers and build excessive inventories. This decision caused workers to be laid off from their jobs early in the economic downturn. Many plants curtailed their operations by eliminating second and third shifts, and by reducing the number of hours worked by employees. Numerous factories operated on a week-on/week-off schedule, causing the number of persons filing for unemployment benefits to balloon.

Fortunately, North Carolina's Unemployment Insurance Fund was more than adequate to withstand the record payments made to insured unemployed workers. Due to excellent economic conditions in the state in recent years, North Carolina's Unemployment Insurance Fund reached a record high in November, 1974, when the fund totaled \$573,515,991.81.

The state experienced the highest rates of unemployment since the Great Depression of the 1930's during the first quarter of 1975, and the highest rates in the history of the Employment

Security Commission. In the fourth quarter of 1974, \$25,548,030.16 in benefits was paid out from the Fund. In the first quarter of 1975, \$106,040,225.58 was paid to unemployed workers and during the first six months of 1975, a total of \$218,009,210.01 was paid from the Fund; almost as much as was paid out in the previous five years!

The decision by the state's manufacturing industries to adjust their inventories early in the current recession has resulted in North Carolina recovering faster than other states from the economic downturn. Demand for products of the state's textile, apparel, and furniture plants—the three largest manufacturing industries in North Carolina, is expected to expand rapidly. To meet this expected demand and to replenish low inventories, workers laid off by these industries are expected to be recalled rapidly and hours of work increased.

Recovery from the recession continued through most of 1976. The economic growth experienced in the 1960's and the first four years of the 1970's in North Carolina may not be reached ever again. However, if the energy problem facing the nation and North Carolina can be resolved and if inflation can be brought under control, economic growth is expected to continue in the state at a rate somewhat below the rate experienced during the past ten years.

## PART 2:

# AVALANCHE IN GASTONIA

The Gastonia ESC Local Office was as well prepared for the avalanche of claims that hit us in September, 1974, as was the U.S. when the Japanese hit Pearl Harbor. There were two permanent staff members assigned to unemployment insurance operations. Recruiting for Intermittent Interviewers started in August.

Seventeen hundred forty-one, 1,840, 5,756, 7,591, 13,261, 29,580, 49,266, 41,937, 38,501, 35,370, 28,117, and 27,789—thus went the escalation and countdown of weeks of unemployment benefits filed through the Gastonia Employment Security Commission office for the twelve months beginning July 1, 1974, and extending through June 30, 1975. Not since the Depression in the 1930's had Gaston County residents suffered through such a drastic decline in their economy. This recession even exceeded the Great Depression in the rapidity of its onslaught. Not even the most astute businessmen, economists or government agency employees forecast the depth, breadth, and severity of this recent recession.

The previous record for the number of weeks of jobless benefits filed, 16,951, was established in February, 1954. Little did we realize as the recession began in the fall of 1974 that we would not only break this 20-year old record, but would double and even triple it in January, 1975, when 49,266 claims were filed.

Oftimes we hear of hard-hearted, cold-blooded industrialists who care little about the welfare of their employees. Such was not the case in Gaston County. Many textile and other firms continued to work their employees one or two days, even 23 hours per week, in spite of the fact that their inventories were extremely high and customer orders practically nil. Employers did this out of the goodness of their hearts so their employees would have some income for the bare necessities of life and to keep them from having mortgages foreclosed and cars, appliances, furniture and other items repossessed. This was particularly

helpful to employees since under normal conditions, about three weeks were required by ESC to mail the first unemployment insurance check to persons who filed a new claim and then continued to file claims during subsequent weeks. (Unfortunately, this time period between the onset of unemployment and receipt of the first check lengthened to four to six or eight weeks as the claimsload reached unprecedented proportions statewide.) Some employers may have overextended themselves financially by continuing to work and pay employees when little or no income was being received from sales of goods or services. In late January an evening seminar on unemployment insurance was conducted by Carl B. Harrelson, Jr., Manager, M.L. Mauney, Claims Deputy, Lawrence B. Farish and Robert Hovatter, Field Representatives, and Dorothy M. Carpenter, UI Supervisor, for local employers.

Gaston County residents were paid \$11,316,454 in state unemployment insurance benefits for the seven-month period beginning December 1, 1974, through June 30, 1975, with the most benefits paid during February—\$2,125,832. The Gastonia ESC Local Office processed claims for 208,863 weeks of jobless benefits and paid \$10,453,428 in UI benefits during the first six months of 1975, more than any of the other 56 ESC offices. This activity contrasts sharply to 1973 when Gaston County had the *lowest* percentage of its workers covered by the state unemployment insurance program of any of the 100 counties of North Carolina—an average of 0.3 percent. During all of 1973, \$378,378 in State jobless benefits were paid to Gaston County's insured workers.

The recession began in earnest in Gaston County when 17 textile plants employing 5,500 persons ceased pro-



Unfortunately, lines such as these became a common occurrence in Gastonia during the height of the recession. Because of its high concentration of textile employment in the area, Gastonia's unemployment climbed from one of the lowest in the State to one of the highest. No metropolitan area was hit any harder during the recession than Gastonia.

duction for a seven-day period (Sept., 1974). During August, 1974, the Gastonia ESC office had 22 employees, with an average of two and one-half persons being used on unemployment insurance activities. Permission was given by the State ESC office to appoint several temporary employees for several weeks to handle claims taken for the employees of the aforementioned 17 plants. Only seven of 22 staff members had been previously trained to take unemployment insurance claims.

We took one day at a time—working weekends and holidays—thinking that by increased determination and effort we could cope with the situation, or at least keep our heads above water. Just giving service to each person in the office sometime during the day was the main concern. Filing and other clerical work had to be done after regular hours. Each morning we were faced with an immense backlog of work, as well as the prospect of hundreds of new claimants to be waited on—withstanding those who were already filing regular weekly claims in the office and at textile plants throughout the country.

An early determination was made that sufficient experienced claimstakers were not available to take claims at all 17 plants the week after Labor Day. Thus, a schedule was worked out with officials of these plants so that about 2,700 claims could be taken one week and about 2,800 claims the next week. Layoffs at these plants ranged from about 150 employees to 1,100 employees. Generally, claims were taken

from about 1:00 p.m. to 4:00 p.m., around shift changing times. Claims were taken at larger plants from 8:30 a.m. to 4:30 p.m. A taped explanation of unemployment insurance benefits, rules, regulations, requirements and claimants' responsibilities was played to groups of employees before claims were taken. Each ESC claimstaker was given a list of questions to ask each claimant to ensure uniformity and meeting of legal requirements. A specified number of claimstakers were assigned to each spot point group based on each worker taking about 20 new claims per hour. One additional temporary employee was hired in late September to help take claims of totally unemployed persons and those temporarily separated at 22 plants for one-week periods throughout September.

Then, three additional persons were hired in October to handle one week layoffs at 31 plants plus an increasing number of totally separated persons. No serious difficulties were experienced in handling claimstaking activities in October although 114 hours of overtime were worked by supervisory personnel and staff specialists.

Unemployment continued to escalate to near record proportions in November (13,261 weeks claimed) with 55 mass layoffs of one or more weeks duration involving from 20 to 1,000 workers as textile plants curtailed operations one after another. Thirteen additional temporary employees were hired to raise our total staff to 42 employees—20 temporary and 22 permanent. We inducted two temporary em-

ployees and held a group training session behind closed doors on November 11, our Veterans Day holiday. Nights, Saturdays and Sundays were used by permanent staff allowed to work overtime to catch up on "paper work"—filing, processing documents, posting data, and taking actions to clear up claims processing problems. Each intermittent interviewer was given a kit containing the explanation of N.C. Unemployment Insurance laws for totally and newly attached claimants, and a list of questions for use in taking total and attached claims as well as definitions of claims procedure terms. Spot points were supplied with basic supplies and a "crew boss".

The Local Office unemployment insurance operation was completely reorganized. We set up seven units and each unit had a supervisor: 1) reception; 2) Local Office attached; 3) New and reopened claims for the totally unemployed; 4) Itinerant service; 5) Spot Points; 6) Oakland Street Office (continued claims); and 7) clerical. Of course, these were organized as the need arose. The main office, recently built to handle a normal volume of Employment Service and UI activities, was readjusted into four makeshift divisions. Attached claims were taken in the reception area, but too often spilled over into the ES area. New and continued claims were handled in the UI area with a corner set aside for spot point files and work space. The waiting area became flooded with new applicants, as rows of claimants waited to file continued claims, up to 1,000 per day. People waiting in long lines were passing out from exhaustion and it was a daily occurrence for us to call the Rescue Squad. A knowledge of first aid was now a must for all employees.

To paraphrase a well-known quotation, "Never had so few been asked to serve so many." The economy in Gaston County declined to horrendous depths in December and January. By December, about 25 to 35 plants per week were undergoing mass temporary layoffs involving 4,000 to 5,000 employees. Claims from totally unemployed workers were also increasing at unprecedented rates. During the week ending November 29, 1974, 1,268 totally unemployed persons filed claims and by the week ending December 20, 1974, 2,343 totally unemployed persons filed claims.

The Manager issued direct orders for all staff members not to work on our three-day Christmas holiday and take a much-needed rest. Because we knew

**Up to 1,000 claims a day were being filed for unemployment insurance during the peak of the recession. The local office had to completely reorganize its claims taking procedures to handle the enormous workload. Employees of the Gastonia office worked weekends and on holidays to catch up on routine duties and required paperwork.**



See GASTONIA, Page 8

Editor's Note: More than any other Employment Security office in North Carolina, the ESC office in Gastonia felt the full impact of the economic downturn that began in late 1974. As late as 1973, Gaston County enjoyed the lowest insured unemployment rate of the state's 100 counties—a minute 0.3 percent. Yet, in the space of four short months (October, 1974 through January, 1975), more than 6000 Gaston County residents were thrown out of work, while initial claims for unemploy-

ment insurance more than tripled previous levels. To say that the forty-odd Gastonia local office employees were unusually busy during this period of crisis is, of course, a gross understatement. Yet through their courage and dedication they took the claims and the benefits were paid and the crisis was alleviated, if not averted. Much of the credit in this effort must go to the many temporary claims-takers and interviewers hired during this critical period to assist in the shouldering of

the heavy work load. While most of this group had no prior acquaintance or knowledge of the ESC, their energy and eagerness to learn was indeed a blessing. The author of this article, James L. Cline, Jr., was such a life-saver—serving as an Intermittent Interviewer in the Gastonia local office. The following narrative offers an interesting perspective of a time that few involved will forget and still fewer would wish to relive.

## PART 3:

# A DAY IN THE LIFE OF AN INTERMITTENT INTERVIEWER

By JAMES L. CLINE, JR.  
Gastonia Local ESC Office

I started to work on November 26, 1974. There wasn't a parking space within two blocks of the place. Horns were blowing, cars were darting here and there—it looked like the downtown area of a major metropolitan city at rush hour. As I muscled my way through the seemingly endless line of people toward the front door, I thought, "How can so many people fit into such a small building?"

Once inside, my eyes quickly answered my question. There was standing room only—sometimes not even that. The office resembled a bee hive, with hundreds of bees swarming and buzzing in a state of confusion. "How can anyone in here concentrate with all this deafening noise, thick clouds of smoke and wall-to-wall humanity confined within this tiny space?" I wondered. I quickly noted the address above the door: 111 East 3rd Street, Gastonia, North Carolina. There couldn't be another place like it anywhere.

Right away, I knew that it would be quite a challenge to work here. Now that I had been hired, I had to try to meet this challenge, but how? Sooner than I expected, I began to find out.

Once my identity had been established (which, considering the huge crowd, was no easy task), I was introduced to everyone on the staff. Rather than "hello," many greeted me with a thankful look and something like, "Boy,

I'm glad to see we're finally getting some help—hurry up and get to work!"



CLINE

Fatigue, anxiety, frustration and confusion showed on many of the faces, but I also noticed spirit and determination as well. Following the hurried greetings, I was escorted to a quiet room (well, comparatively so) to read the employee's manual. Having never been exposed to unemployment rules and regulations before, I soon became predictably confused. How could anyone ever learn enough of this to put it into practice? After thinking about it at home that night, I only became more confused.

Ready or not, I was put to the test

the next morning. At first, I was assigned to observe the taking of continued unemployment claims, or CC's. Then, about 15 minutes and as many questions later, I began taking these claims myself. The front office counter was the center of attention. Behind it were between 100-150 claimants where there was originally room for, perhaps, 20. Waiting periods for applicants ranged from 15 minutes to 2 hours and more. My instructions were simple: take this list of questions, sit down and begin asking them of each applicant, and then record the responses in the appropriate spaces on the appropriate card. I must have performed well. In less than an hour's time, I was promoted to a new post—taking both continued and attached claims. By the end of the unforgettable day, I had managed to lose two people, make three mistakes, and watch a woman faint from exhaustion right before my eyes.

Somehow, I made it to work the next morning. By 8 a.m. when I arrived, most of the staff had been at their desks for an hour or more. Filing and mailing were days behind, but the *people* came first.

Soon, I was informed that I was to go out on what was called a "spot point." A what? Oh well, okay, just tell me what to do. It seems that "spot points"

See INTERVIEWER, Page 23

## PART 4:

# EASTERN N. C.

# RECESSION PROOF?

By C. SYLVESTER GREEN

Since 1914 when I first moved to North Carolina, I have been a prideful believer in its history, its people, and its programs of progress. Knowing eastern North Carolina for 45 years, I have found that it is a pleasant and profitable place to live.

Over the years, I have worked in the Northwest, the Piedmont, and the East—east of Raleigh that is. With all the good things I found in those other spots, I have found something else in the East. But what? And how is it these findings have influenced the economic health of the region?

Regarded as generally poor contrasted with the industry-studded and educationally-abundant life in the Piedmont, there was a time when the East, for a fact, was poor. Yet in this very region, the people have absorbed economic change, they have adjusted to economic stress, they have progressed with studied precision in a way unique and constructive.

Eastern North Carolina has its problems and suffers a lack of things glossy; factors that have added to other parts of the State. The old colleges and universities are in the Piedmont, mainly along that magic crescent that stretches from Raleigh to Charlotte. State government is in the Piedmont

and we are accustomed to thinking "Raleigh" when we need something done for our section. Most of the permanent cultural assets—prominent newspapers, museums, art centers, great libraries and archives—are all in the Piedmont. The Research Triangle is capitalizing on that centralized location in a great way.

But don't imagine for a moment that growth, production and good living stop at the eastern edge of Wake County. It just isn't that way at all, and racks and columns of economic and sociological data could be collected to validate the East's stability.

Does the East fare better in times of economic stringency than do other sections of the State? Where does the East get its insulation during recessionary periods? Are the unemployed actually absorbed more readily into the Eastern job market? Why does business in general and manufacturing in particular seem to stand up longer in the East when the going is tough? Are there any lessons for economic growth and stabilization that the East could teach the rest of the State?

The very best answers to all these questions may come through an intimate look at some of the distinctive, not necessarily exclusive characteris-

tics of Eastern North Carolina.

There is a great emphasis on history in the East. Almost every village and city has its own record of some part it played in the development of the State and the nation. From Halifax to Bath, from Edenton, New Bern, Cape Hatteras and Wilmington comes a story to tell, and the people who know those stories feel a sense of permanent pride in their people and places. Inglis Fletcher's novels of the Albemarle, and Charles Whedbee's and David Stick's stories of the Outer Banks are but three of the immortals bred from the East's local history.

Those who enjoy genealogy come to learn that the names of the colonial era in North Carolina are the same names we hear in late twentieth century records of things that are happening in the State. The East has a history peculiar to itself, but a history that premeates all that has made and perpetuates the North Carolina of today.

This glimpse of history explains a pride that is alive in the East. It is a pride that has helped our people grow and live naturally, rather than substituting pride (conceit) for hard work. Rather our indigenous families have



C. Sylvester Green is retired and lives in Greenville where he operates the Greenmark Literary Service for writers. Mr. Green himself is a noted free-lance writer in Eastern North Carolina. He had a professional career of more than 50 years as an educator-journalist, is the author of three published books and has a file full of unpublished manuscripts, many of them autobiographical. He spent the last 11 years of his professional career as Executive Director of the Pitt County Development Commission—a job Mr. Green claims was "most enjoyable, as industrial development in Pitt County tells its own story."

continued to work hard and plan well because their pride has spurred them to a determination that this generation will be as good or better than any that has gone before. This sense of pride is inherent. It is not something to be talked about, it is something to be observed.

Eastern North Carolina has what we hail as livability. Ours is an interdependent livelihood but it is far more independent than dependent. We lack great "metropolises" but we have small cities with everything we could need or wish for. When we go trading, we trade with our neighbors. They are the same people we see in church on Sunday morning, at the Rotary Club on Monday evening, at the P.T.A. on Tuesday evening, at the high school ball games on Friday, and at the country club any day of the week. They are our friends. They know us and call us by name, and when we go into a place of business we have identity. We are friends sharing in the business of a community. We find in the market place, in the recreation areas, in the schools and in the churches, those things that make our community livable. And the same is true of our political system. We call the Mayor by his first name, the policemen and firemen are known and respected as individuals, the mail men "pass the day in a friendly way." It's a good place to live.

Eastern North Carolina has a culture that is real; not sophisticated, but natural. Local libraries are everywhere. People buy and read books. Every place of any size has book clubs, writer's forums, art centers, craft shops, concerts and dramatics. Our people travel, but they come back East refreshed and convinced that where they have been "is a good place to visit, but . . ." They are glad to be home again. This region has produced more writers and artists of distinction than many realize.

When it comes to education, the East has always believed in its schools. This was the area of many local academies, especially in the days before public schools became predominant. Wake Forest and Chowan, Louisburg and Campbell, all have long records as colleges of distinction. The spectacular growth of East Carolina University and a dozen other public and private colleges has been a phenomenon of this century, and the impact of more than two dozen industrial institutes (community colleges) is a record of the past decade, and a brilliant record, too. If the East grows educationally in the next quarter century, as it must and inevitably will, it will provide increasingly important comparisons with what the rest of the State has to offer.

Medical services in Eastern North Carolina are good by contrast with some other sections of this State and sections of nearby states; good by contrast with what they were a quarter of a century ago. There are a few centers where medical services are really superior. I mention only one: Greenville, but there are others. There are also a few bold and glaring exceptions but even those stand to be remedied with the promises of improved medical education in Eastern North Carolina. Progress in every single area will provide alleviation on the whole for Eastern North Carolina.

We have a good climate in Eastern North Carolina. There are few days extremely hot and rarely a day that could be called cold. Our temperatures have a good range for comfortable living, congenial recreation, and continuous vocational progress. Outdoor sports are possible 360 days a year. When were we ever so snowbound we couldn't get to work? Not too hot; not too cold; just right for good living and hard work. Our schools rarely miss a day's operation, and absenteeism in our factories because of the weather is unknown.

There is one more thing I want to mention. Eastern North Carolina is most fortunate in its agricultural complexion. For many years it was a rural area where farming was the principal occupation. Our citizens were predominantly farmers who educated their children and took their own places in the affairs of the larger community. One industrialist listened with alertness when I told him most of our available labor, skilled and unskilled, in Eastern North Carolina "is one generation removed from the farm." His immediate question was, "What does that tell me?" So, I told him that farm work is hard work, there is no time to stop and console oneself or the weeds will take over. The work is year-round, there's always something to do on a farm. And farmers are congenial folk. They know how to get along with each other. "Their heirs make good laborers. They may be unskilled industrially but they are intelligent and trainable," I told him. Ten years later that same industrialist stopped me on the street and said, "Sylvester, you were one hundred per cent right about that one-generation-from-the-farm business."

I spent more than eleven years selling eastern North Carolina to national industries. I told them what I have put in this article. I have never had a one of those industrialists refute my presentation nor deny what I described. On the contrary, any number of them who came to eastern North Carolina to work and live have said to me,

"You were too modest. It's even better than you said."

A large heavy machine company had picked a Pitt County site for its new factory. The president of the company brought his chief engineer down to get his approval on the choice. I told him about the recreation, professional drama, magnificent concerts, good libraries, and educational opportunities here. But he would not commit himself. Recklessly, I asked him, "What is it you don't like about us?" His quick answer was "Too (expletive deleted) much culture." I am happy to report he located elsewhere.

The owners of a new industrial plant sent a manager down from New England to take over the local plant. One December day at breakfast the plant manager said to his family, "Guess it's about time we make our plans to go home for Christmas." Imagine his reaction when his teen-age daughter said, "But Daddy we are already home." She had been in Eastern North Carolina less than three months.

It doesn't take long to become acclimated in eastern North Carolina. There is your whole answer to economic adjustment and economic progress. There are inherent potentials in eastern North Carolina.

## GASTONIA

Continued from Page 5

that the economy was progressively and rapidly worsening, we began to suspect that the expression "You ain't seen nothing yet" would turn out to be all too true. The following events created a nightmare that lasted from December 30, 1974, through January 31, 1975, but unlike the usual nightmare, our problems were still with us when we awakened:

1) A total of 47 plants ceased operations because of excessive inventories Christmas week; 163 plants had temporary mass layoffs of workers still on their payrolls during January, 1975, involving about 30,000 persons at some time during the month; 157 plants had mass temporary layoffs in February.

2) Textile employers reached the point where they had so few orders that they could not afford to keep working the majority of employees even part-time. From October through March, four textile plants, two textile machinery manufacturers, one apparel company, one mobile home furniture manufacturer, and one large department store ceased operations and all but one offered buildings and equipment for sale. Later in the spring of 1975, two other textile plants closed

operations. These ten companies had a total of about 3,000 employees at peak employment. Many other firms ceased or drastically curtailed operations on one or two shifts and in various units and departments, laying off all but the most productive and vitally needed "key" personnel. As a result, by the last week of April almost 6,000 totally unemployed persons were filing claims.

How do you plan to take about 50,000 claims for a week of unemployment benefits plus nearly 20,000 initial claims in a single month with a staff of 49—including 29 practically new temporary employees? We prayed some, cussed some and worked practically round the clock.

After the Manager had sworn to the staff that he would rest and not work any during the three-day Christmas holiday, he received a phone call on Christmas Eve afternoon with information that he could appoint five additional employees on December 27, 1974. He didn't really mind going up to the office to telephone these prospective new employees and give them the good news. As a matter of fact, this was his favorite Christmas present.

We were most fortunate in being able to attract so many highly capable, industrious and dedicated professional and clerical employees who truly represented a cross-section of the unemployed—a plant manager, management trainees, office managers, a tennis pro, a minister, a personnel consultant, personnel managers, reporters, school teachers, secretaries, accountants, sales representatives, a housewife, retired servicemen and recent college graduates.

These exceptional individuals made the officer perform well because they were self starters and eager to accept challenges and responsibilities, frustrations, and even adverse working conditions. Without them, our agency would have failed in its mission to provide unemployment insurance benefits during the time of greatest need since the passage of social legislation in the 1930's. Claimstaking methods were streamlined so that a minimum number of legally required questions were asked of claimants. During most of December and all of January, totally unemployed persons were not required to complete applications for work at the Gastonia ESC office—why take applications when only 98 job openings were listed with the Gastonia Local Office in December and 129 in January with thousands of people unemployed? Special in-depth interviews, usually

held if individuals remained unemployed six or eight weeks, were discontinued.

We began using flexible hours for some staff (7:00 a.m.—4:00 p.m., 8:00 a.m.—5:00 p.m., 8:30 a.m.—5:30 p.m.) At 8:00 a.m., we began taking claims. Most of the ES staff became involved in claims activities in some way since there were few if any job openings and we elected to delay registering claimants for work till early spring, 1975. Many overtime hours (nights, Saturdays and Sundays) were logged to catch up paper work. The volume of mail (incoming and outgoing) was so great that we borrowed mail bags from the post office and deposited them at the platform loading area of the post office rather than use mail boxes.

In March of 1975, a location in the Gastonia area was found which could serve as a nucleus for continued claims. This we call our "Oakland Street Office." The new location was organized and continued claims of approximately 1,000 per day were then transferred to this location. This was of great relief to the main office, eliminating double parking rows of claimants lined through the front doors and down the street, as well as the smoking haze which was a constant nuisance. The Supervisor of the branch office was Elizabeth F. Deal, Employment Interviewer I, who had a staff of 12 to 20 full-time and temporary employees, plus one to four youths on federal work experience programs, to perform clerical duties. This office had one intercommunication ("ring-down") telephone for instant communication with the parent ESC office and one regular telephone.

ES and UI services were made more convenient to residents of eastern Gaston County by the opening of two itinerant points in the National Guard Armory in Belmont and City Hall in Mount Holly. Approximately 400 to 500 persons per week were served at each of these locations.

As the covered unemployment rate decreases, and the number of temporary employees declines, we still wonder in amazement how we survived; how the claimants received weekly benefit checks with a minimum of delays and what the future holds. How did we cope with it? We did it with workers who did not give in to despair and frustration, but rather pitched in with all they had to give. But we fervently hope that we won't ever have to go through the ordeal of the past 24 months ever again! The Gastonia Local Office thinks positive!



HARRISON

## DEATH CLAIMS ESC CHIEF COUNSEL

Henry David Harrison, Chief Counsel for the Employment Security Commission since 1973, died of a heart attack, June 5, 1976, in Raleigh.

Harrison joined the ESC as an attorney in 1968 from private practice in Raeford, and took over as head of the Commission's Legal Department when David Ball retired. A graduate of the Wake Forest law school, Harrison was well known across the State for his various activities in the State Employees Association and the International Association of Personnel in Employment Security.

Harrison, 54, headed the Legal Department in an era when it was handling more legal actions than at any other time in the Commission's history.

Replacing Harrison was fellow attorney Howard G. Doyle, 45. Doyle also joined the Commission in 1968, coming, as did Harrison, from private practice.

Doyle graduated from the UNC law school and held a variety of legal posts before being employed by the ESC, including work with county and municipal governments.

He is a four-year Navy veteran.

Doyle is a native of the Zebulon area of Wake County and still maintains a farm.



DOYLE

# PART 5: EMERGENCY U. I. PROGRAMS

By WARREN WITTMER  
Director, Unemployment Insurance Division

The Unemployment Insurance benefits described here are provided for by either permanent or temporary legislation, as indicated. The intent of these programs is to provide broader unemployment coverage (in both the duration and the inclusion of workers previously excluded) during recessionary periods. During the very deep recession of 1974-75, which, to a degree, is still with us, these programs have proven extremely beneficial not only to the recipients of the benefit checks themselves but also to the economy in general by enabling unemployed people to spend money for goods and services.

## Extended Benefits [EB]

Extended Benefits are provided for by all State Employment Security laws. When the insured unemployed rate in any state reaches four percent for three consecutive calendar months, Extended Benefits become payable. EB simply provides for a 50 percent increase in the amount payable to an unemployment insurance claimant under normal state law provisions. For example, if under the regular provisions of state law a claimant is entitled to \$50 a week for 20 weeks, he would be entitled to an additional 10 weeks at \$50 a week during an Extended Benefits period. An Extended Benefits period ends when the average insured unemployment rate drops below four percent. The current Extended Benefits period in North Carolina began on January 12, 1975, and from that date through September 30, 1976, Extended Benefits of more than \$50 million have been paid.

## Federal Supplemental Benefits [FSB]

The Congress of the United States passed laws providing for a temporary further extension of benefits known by the acronym FSB. The amount of FSB payable to a claimant is fixed at twice his Extended Benefits amount (or to put it another way, exactly the same as his basic UI benefits) through December 31, 1976. During the calendar year

1976, the insured unemployment rate dropped below five percent, and no FSB initial claims will be honored after October 31, 1976. In North Carolina, FSB first became payable on March 2, 1975. From that date through Oct. 31, 1976, more than \$20 million has been paid to eligible claimants.

Extended Benefits and Federal Supplemental Benefits are payable only to those people who were eligible for regular state unemployment insurance benefits and who used up their basic benefit rights. Whenever additional basic benefit rights accrue, the payment of EB and FSB must terminate and the unemployed person must again claim benefits under the regular program. Such basic benefits are based upon recent past employment and could be more, less, or the same as the EB and FSB being paid, depending upon how the benefit formula in the state law relates with respect to the newly accrued wages. Claimants filing for EB or FSB must meet the same eligibility conditions as for regular state benefits, and payments are made under the same conditions as those provided by state law for the payment of regular benefits.

## Special Unemployment Assistance [SUA]

Benefits under this program are payable under an Act of Congress to unemployed people who have had recent employment but are not eligible for regular benefits, EB or FSB. This also is a temporary program which will end on December 31, 1976. Benefits payable are calculated under the formula in the state law for the calculation of regular benefits, and then that amount is increased by 50 percent. In other words, SUA benefits are the equivalent of regular benefits plus EB. In general, this law provides temporary coverage for most state and local government employees, agricultural workers, domestic laborers, and other types of non-covered employment. Exclusions include those who have been

self-employed (self-employment is not considered employment within the meaning of Employment Security Laws), and public school teachers and principals who are between semesters or school terms and who have an expressed or implied contract for a job when school reopens. SUA became payable on December 22, 1974, and from that time through September 30, 1976, more than \$20 million has been disbursed.

## FEDERAL BENEFITS TERMINATE HERE

Federal Supplemental Benefits (FSB), which extends unemployment insurance payments to jobless workers ended in North Carolina October 31, 1976.

The program terminated because the rate of insured unemployment had averaged under five percent for 13 consecutive weeks.

No federal supplemental benefits will be paid for weeks of unemployment which end after that date.

A provision of the Emergency Unemployment Compensation Act of 1974, FSB made it possible for jobless claimants to receive a maximum of 65 weeks unemployment payments from state and federal funds.

Under the law, a 13-week average of five or more percent insured joblessness triggers FSB "on." The program began in North Carolina on March 2, 1975.

With the economy now improving, North Carolina's unemployment has dropped low enough to terminate the special payments.

At mid year about 8,400 workers were drawing federal supplemental benefits in the State.

Across the nation, the law expires December 31, 1976, with the phase-out period ending March 30, 1977.



WITTMER



BRANHAM

## BRANHAM RETIRES, WITTMER NAMED DIRECTOR OF U. I. DIVISION

John R. Branham, 65, Director of the Unemployment Insurance Division for nearly the past three years, announced his retirement from the Commission, effective December 31, 1975. His career with the ESC, with a brief interruption for military service, spanned more than 37 years.

Branham, a native of Raleigh, attended the local public schools in the Capital City and then studied law at Wake Forest College in Winston-Salem. After receiving his law degree there in 1933, Branham returned to Raleigh to establish a private law practice. He joined the Employment Security Commission in 1938 as a Junior Claims Examiner.

With the outbreak of World War II, Branham joined the Army in 1942 and served until 1945. At the end of that same year, he resumed his work with the Commission. Before assuming his present post, Branham held positions as Assistant Chief of Benefits and Assistant Director of the UI Division. He succeeded R. Fuller Martin as UI Director on March 1, 1973.

Over the years, Branham was active in the International Association of Personnel in Employment Security (IA PES). Since serving as N.C. Chapter President in 1950, he has held several key committee posts in the organization, including Chairman of the Nominating Committee in 1960, and member of the Convention Site Committee in 1961.

Branham has also participated in the North Carolina State Employees Association and the Interstate Benefit Payments Committee of the Interstate

Conference of Employment Security Agencies (ICESA).

He has also been active in the American Legion, serving as adjutant, service officer, and as a member of its Foreign Relations Committee, N.C. Department.

His wife is the former Sara Harrison of Emporia, Virginia. The Branhams have a son, John "Ruffin" Branham, Jr.

Succeeding Branham is Warren G. Wittmer, 53, only the third Unemployment Insurance Director in the history of the UI program in North Carolina.

At the time of his appointment, Wittmer was serving as Acting Assistant UI Director for Benefits.

A native of Union City, New Jersey, he joined the ESC in 1946 after a six-year tour in the Army Air Force. He worked in the Claims Department for six years, then became Chief of Plans, Methods and Procedures. In 1969, Wittmer became the agency's computer Systems Manager and worked in the computer systems program until 1975 when he was appointed Branham's assistant.

Wittmer was selected from 17 applicants for the job. He was appointed by ESC Chairman Manfred Emmrich who called for a "conservative and innovative administration of unemployment insurance."

The number of workers in the UI Division climbed from 550 to 1,380 during the extreme workload of the recession months.

**A  
getaway  
plan  
you can  
get away  
with.**

Getting away from it all is great.

Until you get the bill. And then you're right back at it again.

Well, maybe you've got it all backwards.

The smart thing to do is to invest steadily in your getaway plan before you go.

And the safest way to do it is by joining your Payroll Savings Plan at work. Before you even notice, your U.S. Savings Bonds have started to pile up.

So when you're ready to leave it all behind, check your Bonds.

One look and you'll be amazed at what you can get away with.

Series E Bonds pay 6% interest when held to maturity of 5 years (4½% the first year). Interest is not subject to state or local income taxes, and federal tax may be deferred until redemption.



**Take  
stock  
in America.**

200 years at the same location.

**Aq** A public service of this publication  
Council and The Advertising Council.



# Guideposts for the Job Seeker of the '70's

By IRMA JACOBSON  
ES Placement Supervisor

You want and need a job. Somewhere an employer has the job that can utilize your abilities and knowledge; a job that can provide a challenge and advancement opportunities. You want that job!

Job hunting is not the easiest task to perform, especially during the present economic situation when the labor supply exceeds the demand. The job seeker is at an even greater disadvantage when he/she is not knowledgeable about the job market; how to look for a job, how or where to apply for a job, or how to relate work experience, education, and training to other fields of work. Moreover, a new entrant to the labor market, not aware of these needs, very often sets unrealistic job goals and flounders in job seeking attempts.

*To find a job, you need to carry out a well-planned job search.* You have something to sell—your skills, knowledge, and experience. Whether you are just out of school or with years of experience, you need to know how to market these most effectively.

*Time factors are involved in job seeking.* Postponement or intermittent job hunting is not desirable. Plan your job search as soon as you know that you will need to find a job. Studies have shown that there is a direct correlation between the length of time one is unemployed and the difficulty experienced in becoming employed.

*Job hunting is a full-time project, and half the fatigue comes from tramping up blind alleys.* Some of this can be reduced by planning and organizing your approach. First of all, make a self appraisal. Be realistic in assessing your capabilities; don't pull the wool over your own eyes. Hold on to your self-esteem as hard as you can if you are losing confidence from constant rebuffs

that come with job hunting.

*The first step in merchandising your job talents, then, is to make a realistic and detailed inventory of your qualifications, limitations, and interests.* Ask yourself a few basic questions:

1. What are my real interests?
2. What does my education qualify me for? What courses or training have I had? Which did I like best?
3. What jobs have I had and what did I like and dislike about each? Why did I leave?
4. What are my special talents and aptitudes? (artistic, musical, mechanical)
5. What kind of job do I want?
6. Does my physical condition limit me in any way?

Write the answers on paper and prepare an inventory chart. This will help frame in your mind the information you will need to know when marketing your skills, and will help you in preparing a resume, if you are looking for a professional or clerical job.

After you have completed your inventory, you are ready for the next step—either selecting your source of information or preparing your resume. But perhaps after considering all the factors in your background, you still cannot decide what kind of a job you want. You may not know the job market—what kind of jobs are in demand, what kind of jobs are available for someone with your qualifications. You may want to know how to relate your education, training, and work experience to other fields of work. You need to obtain information about different kinds of jobs.

A good place to go is your Job Service office of the Employment Security Commission to gain informa-

tion about jobs and the qualifications needed to fill them. In the Job Information section of the office you can see the listings of job openings with the job and employer requirements, and the job descriptions—what is done on the job. You may request referral to a job for which you qualify and in which you are interested.

The ESC has more job listings in more occupational categories than any other single source. We also cooperate in a nationwide network for job information and job openings. The staff in the offices know about area job openings, even among employers who have not listed their openings with the office. They know the employers in the area who may be able to use someone with your qualifications. The Job Service office provides placement service at national professional conventions. It also provides aptitude and proficiency testing. Labor market, occupational, and career information is also available. If you need assistance in deciding what sort of work is best suited to your abilities and interests, you may ask for an appointment with a career counselor. Once you have decided on a job goal, the Job Service office can help you in preparing a resume. No fees are charged for any service.

Friends, neighbors, and relatives because of their personal interest in you, will probably be your first source for job information. They may know of opportunities available to you. Give them facts about yourself and the type of job you want. Merely asking them to let you know if they hear of something, is meaningless, and rarely produces results.

Other sources of information are:

- College placement services and schools, but these are usually avail-

able only to students and alumni of the school.

- Want ads in newspapers, professional journals, and trade magazines provide a broad range of definite openings. This information can also be used to analyze the extent of employment activity in your job field throughout the area.
- Industrial and craft unions are a productive source for members and have exclusive hiring authority for some firms. However, each deals with a limited number of occupations.
- The U.S. Civil Service Commission handles U.S. Government civilian jobs. The job listings and application blanks are available in most post offices. Positions are located in Washington, D.C., throughout the United States, and overseas in a wide variety of professional, technical, clerical, craft and other occupations. Jobs are filled on a merit basis as determined by the results of examinations and ratings of experience and education.
- Private employment agencies may be contacted. Some charge applicants a fee for registration or placement; others collect fees from the employers. These agencies usually specialize in a few specific occupations.
- The yellow pages of the telephone directory, industrial directories, and Chamber of Commerce provide lists of names of firms according to type of business or services provided and other valuable information to use in making contacts.

If you are seeking a professional, technical, managerial, or administrative position, you will need a resume. One may also be needed for sales and clerical jobs. The resume is one of the most effective tools in job hunting, and properly prepared, is often the deciding factor whether or not you get the interview.

Your inventory chart should contain all the information you need to prepare a resume. You will have to select, arrange and organize this material in the best way that relates your background to the job you seek. The resume should be typewritten. If you can't type it yourself, it would be a good investment to have a copy typed by a good typist. The number of copies you will need depends on the supply and demand in your field, the type of job you seek, and the geographic area you wish to cover, but have enough copies duplicated for your anticipated needs, which may be 2-200. Never hand out carbon copies. They advertise the fact that the original was given to someone else. When mailing a resume to an employer, al-

ways include a covering letter of application.

The job interview affords you the opportunity to merchandise your job talents by presenting your qualifications to the best possible advantage. During an interview, the employer judges your qualifications, appearance, and fitness for the job opening. Equally important, it provides you an opportunity to appraise the employer, the firm, and the job. The interview also gives you a chance to decide if the job meets your career goals and interests and whether you want to work for the firm.

Prepare in advance for the interview by assembling all the papers you will need to take with you in easily available order, and the information about yourself firmly in mind. You may need: licenses, union card, military record, resume. If you have not prepared a resume, take your school records, social security card, and work records with names of employers, the jobs held, and dates of employment. If your work is in the field of art, design, writing, or any sort that you can show at the interview, you may want to take a few samples.

Know what you have to offer—the education and training you have had, the work you have done and what you can do. Learn all you can about the company when you are going to an interview—the product or service, kinds of jobs available, its standing in the community, hiring policies and practices.

- Know the kind of job you want and why you want to work for that particular company.
- Be prepared to furnish references (not family) by name, address and business affiliation. Be certain that you obtain permission from these people to use them as references.
- Never take anyone with you to the interview.
- Learn the area salary scale for the type of job you are seeking.
- Dress conservatively, not too formal and not too casual.
- Allow for as much uninterrupted time as the interview may require. (For example, do not have any other commitments too close to the interview time, do not park your car in a limited time space.)
- Neatness and cleanliness in grooming is essential.

Each interview will be different and will require your personal skill. The following suggestions, however, may be helpful:

- Be prompt. Keep your appointment to the minute.
- Feel sure you are interested in the job you are applying for.

- Be pleasant, friendly, and polite but businesslike.
- Be natural. When invited to sit down, don't slouch or lean on the desk. Create a good impression by assuming good posture in the chair.
- Let the employer control the interview. Answer the employer's questions honestly, accurately and frankly, without rambling; be brief but answers should be complete. Avoid dogmatic statements.
- The employer's questions and statements will be clues as to the type of person wanted. Use these clues in presenting your qualifications.
- If you have not sent a resume in advance, present it or your work records, and the reasons you left, references, personal data, and work samples.
- In discussing your previous jobs, do not criticize former employers and associates.
- Do not discuss your personal, financial, or domestic problems, unless specifically asked about them.
- Be realistic in stating the salary you want, but not until the employer introduces the subject.
- Don't be in a hurry to ask questions unless the employer invites them. But do not be apprehensive in asking what you need to know. If the employer offers you the job, be sure you understand exactly what your duties will be and the salary you will receive. You will also want to know what opportunities for advancement are open to you.
- If the employer asks you to call or return for another interview, be sure to write down the date, time, and place.
- If the employer does not definitely offer you the job, or specify when you will hear about it, ask him when you may call to learn about his decision.
- Thank the employer for the interview. If he indicates that he cannot use you, ask him to suggest another employer who might be able to use someone with your qualifications.

Don't be discouraged if you aren't offered the job on your first interview. Each interview is a learning experience that prepares you for the next interview if you can analyze what took place. How did you present your qualifications? Did you forget any important facts? Did you pass up clues to best "sell" yourself? Did you talk too much? Were you aggressive? Not aggressive enough? Nervous? How can you improve your next interview?

Keep in mind that in looking for a job

See JOB SEEKER  
Continued on Page 23

# A NAME IN TUNE WITH THE TIMES

# JOB SERVICE

By **BILL ALLEN**  
Public Information Officer



ALLEN

At first, it was interpreted in different ways. Certain members of the news media hailed it as "the ESC's attempt to find the perfect image in an image conscious world." Others saw it as an effort by the Commission to dispell the popular stereotype of the ESC as the "unemployment office." Still others thought that the introduction of the colorful red, white and blue symbol was somehow timed to correspond with the celebration of the nation's bicentennial.

Just as it was in Rudyard Kipling's famous poem about the "six men from Indostan" who touched various extremities of an elephant in an attempt to identify the animal, such notions concerning the ESC's identification as of August 4, 1975 with the "Job Service" theme were only "partly in the right," if that. As it was with the elephant, the sheer vastness of the subject spawned differing conclusions as to its meaning.

Vast is certainly the word that correctly describes the "Job Service" project. Nearly four years ago, in late 1972, state information officers attending an Interstate Conference of Employment Security Agencies (ICESA) meeting in Washington, D.C. decided that the time had come for public employment agencies in all 50 states to unite under a common identification symbol. Ted Davis, Director of Informational Services for the North Carolina ESC and one of the early supporters of the "Job Service" theme, recalled the feeling at the time: "While all of us attending the conference recognized that the 50 state employment agencies formed the largest employment network in the country, we also realized that our efforts were fragmented because each agency was operating under a different nomenclature. We then decided to search for a unique symbol and phrase that would unify the

services offered by the employment agencies of each state—from Maine to California."

Following approval of the conference recommendations by the Employment & Training Administration of the U.S. Labor Department suggested that the born—a creation of a Connecticut advertising agency. Subsequently, the Labor Department suggested that the bannermark be used throughout all 50 state employment agencies as their primary source of identification. States were to begin compliance with the directive as soon as possible.

Here in North Carolina, the Employment Security Commission's identification with the "Job Service" theme was marked in large measure by cooperation, coordination and cost efficiency. During the last weeks of July 1975, each of the ESC's 60 local offices received a "Job Service" media packet prepared by the Public Information Department of the Raleigh Central Office. Included in the packet were large "Job Service" decals to adorn office doors and windows; a news release for local newspapers complete with a copy of the insignia explaining the changeover; and several written and recorded radio spots highlighting the new identification. In addition, color slides of the "Job Service" logo were distributed to North Carolina television stations, and approximately 35 billboards bearing the new banner soon lined state highways. Cost of the entire program was slightly under \$1,000.

Throughout the entire "Job Service" campaign, it was stressed that the ESC provided many important job related functions, in addition to unemployment insurance. Among them: job referrals and placements through the statewide Job Bank network, extensive job testing and counseling services, special job aid to such groups as veterans, handicapped and minority workers, and detailed labor market information supplied by the Commission's Bureau of Employment Security Research (BESR). By emphasizing the wide range of services offered by the ESC, the "Job Service" symbol gained great

er meaning as a comprehensive theme.

In its directive to the individual state employment agencies, the Labor Department stated that "Job Service" was created to perform two basic functions: "1) to provide one single name by which State Employment operations could be readily identified and, 2) to symbolize a new and positive step forward in meeting the changing employment needs of the economy." Yet, as with anything new, it became necessary to educate the public as to what "Job Service" did not mean as well as what it did mean.

First of all, "Job Service" does not imply any structural or administrative changes within the Employment Security Commission. States ESC Chairman Manfred Emmrich, "we're performing the same services we always have—it's just that we now feel we've found a better way to identify them."

Secondly, the "Job Service" changeover was in no way intended to compare with a slick, Madison Avenue image campaign. Reports Ted Davis, "Job Service is merely a means of identification. Our image, as always, rests on the manner in which we serve our job applicants and unemployment claimants."

Finally, any correlation between the red, white and blue "Job Service" insignia and the bicentennial celebration is purely coincidental.

Perhaps a line from the recent radio campaign here in North Carolina best sums up the purpose of our new symbol—"Job Service and the Employment Security Commission; they mean the same thing."



# PART 8: THE ESC IN A CHANGING JOB MARKET

By JOHN BRIDGES  
Employment Relations Supervisor

Jobs and people need each other. Helping them find each other is the primary function of the Job Service offices of the Employment Security Commission. Bringing people and jobs together sounds like a simple process, and it would be *if* all people were alike and all jobs were alike. But such is far from reality.

Jobs. Jobs. Jobs. According to the latest edition of the *Dictionary of Occupational Titles*, there are over 35,000 jobs in the American economy and each job is different. What gets done, why it gets done, how it gets done—these vary with each job as do the skills, knowledge, and abilities required of the person who fills the job. Chemist, carpenter, actor, manager—each is unique; each requires different types of people. Nowhere is the uniqueness of the individual more apparent than at Job Service offices where every day professional interviewers assess the job seeker's potential in terms of the labor market. From the "now generation" to "yesterday's hero," job seekers cover the spectrum of human differences. A few of these differences that relate to jobs are: education, work experience, aptitudes, interests, temperament, and physical ability. It becomes obvious that bringing people and jobs together does pose a real challenge, especially to find the right person for the right job.

Apparently, Job Service offices of the Employment Security Commission have learned the art of matching people and jobs because they found people for 83,056 jobs in the 12 months ending June 30, 1975. What's more, these jobs were filled during a worsening recession. Keep in mind that the high level of unemployment created by the recession further complicated the job/person matching process because there were more people looking for fewer jobs. For example, at the end of June, 1974, there were 3.5 applicants available for every unfilled job opening, compared to June, 1975, when there were 14.5 applicants for each opening. As unemployment soared to record levels and Job Service files swelled with job applicants, em-

ployer job orders declined drastically. Yet, some hiring was still taking place. Many of the traditional sources of job openings dried up when major industries such as textiles and furniture were hit by economic problems. Thanks to the resourcefulness of Job Service personnel who persisted in looking for new sources of job openings, the Employment Security Commission has stayed in the job business. Frankly, we are proud of the way Job Service offices are responding to the current economic situation by helping large numbers of North Carolina employers and job seekers meet real needs—jobs and people getting together when possible and unemployment insurance being provided when necessary.

Recent changes in the economy have also drastically changed the labor market. During the years immediately prior to the recession, the labor market belonged to job seekers. Employers experienced considerable difficulty in trying to recruit an adequate, stable, and productive workforce. Job Service offices experienced a shortage of qualified applicants also. Frequently, employers seemed willing to accept "a warm body" that could be trained. Employers knew what they wanted but had to hire what they could find or leave the job unfilled. College graduates could find jobs easily. Experienced workers could pick and choose employers and, to a large extent, wages. Job seekers experienced a virtual utopia.

Then came the recession. Business expansion slowed almost to a standstill. Some companies closed their doors. Other companies went part time. Research and administrative jobs were reduced to cut overhead costs. Hiring still taking place became cautious. Employers, being very cost conscious and aware of the availability of many unemployed experienced workers, became increasingly more selective in hiring.

Today, we find ourselves in an employer's job market. It is now the employer who is in control of the labor market. Job seekers and Job Service professionals must be aware of this shift if jobs and people are to get to-

gether in today's labor market. No longer does the college diploma guarantee a good job. Ask any of the hundreds of unemployed graduates among us. Specialized qualification for specific job requirements has become increasingly important to the employer. Employers have become less inclined to compromise and train the unprepared. After all, why go to the expense of training someone new when an experienced worker trained by another company is probably looking for work? This has resulted in a mismatch of unemployed workers and job openings that require specific training the workers have not had. Because of this mismatch, it is possible to have large numbers of unfilled job openings at the same time that large numbers of persons are unemployed.

Job Service offices offer some assistance to alleviate this mismatch between available skills and jobs. Training programs available under the Comprehensive Employment and Training Act of 1973 (CETA) provide significant assistance in the work-ready arena since the employer is reimbursed for part of the expense of training workers in many instances. In times of economic uncertainty and high unemployment, CETA programs are highly relevant to encourage employers to train workers. Both on-the-job (OJT) and institutional training provided under CETA, help bring the skills of job seekers in line with employer job requirements. Additionally, the Work Incentive Program (WIN) provides incentives both to recipients of AFDC benefits and employers to bring about productive employment of AFDC recipients. Both OJT and/or tax credit benefits are available to employers interested in WIN.

Another resource available in localities classified as labor surplus areas is the DMP-4 Program which provides preference in the award of Federal procurement contracts to employers who agree to hire the disadvantaged. Significant benefits are available to both employers and disadvantaged job seekers under the DMP-4 program. Job Service offices also offer aptitude

testing and employment counseling which help job seekers find initial jobs with which they appear to be qualified.

Another problem in bringing people and jobs together is geography. Frequently, the person with needed skills is located elsewhere than the locality of the job opening. Job Service offices of the Employment Security Commission are addressing this problem with several approaches. A computer-assisted Job Bank now operates statewide to compile all jobs known to be available in a geographic area of the state into one list used in all Job Service offices in the area. Hard to fill jobs are offered on a statewide list. Some lists are sent to other states. Additionally, resumes of applicants are transmitted from one office to another or statewide; Job Service offices distribute these to employers who might be interested. Based on recommendations from local offices, the State office compiles a mini-resume of numerous outstanding applicants onto a listing called "Top Flight" and mails this listing to several thousand employers across the State monthly. Many otherwise unlikely matches between geographically separated jobs and people are made through this medium.

A basic problem in matching people and jobs is the chasm that exists between the expectations of employers and the aspirations of job seekers. And the real difficulty with this problem is that reality is not necessarily involved with either. Neither the employer expecting outstanding applicants for minimum wages nor the job seeker with minimal qualifications aspiring to a maximum salary is facing the facts. Job Service personnel have to deal with this disparity every day. To consummate the job/people matching process Job Service personnel help effect the best compromise between the expectations of the employer and the aspirations of the job seeker, the result being the best person for the job and the best job for the person.

All things considered, Job Service offices of the Employment Security Commission possess tremendous potential in terms of resources to bring people and jobs together. The resources and an adequate system for delivery are in place. However, for the system to work effectively, both employers and job seekers must use it regularly. As indicated earlier, the system is working. Thousands of

# Mandatory Listing

## WHAT IT IS, HOW IT WORKS

By **DICK JOHNSON**  
Mandatory Listing Supervisor

The program of Veterans Employment Emphasis under Federal Contracts, better known as the Mandatory Listing Program, began on June 16, 1971, when President Richard M. Nixon issued an executive order directing all Federal agencies, Federal contractors and their sub-contractors to list certain employment openings with the employment service systems in all 50 states. The purpose of the order at that time, as well as the present, was to facilitate the employment of thousands of recently returned Vietnam war veterans.

One year later, in 1972, Congress strengthened this executive order by passing the Vietnam Era Veterans' Readjustment Assistance Act, which provided statutory authority to extend the program of mandatory job listings. Still more recently, in December of 1974, Congress updated the 1972 law by revising the dollar amounts of government contracts. This required that the employers with Federal contracts of \$10,000 or more would have to take affirmative action to employ and advance in employment disabled and Vietnam era veterans.

Because of the sweeping nature of the mandatory listing legislation, many questions arose on the part of government contractors with respect to compliance with the new law. First and foremost, contractors were interested in knowing just what was required of them. Under the mandatory listing statute, contractors and first-tier sub-contractors with Federal contracts of

\$10,000 or more in a given year must take affirmative action in the employment and advancement of disabled and Vietnam veterans. They must do this by listing with the appropriate local employment service office all suitable employment openings that occur during the performance of the contract. Openings not generated by the contract, or occurring at an establishment other than the one wherein the contract is being performed, are included under the provisions of the law. Only job openings originating with independently operated corporate affiliates need not be listed. In addition, the employer must advise the local office or central office of the Employment Security Commission of each of his hiring locations. This must be done at the time the employer becomes contractually bound to the listing provision of the law.

Moreover, the employer must file a quarterly report, indicating for each hiring location the following: a) the number of individuals who were hired during the reporting period, b) the number of those hired who were disabled veterans, and c) the number of those hired who were non-disabled Vietnam era veterans. These reports should be filed with the appropriate ESC local office. Firms having more than one establishment in North Carolina may elect to file their reports with the Central Office of the ESC, provided such reports show activity in each hiring location. Reporting forms are available through any of the ESC's 60 local offices. All reports should be filed within 30 days of the close of the reporting period. Each employer should retain a copy of these reports for a period of at least one year following final payment under a given contract. Any report may be examined upon request by an authorized representative of the contracting officer or the Secretary of Labor.

Another popular question relating to the mandatory listing program concerns the legal definitions of a disabled veteran and a Vietnam era veteran. According to the mandatory listing law, a disabled veteran is "any person entitled to disability compensation under the regulations administered by



JOHNSON

See JOB MARKET, Page 23

the Veterans Administration for a disability rated at 30 percent or more, or a person whose discharge or release from active military duty was for a disability incurred or aggravated in the line of duty."

On the other hand, a Vietnam era veteran must meet two criteria: a) he or she must be a person who served on active duty in the Armed Forces for a period of more than 180 days, any part of which occurred after August 5, 1964, and was discharged or released therefrom with other than a dishonorable discharge, or was discharged or released due to a disabling illness or injury incurred on active duty after August 5, 1964, and b) who was so discharged or released within the 48 months prior to his or her application for employment.

Employers subject to the mandatory listing law often ask how they should go about listing their job openings with the Employment Security Commission, and what kinds of jobs should be listed. First off, all bona fide job orders should be listed through the nearest local ESC office. These orders can be conveyed either in person or by telephone. As to the types of jobs that must be listed, the answer is "just about everything." Under the mandatory listing law, covered employers must notify the ESC of all job openings in each of the following categories: 1) production and non-production 2) plant and office 3) laborers and mechanics 4) supervisory and non-supervisory 5) technical, executive, administrative, or professional openings paying up to \$25,000 per year, and 6) full time, part time and temporary employment of more than three days duration.

Conversely, the affected employer does not have to list job openings with the ESC that fall into the following categories: 1) jobs filled from regularly established recall or rehire lists 2) jobs filled from within the organization by promotion or transfer 3) jobs for which no consideration will be given to persons outside of a special hiring arrangement, including openings which the employer proposes to fill from union halls 4) Executive, administrative or professional positions compensated at an annual salary rate exceeding \$25,000 5) temporary employment of three days or less 6) any job opening for which a deviation has been granted by the Secretary of Labor.

Because of the compulsory nature of the mandatory listing law, employers are often initially skeptical of the quality of service provided by the Employment Security Commission and the

See LISTING, Page 23



## Implications For Rural Manpower RICHEY COURT ORDERS

By PAUL KECK  
Monitor Advocate

In 1972, the Western Region NAA-CP (and others) issued a civil action suit against U.S. Labor Secretary Peter J. Brennan (and others) alleging that migrant and seasonal farm workers were being denied full manpower and job placement services provided by law and that the U.S. Employment Service was in violation of the Constitution, the Civil Rights Act, the Wagner Peyser Act and the USDL's own regulations and instructions. The action was a result of a petition filed with the Labor Secretary on behalf of 16 organizations and almost 400 specifically named individuals accusing the Rural Manpower Service of discriminating against and engaging in unlawful practices against migrant and seasonal farm workers.

Ruling in favor of the plaintiffs, U.S. District Court Judge Charles R. Richey of the District of Columbia issued a declaratory judgment and injunction order on May 31, 1973, which stated that: "Defendants have a Constitutional, statutory and regulatory obligation to demand that federal and state agencies that service minority farmworkers provide them with the full level of services, benefits and legal protection guaranteed by the Fifth Amendment to the Constitution, the Wagner-Peyser Act, Title VI of the Civil Rights Act of 1964, and the respective implementing regulations."

Subsequent court orders were issued. One, dated July 11, 1974, said: "Accordingly, Defendant shall require each state and local ES office providing manpower services to:

"1. Provide migrant and seasonal farmworkers the full range of Manpower Services under terms and conditions qualitatively equivalent and quantitatively proportionate to those provided non-farmworkers.

"2. Extend coverage of local Job Bank order information to rural areas and provide migrant and seasonal farmworkers with assistance to enable them

to utilize such information on a non-discriminatory basis.

"3. Take uniform, complete application for each migrant and seasonal job applicant utilizing ES offices, including a meaningful history of the prior employment, training and educational background of the applicant and a statement of his desired training and/or employment, and utilize such applications in providing applicants with, and referring them to, available jobs and training opportunities directed to up-grading job capabilities; provided an applicant may sign a written waiver on the application form after the ES official has explained the benefits attendant upon taking such applications."

The order also required crew leaders to comply with federal and state laws with respect to vehicle registration, wage, hours and working conditions. It required ES agencies to develop affirmative action plans, and established a referral system on violations of state and federal laws.

Judge Richey's order was a significant judgment against the manpower services being provided farm workers by the Labor Department, the respective states' Employment Service agencies and their rural manpower divisions.

Abiding by this order, the USDL issued directives to the states explicitly broadening their services to farmworkers, restructuring reporting procedures and establishing a monitoring system.

Evolving from these directives were the Secretary of Labor's "Thirteen Points" which stated that:

1. Steps should be taken immediately in both the Rural Manpower Service and the Employment Service to begin a consolidation process which would result in integrated services at the local level. Such consolidation should be aimed at offering a broader spectrum of services to rural workers and employ-

ers and at providing sufficient resources to accomplish the objective. Surveys should be conducted quickly by the states to insure that as many resources as possible are directed to provide services in rural areas.

2. Immediate action should be taken to correct any civil rights violations found during the review, whether it be with regard to race, color, sex, age, religion or national origin. Procedures should be implemented to insure that there is full compliance with civil rights laws.

3. Steps should be taken to insure that all child labor laws are being followed. Job orders should not be accepted which provide incentives for youths to work beyond the time schools open.

4. The Employment Standards Administration shall ensure that sufficient resources are allocated to enforce effectively the agricultural minimum wage where complaints are made or violative conditions suspected. Additionally, Governors should be encouraged to provide staffs outside the state ES agency to assist farmworkers in handling their complaints and in improving their working and living conditions.

5. State ES agencies shall establish mechanisms to handle workers' complaints where job working conditions and wage specifications have not been delivered as promised.

6. The Occupational Safety and Health Administration will continue the implementation of its responsibility for the work-related problems of farmworkers and will address particular attention to the areas of field sanitation and safety, pesticides, housing and

transportation. OSHA will coordinate its efforts with other agencies which also have responsibility in these areas. Care should be taken to insure that present manpower compliance efforts are maintained while OSHA is developing its program to assume these responsibilities.

7. Responsibility for enforcement of the Farm Labor Contractor Registration Act will be transferred to the Employment Standards Administration.

8. A vigorous effort to have frequent payroll audits of foreign worker users will be instituted to insure that the adverse effect rate is being paid to foreign workers who have been certified under the Immigration and Nationality Act. Such payroll audits should convert piece rates into hourly earnings so that comparison may be made to the hourly effect rate. The adverse effect rate should also be set high enough to insure that earnings of domestic workers are not depressed by the presence of foreign workers.

9. Regional offices will monitor the States' performance prevailing wage surveys to insure that the piece rates are converted to hourly rates so that it may be determined that, where applicable, the established piece rates are in accordance with the Federal and State Minimum Wage Laws. Prior to referral, each worker should be given a written statement, in the language in which he is most fluent, of all wage and payment schedules, field conditions and other specifications which might influence his earnings.

10. The Interstate Clearance system should be improved by giving a copy and explaining the job order specifications to the worker in his most fluent language, and by other means.

11. The Employment and Training Administration (ETA) shall require the State employment service agencies to bring their rural day haul operations into conformity with employment service standards and policies. Where such meet, the ETA shall consider alternative methods to provide service to workers and employers.

12. *Manual* procedures will be published relating to such subjects as conflict of interests, taking applications on farmworkers, methods of guaranteeing that no employer is served who is not in compliance with any relevant law, and insuring compliance with Social Security procedures. Once published, performance under these procedures is to be closely monitored. In addition, existing procedures contained in the *Manual*, such as those on services to workers, statistical reporting, discrimination,

and child labor performed by State employment services agencies shall be closely monitored.

13. The ETA will work to broaden State Civil Service requirements where necessary to allow individuals with general farm experience, nonagricultural experience, and nonagricultural college degrees to become eligible for positions in the Employment Service dealing with rural and other clientele.

The directives also instructed states to establish a "monitor advocate" position by July 1, 1974, to "influence policy decisions as they relate to equity of access to manpower services for rural residents and migrant farmworkers." The advocate would "have the authority to negotiate and resolve complaints received in the State office (ES) and to oversee the complaint and monitoring systems in order to ensure smooth and effective functioning. Where the system appears not to be functioning properly or where more coordination with other enforcement agencies is necessary, the monitor/advocate should arrange to resolve these problems."

The monitor/advocate also:

—provides technical assistance to local offices in establishing complaint procedures from migrant and other seasonal farmworkers.

—provides technical assistance to operating divisions of the State Employment Service to ensure that monitoring procedures and directives related to the Secretary's 13 Points are properly developed and implemented

—reviews and takes corrective action of complaints not resolved at the local level; to elevate unresolved complaints to the regional level and to process interstate complaints

—works with the State Manpower Services Councils to insure that rural residents and migrant farmworkers' needs are considered in the development of projects and programs

—reviews self appraisal efforts to determine violations of directives

—participates in administrative reviews of local offices as needed

—works closely with ES staff to provide manpower services to rural residents and/or migrants and farmworkers

—works closely with minority group representatives to ensure that problems of discrimination are resolved

—prepares quarterly reports on the status of the implementation of the Secretary's 13 Points.

Today there is a monitor/advocate appointed in each state Employment Security agency. A special review com-

**Paul Keck, 28, was appointed Monitor/Advocate for the Employment Security Commission in July, 1974. Keck acts as a statewide representative ensuring that agricultural workers and rural people have access to public employment services. A graduate of Fayetteville State, he attended UNC's Law School before joining the Commission as an Interviewer in the Kinston office.**

**In 1973, Keck transferred to the Greensboro office as an Interviewer, then to the central office in Raleigh one year later as a Labor Market Analyst.**

**His new responsibilities require familiarity with child labor laws, the Occupational Safety and Health Act, the Crew Leader Registration Act and other federal-statutes involving agricultural labor.**

See RICHEY, Page 30

# VES MEETS THE CHALLENGE

By MALCOLM ANSPACH  
State Veterans Employment Representative

An element synonymous with the Employment Security Commission since its conception, and one that will remain so long as the agency exists, is the Veterans Employment Service. Its latitude includes every phase and activity developed through the manpower programs regardless of titles or terminology assumed.

It has been more than success that the Veterans Employment Service has demonstrated during the past few years. It's demonstrated a new way of life in its professional endeavors. The Veterans Employment Representatives (VER's) of North Carolina have expanded their efforts many fold to attain a more broadened posture which states, "Where the Public Employment Service goes, so goes the Veterans Service." This is evidenced in the fact that many of our local Job Service offices have created and maintained sound public information programs and have developed sound business and professional standards in their dealings with community leaders. This new look contrasts with the old image of the "8-to-5 ESC office," giving a dollar's work for a dollar's pay. At last we have realized that it is not the time that he or she spends, but rather how he or she spends it.

This welcome change in attitude and image is bringing welcome and immediate results. In chatting with some of our younger VER's at our recent conference in Goldsboro, I noted that many are developing enduring working relationships in their communities. Among the comments: "You have only one time in life to make that good first impression," and, "A smile can always capture a potential foe." With our new employees practicing these human relations techniques with such success, it may not be long before they become the teachers and some of us oldsters, the students.

The Veterans Employment Service is not a towering pillar, but a base of strength through unity with our local office associates. The old cliché of "winning through cooperation" is more easily said than done. It requires a constant attitudinal evaluation by all of us to capture the spirit of cooperation.

The National and Regional offices of Employment and Training Administra-

tion (ETA) continually prod the Veterans Employment Service, as they do other programs, to effectively increase their activities not only in the placement field but in all of the many veterans service activities. At times, this prodding tends to produce apathy or outright discouragement at the local level. The tendency then is to develop cellular structures in all levels of operation and management. In turn, the Employment Security Commission's top executives are working on the same ladder of development, promoting a concept of team spirit and cooperation extending from the local level to the Central Office—the ultimate objective being that the entire team will be able to act with less intense supervision.

Such "teamwork" will go a long way toward eliminating the buck-passing and segmented feelings that have built up over the years. How often have you heard someone say, "Central Office doesn't understand" or "more of the same from Raleigh." On the other hand, it is often said at Central Office that "that manager" or "that office doesn't get the big picture." Instead, let us all join together in building cooperation rather than building walls.

Now, exactly where does the Veterans Employment Service fit into the total effort? It is the consensus throughout the state that the VER's and Mandatory Listing Representatives wear two separate and distinct hats. The first "hat" is worn as overseer of veterans' activities and services; the second, as the technician and promoter of Job Service.

The first role provides for a coordinated program of public information to the general citizenry, employers and community leaders to insure that all services provided by the local office are known and that they can effectively support the community's needs. The management team at the local office, as guided by the manager, meets periodically to discuss and plan its informational approach; later, to develop and execute its informational program. The most successful and progressive offices in the State utilize this team approach to match needs to capabilities and action with results.

Now let's look at the second hat that each veterans' service member must wear. In its wisdom, the Congress has determined that veterans are a separate and distinct class; inasmuch as they have supported our country with their lives. Correspondingly, laws have been enacted by Congress in support of our veterans, the latest two being Public Law 92-540 and Public Law 93-508. These pieces of legislation simply state and restate veterans benefits and priorities. Of special interest to manpower organizations are provisions in these laws concerning specifications for VER's. For instance, PL 92-540 states that each local office will be assigned one or more VER's contributing 100% of his time to servicing veterans. However, the law does not designate specific emphasis or time for each task involved in either direct service (interviewing, counseling, training and functional supervision) or indirect contributions (employer relations, veterans' organization involvement, public and community relations). It was through the development of guidelines by the ESC and our Labor Department representatives that we are now obligated to function in the indirect service area as a representative of the entire organization—only in direct service are we to function as a VER.

At times, veterans groups have been disappointed in the results of our efforts and activities. That is, however, no longer the case as they are now more solidly behind us than ever—encouraging a new thrust for our programs. Moreover, the National and Regional Departments of Labor and ETA have expressed keen interest in ongoing programs within North Carolina. Among these is an experimental, demonstration project developed by VES during Fiscal Year 1975 to utilize volunteers to assist in placing veterans with problems. Funded by CETA (The Comprehensive Employment and Training Act of 1973), the program was so successful that refunding for Fiscal Year 1976 was triple the original amount. Final reports indicate that activities quadrupled projections in placement, employer visits and job development. It is anticipated that this

program will become a regular ESC budget item in the future.

This description is but one instance of the brand of dedication that puts the Job Service a step ahead when it comes to service to others. In this spirit, we intend to make a success not only of the

Veterans Service but each and every program we are called upon to administer. With pardonable pride, we of the Employment Security Commission may boast of our service to the State, to our applicants and to our veterans in this time of economic hardship for the benefit of all North Carolina citizens.

## TCI WINS LEGION AWARD

By BILL ALLEN, PIO

Nearly 200 years ago, in October of 1783, General George Washington sat perplexed as he contemplated the future of our then infant nation at his Mount Vernon home. Then as now, the United States had recently completed participation in a long and, at times, unpopular war; then as now, the country was struggling economically with the ravages of recession and inflation; and then as now, the nation's unemployment rate, particularly among veterans, was alarmingly high.

It was with this latter thought in mind that Washington feverishly penned a letter to the delegates of the Continental Congress meeting in Philadelphia. In short, the General pleaded for employment justice for his troops: "It would be a comfortless reflection for any man, that after he may have contributed to securing the rights of his country at the risk of his life and ruin of his fortune, there will be no provision or remuneration made to prevent himself and family from sinking into indigence and wretchedness."

The Congress responded to Washington's plea by passing a series of resolu-

tions that asked "artisans, farmers and planters and all other men of skill to duly consider those, who in the recent domestic crisis have been of service to their country, for any wholesome work that is to be done."

And so it went. Following the Civil War in 1865, Congress again resolved "that in grateful recognition of the services and sufferings of those persons honorably discharged from the military and naval service of the country, it is respectfully recommended that bankers, merchants, farmers and persons engaged in industrial pursuits give them the preference for appointments to remunerative situations and employments."

As recently as 1972, Congress passed the Vietnam Veterans Readjustment Act which, among other things, required firms with Federal contracts and certain sub-contractors to list their job openings with the Public Employment Service, and required affirmative action toward the screening and subsequent hiring of disabled and other veterans of the Vietnam Era.

While veterans and those involved with veterans' benefits and vet organizations can readily appreciate the traditional concern for our former service men and women as expressed in this legislation, such laws become empty rhetoric if they are not backed up by genuine interest on the part of the nation's employer community. This is especially true in the case of the Vietnam veteran in 1976. Because of the widespread unpopularity of the Southeast Asian war, these veterans did not receive the usual "hero's welcome" that would have aided them in their search for jobs upon returning home. To make matters worse, the recent recession—while generating nationwide unemployment rates of 9% and more—caused veteran jobless rates to jump as high as 30% and even 35% in the early part of this year. More than ever, the veteran was in need of candor instead of clamor; sincerity instead of deception; a job instead of a promise.

For many years now, the American Legion has attempted to promote this

type of affirmative action among employers by sponsoring an annual awards competition in each state in order to give public recognition to those business firms and their leaders who have made the phrase "hire the vet" an ongoing commitment rather than an empty slogan. Here in North Carolina, the Legion's 1975 Veterans' Employer Award was bestowed upon Terminal Communications, Inc., a manufacturer of computer terminal systems, based in Raleigh. TCI is a wholly owned subsidiary of the Norden Division of United Technologies, Inc., with home offices in Norwalk, Connecticut. Norden Division President, Peter Scott, was on hand to accept the commemorative plaque (jointly sponsored by American Legion Post 297 and the Raleigh Job Service office of the Employment Security Commission) at ceremonies held October 2nd at the Raleigh Women's Club.

In terms of measuring the depth of TCI's commitment to hiring qualified, job-seeking veterans, a brief statistical review of their employment record during calendar year 1974 should suffice. During this period, TCI's staff grew to a total of 654 employees of which 268—a remarkable 40 percent—were veterans. Of the 182 new male employees hired by TCI in 1974, nearly 48 percent were veterans. Finally, of the 276 employees hired by TCI in 1974, 113 of them—a full 41 percent—were veterans. Such an achievement goes well beyond any notion of a public relations facade; rather, it reflects a deep rooted conviction nurtured through company experience that veterans are generally more mature, easier to train and better disciplined than their non-veteran counterparts. In short, hiring the vet not only makes good headlines, it also makes good sense.

### Patriotism and Compassion

If nothing else, the presentation of this award and others like it should make two points crystal clear. First, it should demonstrate to the public that business firms do, indeed, have compassion and a patriotic feeling of responsibility to this nation's veterans. Second, it should emphasize the need for recommitment on the part of all employers to conserve our human as well as our natural resources, thus giving our veterans the dignity and respect they so rightly deserve. With these thoughts in mind, perhaps the most fitting tribute to Terminal Communication's notable achievement would be to recognize that, through it all, "they didn't forget."



ES Director John Fleming; national American Legion official Robert Tart; Peter Scott, President of TCI, and Steve Carver, American Legion State Commander.

# BESR EXAMINES STATE WAGE RATES

By DAVE GARRISON

Assistant Director, Bureau of Employment Security Research

In June, 1975, the Bureau of Employment Security Research began its biennial study, *North Carolina Wage Rates and Weekly Earnings in Selected Occupations*, of wage rates and weekly earnings for occupations in selected manufacturing and nonmanufacturing establishments in North Carolina. The survey serves a two-fold purpose: wage and salary data are developed to meet the continuing and increasing need and demand for current wage information in North Carolina manufacturing and nonmanufacturing establishments. The data is also useful to both prospective and established firms in studying existing wage patterns and in relating a firm's wage structure to that of the industry as a whole.

Each biennium, two complete random samples of firms are selected from a statewide listing of employers covered by the North Carolina Employment Security Law and are based on the prevalence of the industry groups being studied and the prominence of these groups in the three geographical regions of the State—Mountain, Piedmont, and Coastal Plains. For the 1975 surveys the samples chosen consisted of approximately 800 manufacturing firms and 800 nonmanufacturing establishments. Manufacturing firms selected for participation were sent two survey questionnaire forms, one for production occupations relevant to the particular industry, and one for non-production occupations in four areas of employment; namely, clerical, administrative, maintenance, and custodial and material movement. The latter of these forms was sent to the sampled firms selected from nonmanufacturing establishments. These establishments encompass the construction; public utilities; trade; finance, insurance, and real estate; and the services industry groups.

The selection of occupations for review in the production wage survey is based on the frequency of requests, and on the basis of their representation in each industry. Some of the jobs are also selected because of their cross-industry prevalence to enable comparisons of wage data for the same occupation in different industries. This can be noted particularly in the survey of weekly earnings whereby all occupations surveyed can be found throughout all

establishments, both manufacturing and nonmanufacturing. Definitions for the job titles in the survey of production jobs are taken from the *Dictionary of Occupational Titles*, 1965, while the occupations studied for weekly earnings represent descriptions from the DOT and definitions used by the U.S. Department of Labor in conducting similar surveys for various areas of North Carolina.

Upon completion of the preliminary preparations for the survey, such as selecting the occupations to be studied, preparing the job descriptions, and selecting the firms to be sampled, questionnaires were mailed directly to those firms included in the samples. Employers are asked to mail the survey questionnaires to the Bureau of Employment Security Research for processing. Although some establishments have chosen not to participate, about 45 percent of all those contacted have responded to date, and, hopefully, the response will reach 60 percent. Follow-up contacts of firms not responding to the initial request were made in early July, and replies to the second requests are being received. Completed questionnaire forms are analyzed, edited, and coded in preparation for keypunching and tabulating. Publication of the survey results is expected soon. Release, however, is dependent upon the time involved in receiving the response necessary for adequate and reliable wage information and on the availability of data processing and computer time.

The completed publication of wage rates and weekly earnings will be presented in two parts. Part One will consist of hourly wage rates by occupations on a Statewide, regional, and industrial basis. Data will be weighted averages of the wage information compiled. In order to prevent distortions by exceedingly high and low rates, the wage rate range will be reported for 90 percent of the workers employed in the surveyed occupations. Weekly earnings will be reflected in Part Two of the survey publication. The most prevalent starting salary and the most prevalent weekly earnings for the 38 surveyed occupations will be summarized by broad industry groups on a statewide and regional basis.

Appreciation is to be extended to all cooperating employers since their participation makes these surveys possible.

## '75 WAGES NINE PERCENT HIGHER THAN YEAR BEFORE

The monthly average of workers covered by unemployment insurance during the fourth quarter of 1975 was 1,694,274 people and they were paid \$3.7 million in wages.

The total does not include those workers covered by the Special Unemployment Assistance Act, only those under the regular North Carolina law.

The average paid all covered workers during October, November and December was \$168.33, a nine percent increase over wages paid during the similar quarter in 1974. Highest weekly wages were earned by paper and allied products workers. This amount was \$240.27.

Major industries and their average wages include:

Construction .....	\$182.99
Textiles .....	\$156.56
Furniture .....	\$156.75
Apparel .....	\$116.89
Food Products .....	\$175.47
Lumber Products .....	\$142.66
Tobacco .....	\$217.87
Electrical Equipment .....	\$208.93
Chemical .....	\$230.47
Nonelectrical Machinery .....	\$228.54
Transportation, Commerce and Utilities .....	\$229.40
Trade .....	\$149.36
Finance, Insurance and	

Real Estate .....	\$182.24
Service .....	\$155.66

Of the 10 metropolitan counties in North Carolina, employers in Forsyth County paid the highest average weekly wages. The figure was \$207.47.

# Recruitable Labor And Industrial Development

By DONALD BRANDE  
Director, Bureau of Employment Security Research

In January, 1951, the Bureau of Employment Security Research released a new publication, "Labor Resources in North Carolina for Industrial Development," which was devised to describe the recruitable labor considered available in North Carolina by county, for manufacturing employment. Estimates were prepared by the North Carolina Employment Security Commission local office managers for each county served by his or her office.

The reports were submitted to the Bureau of Employment Security Research for compilation and publication. Not only were the current job seekers and those presently unemployed included, but also potential workers from such groups as housewives who would enter the labor force if suitable jobs were available, workers commuting out of the area who would likely choose local employment, youths expected to join the labor force of the area, older workers not being absorbed into industrial employment, and agricultural workers ready for full-time industrial employment. The experience of these job seekers and potential workers was reflected in two categories: the estimated skilled and semiskilled workers, and those persons deemed trainable for jobs requiring skills. These summaries of recruitable labor by county were published bi-monthly, but later they were released on a quarterly basis.

As the reports became more useful to prospective employers or existing employers planning facility expansions, the report was revised. Modifications have occurred including the addition of high school graduates available for entry into the labor force, the exclusion of the breakout of recruitable workers by race, and the elimination of the age barrier which previously included only the under 45 years old group deemed to be adaptable, trainable, and referable for manufacturing jobs. The major revision, however, was changing the occupational classification of workers from the skill levels to the experience

concept as defined by the *Dictionary of Occupational Titles*, Third Edition, 1965.

Evolving from the estimate of recruitable workers for industrial expansion was an estimate of labor resources for a specific site. With economic changes promoting more industrialization in North Carolina, county estimates were not sufficient to meet special needs of groups considering specific plant locations in North Carolina. To provide information relating to a central point or specific location, the Bureau of Employment Security Research developed from the county data a report entitled "Estimate of Recruitable Workers for Industrial Expansion." With the specific location (usually a town or city) as a central point, these estimates depicted the estimated available labor supply in the central county, plus the labor supply in portions of adjacent counties; i.e., the area within a 15, 20, and 25-mile radius of the plant location. The final data was determined by applying a percentage of the county population falling within the specified radius to the various aspects of the corresponding county or counties' estimate of recruitable production workers.

Although the estimates apparently leaned toward the conservative side and served a useful purpose over the years, controversy over the number of persons available for production jobs arose in the early 1970's. Some prospective employers as well as those planning expansions found the figures too high when recruiting for staffing, while other groups found the estimates too conservative to attract new industry to North Carolina. These conflicting opinions prompted a complete change in the concept of the quarterly release, and in March, 1974, a new report, "Active Job Applicants Registered for Work with ESC Offices by Applicants' County of Residence," was published.

The quarterly report now being released shows by county the number of active job applicants registered for

work as reported by the local ESC offices, and the data is compiled through the Commission's Automated Reporting System. The basic concept, therefore, was changed from an estimate of recruitable labor to an actual count of persons seeking employment who are considered available for referral to job openings or training situations. When using this county information in connection with industrial development efforts, it should be considered that all job seekers do not register for work with local ESC offices. Many registered applicants do not keep their applications active, not all applicants will be interested in production work, and industries seldom draw workers from a single county, so counties surrounding the central site should also be considered.

In conjunction with the quarterly release, the "Report on Active Job Applicants" for a specific location is developed upon request. This report is similar in development and presentation to the "Estimate of Recruitable Workers for Industrial Expansion." Data is developed for a specific location and a given radius, usually 25 miles, showing the number of registered applicants with substantial work experience and those with limited or no work experience. Additional information shows the number of registered applicants for each of nine occupational classes including the three manufacturing categories—processing, machine trades, and bench work. Estimates are prepared to meet the continuing demand for a readily available analysis of recruitable workers for selected North Carolina sites. The reports which are used extensively by the Division of Economic Development, public utility companies, chambers of commerce, industrial development groups, and prospective employers have become a major factor in attracting new industry to the State. For the past several years, over 900 of these reports have been developed each year.

## INTERVIEWER

Continued from Page 6

were places that ESC personnel visited during the day to take claims so that the main office wouldn't get crowded. (Crowded?) As I supposed, I was in for another, never-to-be-forgotten experience. Four of us lugged a dozen or so boxes of claims cards into a station wagon and drove to one of the larger textile mills in town. Needless to say, we took claims all day and well into the night. The atmosphere was somewhat quieter, somewhat less hazy, but every bit as busy. There was, however, one significant difference. Unlike the office, we didn't have the advantage of familiar surroundings. Here, claimants felt more entitled to argue a point if they felt they were being misunderstood or mistreated.

Boy, what a time we had! All through the months of November and December we would go out to a spot point in the morning, come in late at night, and then begin the arduous process of figuring, tallying and filing. Work days soon expanded rapidly—10, 12, 14, sometimes even 16 and 18 hours a day as well as any Saturday that you were able to make it into the office. Although new people were being hired daily, it seemed that the work load increased twice as fast.

By January of 1975, two new Federal unemployment programs—Federal Supplemental Benefits (FSB) and Special Unemployment Assistance (SUA)—had started. With the addition of these two programs, what had been an impossible work load nearly doubled. News of these benefit packages had been in the papers and on TV three weeks before anyone in the office had heard of them. When our FSB and SUA training manuals finally arrived, the programs were apparently still so new that the instructor didn't know what he was teaching us. Nevertheless, we plowed ahead. Where there wasn't a rule, we made our own and used it until we were told otherwise. As the snake-like lines inside and outside the office grew ever longer, I began to think that the entire city of Gastonia was signing up for unemployment benefits.

By spring and early summer, the warmer weather finally arrived and the crisis finally began showing signs of easing.

So what am I doing now? Well, I'm still at the same ESC office—only now they call me an Assistant Supervisor, which is a euphemism for "jack of all trades." I help where help is

needed, answer claimants' questions, and try my best to straighten out problems between the staff, applicants and the Central Office in Raleigh. Oh, yes; because I was born and raised in Waco, N.C. (birthplace of former heavyweight champion, Floyd Patterson), I have also gained the title of "bouncer."

To paraphrase Walter Cronkite, "that's the way it was" during the past nine months in the Gastonia ESC office. While it is a time that I'll never forget, it is hoped that it will soon become ancient history.

## LISTING

Continued from Page 17

other members of the public employment system. This need not be the case, as the ESC and its sister agencies provide several distinct advantages to both the employer and the applicant. Chief among these is the nationwide, computerized Job Bank system. With nearly every local office in nearly every state having access to job opening information nationwide, the employer receives the widest possible exposure for his job opening, and the applicant, in turn, has a broad selection of jobs to which he can be referred. Moreover, in 40 years of operation, no agency of the public employment system has ever charged a fee for any of its services.

Here in North Carolina, a statewide network of 80 Veterans Employment Representatives (VER's) maintains close contact with identified mandatory listing employers. Their efforts are augmented by six interviewers who have full time responsibility for mandatory listing employer contacts and services. Of the 60 ESC local offices, one has as few as seven mandatory listing employers, and one has as many as 550! Many of these employers are "clients of long standing," and they are aware of ESC capabilities for service. The program has, however, identified some employers who have never used the "Job Service," thus providing excellent opportunities to develop openings and realize additional placements.

At present, the mandatory listing program has reached the point of almost complete identification of covered employers. To this group will be added a significant number of subcontractors who bear equal responsibilities under the law. The scope of this operation and its ultimate potential for the Job Service could be very beneficial to both veterans and employers, as well as to the public employment system in general.

Obviously, the current economic situation has had adverse impact on the Mandatory Listing Program, as it has

on all types of employment projects. Job openings during this period have increased by small percentages only. As our industries revive, it is anticipated that all contractual obligations under the law will be filled and job possibilities will become more numerous.

## JOB MARKET

Continued from Page 16

people and jobs are finding each other through Job Service offices. But there are still many employers and job seekers who for various reasons do not utilize Job Service offices fully. For example, many employers will list their unskilled and production job openings with these offices, but not their professional, technical, and managerial openings. Yet, the very person they need for these openings may be looking for employment through a Job Service office. *The more the system is used, the better it works.*

In pursuit of increased public and employer acceptance and use of Job Service offices, the Agency recently adopted a colorful new Job Service logo in red, white, and blue. Stationery and brochures are being updated. Publicity is being expanded in all media. Both employers and job seekers know we are here. Everyone knows we provide unemployment insurance. After all, where else could one go? But unemployment insurance is only one job service, meant to help people for whom we cannot immediately find jobs. And JOBS are the basic reason Job Service offices exist across North Carolina.

In North Carolina, the Job Service office is the place where people and jobs get together. Job Service offices of the Employment Security Commission mean people—people helping people with jobs.

## JOB SEEKER

Continued from Page 13

you are "selling your services." You are marketing your qualifications and your abilities on which the employer can make a profit.

Do you have the job market information, a list of prospective employers, your inventory and resume, and are you now thoroughly knowledgeable about the information printed herein? If your answer is "yes", all you need to get that right job is determination.

Are you ready?

94TH CONGRESS  
2D SESSION

# H. R. 10210

IN THE SENATE OF THE UNITED STATES

JULY 21, 1976

Read twice and referred to the Committee on Finance

## AN ACT

To require States to extend unemployment compensation coverage to certain previously uncovered workers; to increase the amount of the wages subject to the Federal unemployment tax; to increase the rate of such tax; and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 SECTION 1. SHORT TITLE.

4 This Act may be cited as the "Unemployment Compen-  
5 sation Amendments of 1976".

### II

H. R. 10210 is a bill which would affect significant changes to the nation's unemployment insurance program. Essentially designed to restore a desired solvency to unemployment insurance, the bill hikes the wage base upon which employers pay unemployment insurance taxes, provides coverage to additional workers in the United States, establishes a federal benefit standard, and increases the federal share of unemployment insurance taxes from .5 percent to .7

percent of applicable payrolls.

In mid summer the House passed H.R. 10210, striking, however, the federal benefit standard provision.

Because of the high rates of unemployment during the 1975 recession, over 20 states exhausted their unemployment insurance funds and had to borrow federal funds to maintain payments to eligible jobless workers.

The N.C. Employment Security Commission endorsed the bill, but objected to the federal benefit standard. The following is a statement from the Commission issued to the State's Congressional delegation prior to the House vote.

# INFORMATION AND POSITION PAPER ON AMENDMENTS TO H.R. 10210

An amendment to Title III would require states to pay a weekly benefit amount equal to 50% of the claimant's average weekly wage up to the state maximum. The state maximum would have to be equal to at least two-thirds of the statewide average weekly wage in covered employment. This amendment is often called the federal benefit standard. We strenuously object to this provision.

North Carolina is in a rather unique position in that we now voluntarily meet this standard. But while we feel that this provision in our state law is the best benefit formula for North Carolina at this time, we cannot and do not maintain that it would be the best for every other state. The General Statutes of North Carolina, specifically G.S. 96-4 (k) state, in part, the following:

"The (Employment Security) Commission . . . shall make every proper effort within its means to oppose and prevent any further action which would in its judgment tend to effect complete or substantial federalization of State unemployment insurance funds or State employment security programs."

The passage of the federal benefit standard amendment would be a substantial step toward federalization of the entire unemployment insurance system. Therefore, we are strongly opposed to a federal benefit standard.

Another amendment to Title III would prohibit the payment of unemployment benefits to illegal aliens and professional athletes. We have no objection to the prohibition of benefits to illegal aliens.

With reference to professional athletes, it is our opinion that there should be some form of seasonal re-

strictions in state laws but that the extent of such restrictions and the manner in which they are imposed should be left up to the individual states. Furthermore, singling out the professional athlete from other types of highly paid seasonal workers appears to be highly discriminatory.

Section 111 of the original bill extends unemployment insurance coverage to certain types of agricultural employees. As defined in the original bill, an agricultural employer would be a person who paid cash wages of \$5,000 or more for agricultural labor during a calendar quarter. (Other conditions of coverage for agricultural workers in the original bill are not affected by the amendment.) The amendment would change the \$5,000 figure to \$10,000. The annual average number of agricultural workers in North Carolina is about 118,000. It approaches 200,000 with migrant labor during the harvesting season. Many agricultural workers in North Carolina would not be covered because they are working on small farms which do not meet the requirements for coverage. The difference in the number covered under the \$10,000 formula as opposed to the \$5,000 formula would be very small. (The \$10,000 formula would cover fewer workers.) We feel that the amended bill is preferable but do not feel strongly either way. As a matter of interest, agricultural workers are presently covered under the federally funded temporary Special Unemployment Assistance Act (SUA). During 1975, 605 agricultural workers in North Carolina received at least one benefit payment.

It is our feeling that if unemployment insurance coverage is expanded, employees of state and local governments should be included. However, we recognize that although the incidence of unemployment among govern-

ment workers on the state and local level is relatively small, this coverage would add still another cost item to financially overburdened governmental units. We would like to point out that in addition to basic benefit costs, section 212 of the bill imposes administrative and extended benefit costs on state and/or local governments. In view of this, we would hope that financing alternatives would be considered. Thus, while we feel that coverage should be complete, we understand the cost burdens which would be involved, and consequently, take no strong position one way or the other on coverage of state and local government employees.

Section 211 of the original bill provides among other things for an increase in the federal unemployment tax wage base from \$4,200 to \$8,000. The amendment would reduce this increase to a \$6,000 wage base. North Carolina does not need an increase in its taxable wage base at this time since our unemployment insurance fund remains financially sound. We recognize, however, that this is not true nationwide and that an increase in the taxable wage base will be necessary for the fiscal integrity of the system for the entire country. Of the two available alternatives, \$6,000 or \$8,000, we prefer \$6,000 since it will have the lesser impact on North Carolina employers.

Title IV of the original bill calls for a national commission on unemployment compensation. The amendment would open Title IV to floor amendments. We have no objection to Title IV as it stands.

The original bill contained certain effective dates which are now beyond the realm of possibility. Appropriate amendments of those dates are necessary.

# SUMMARY OF MAJOR PROVISIONS IN H.R. 10210

## Signed by the President of the United States

### Coverage

**Agricultural Labor.** Covers services for agricultural employers with ten or more workers in 20 weeks, or with a payroll of \$10,000 or more in one calendar quarter [59% of farmworkers (683,000); 6% of farm employers (60,700)].

**Domestic Service.** Covers domestic services for employers who pay \$1000 or more for such services in a single calendar quarter [25% of all domestic workers (300,000)].

**Services for State and Local Governments.** Covers services performed by State and local government employees with minor exceptions. (Would add 7.7 million local and 600,000 State government employees.)

**Services for Nonprofit Organizations.** Covers services performed for non-profit elementary and secondary schools. (300,000 workers.)

**Virgin Islands.** The unemployment insurance law of the territory of the Virgin Islands included in the Federal-State unemployment insurance system.

**Transition from SUA.** If a State agrees to pay benefits to qualified newly covered workers as of January 1, 1978, benefits based on wages earned prior to that date would be reimbursed from general Federal reserves.

### Financing

Taxable wage base increased from \$4,200 to \$6,000. Tax rate increased from 3.2 percent to 3.4 percent until all advances from general revenues to the Extended Benefit Account have been repaid. Thereafter, the nominal rate would be 3.2 percent. This would increase temporarily the net Federal tax from 0.5 to 0.7 percent.

### Extended Benefits Payable Under Permanent Program—Weeks 27-39

The national trigger remains at an insured unemployment rate (IUR) of 4.5 percent, seasonally adjusted, but the rate measured for a moving 13-week period instead of each 3 months.

The State trigger would be an IUR of 4.0 percent, seasonally adjusted for a

moving 13-week period, instead of the dual requirement that the rate be 4.0 percent (not seasonally adjusted) and be 120 percent of the rate for the corresponding periods in the two preceding years.

### Study Commission

Establishes a 13-member commission to study and report on the program by no later than January 1, 1979.

### Minor Amendments

**Federal Workers' and Ex-servicemen's Benefit Costs.** Pro rata method of computing benefit costs (and Federal reimbursements) substituted for the added cost method.

**Advances to State Unemployment Funds.** State requests for advances would be made on a 3-month rather than a 1-month basis.

**Adjustment in Administrative Grants to States.** Administrative grants to States adjusted to omit any payment based upon workloads attributable to coverage of workers in State and local governments.

**Revision of Definition of "Sharable Benefits."** Definition of "sharable benefits" under the Federal-State Extended Benefits program revised to eliminate any sharing of payments based upon services performed by workers in State and local government.

**Prohibition of Disqualification for Pregnancy.** Prohibits disqualification for benefits solely on the basis of pregnancy.

**Benefit Denial Requirements.** Prohibits payment of benefits to professional athletes with "reasonable assurance of reemployment, and to illegal aliens.

**Modification of Appellate Rights of Federal Employees.** Permits Federal employees to use the benefit appeal procedures available to other claimants in contesting the determination of the employing agency on the issue of the cost of separation.

U.S. Department of Labor  
Employment and Training  
Administration  
Unemployment Insurance Service

July 26, 1976



**Colorful Gaylord Perry, American League pitcher and Cy Young award winner, accepts a plaque from ESC Chairman Manfred Emmrich. The citation thanked Perry for his cooperation preparing public service announcements about the Commission's Job Service.**

## Big League Pitcher Helps ESC Make Television Spots

Over the years, one of the most effective methods of television advertising and promotion has been the personality testimonial. Here, a famous movie star, athlete or politician speaks for a given product or cause in an effort to lend his or her name and prestige to it.

In developing a series of Job Service public service announcements for television, the Employment Security Commission sought to pursue this successful formula by recruiting Gaylord Perry, a native of Williamston, North Carolina and star pitcher for the Texas Rangers of the American League, to appear in one of its spots. The Commission, of course, could not offer any remuneration to the popular eastern North Carolinian.

True to the spirit of friendliness and cooperation that has marked his baseball career and private life, Gaylord Perry readily agreed to the project on its merits alone. Winner of the 1972 American League Cy Young Award and hailed as one of baseball's greats, Perry was similarly unpretentious in the easy-down-home manner displayed

during the filming of the spot.

The intent of this particular message was to convey the quality of job applicant to be found through Job Service offices. In this respect, the Perry spot was clever in its simplicity. The film opened with several, glum Little Leaguers sitting in a dugout, eyes downcast. The public address announcer then issued a stark warning: "If the Lions don't come up with a pitcher soon, they'll have to forfeit the championship game." Immediately, the team's coach put in a call to his local Job Service office and in quick time a sleek, black limousine arrived at the ballpark. Out stepped Gaylord Perry to save the day!

As expected, the Perry spot was by far the most effective promotion utilized in the agency's Job Service campaign. As a token of the Commission's gratitude, ESC Chairman, Manfred Emmrich, took time out from an eastern business trip to present the famous Tar Heel with a special public service award. All in a day's work, right, Gaylord?

## ASHEVILLE'S WLOS CITED FOR ESC PUBLIC SERVICE

Without doubt, one of the proudest traditions in the annals of the Employment Security Commission has been the long record of public service displayed toward the agency by North Carolina radio and television stations. True, the Federal Communications Commission—the regulatory body which governs activities of the electronic media—mandates that all stations devote a percentage of their broadcasting time to non-commercial announcements of activities sponsored by non-profit organizations which are in the community or national interest. Yet, due to the vast number of agencies, groups and causes which are now defined as being "in the public interest," stations certainly cannot be required to air one set of public service announcements to the exclusion of all others. Thus, in selecting public service programming, radio and TV stations usually follow two guiding criteria: 1) the technical quality of the public service announcement, and 2) the relevance and importance of the problem or cause contained therein to the community.

With these guidelines in mind, how does the Employment Security Commission fare in the increasing competition for radio and TV air time? The answer is: extremely well. At present, the ESC's Public Information Office produces four weekly radio programs on farm labor, employment opportunities, and labor market conditions which are aired on some 93 Tar Heel stations. Add to this a series of 30-second radio and TV messages announcing the ESC's new Job Service identification, which have run on nearly every station in the state. Finally, each of the agency's 60 local offices has frequent media contact in the form of news and talk show interviews; publicizing job openings and local labor market information; and distributing their own public service messages. Taken together, North Carolina radio and TV stations provide the Commission with free, public service time that would otherwise cost more than \$450,000 a year.

As stated earlier, stations are by no means required to specifically display such generosity and cooperation to the Employment Security Commission. So, why do they? To be sure, the answer lies in the nature of our work. In good economic times or bad, ESC's twin responsibilities of administering unemployment insurance and the Employment Service are vital to any community. Changes, for better or worse, in any area's employment conditions strike at the very essence of that community's economic health. Thus, public information dealing with local employment conditions is not only a legitimate public service, but a crucial one as most North Carolina media outlets see it.

Nevertheless, the Commission does not take such cooperation for granted. We strongly feel that some recognition of these exemplary achievements is in order. That is why the agency presents its Media Public Service Award to the North Carolina radio or TV station whose contributions of time and assistance during the past year were judged most noteworthy. On April 1, 1976, the award was presented to WLOS-TV and WLOS-FM in Asheville. During the preceding 12 months, these two stations combined to air more than \$85,000 worth of ESC programs and announcements. Beyond the allocation of time, the staff of both stations were more than generous in giving advice and technical assistance to the Asheville Job Service office.

In future years, the Media Public Service Award will honor stations in communities representing a cross-section of our State—large and small, rural and urban. In addition, the agency has encouraged its local offices to recognize significant public service contributions by their stations in local award ceremonies. In short, to all stations that have aided in the ESC public information effort, we appreciate your help and we thank you for it.

## ESC: ON THE AIR

Whether you're an employer, job applicant, or just an interested citizen trying to stay informed, the best way to keep up with the activities of the Employment Security Commission is to tune in one of our weekly radio broadcasts heard on some 93 stations statewide. Public Information Officers, Ted Davis and Bill Allen, regularly discuss employment trends, local job opportunities and conditions relating to farm labor. For more information, consult your local station for time and date of broadcast in your area.

## EMPLOYER VI TAXES TO RISE IN '77

Many North Carolina employers can expect to pay higher unemployment insurance taxes during 1977 because the State's unemployment insurance trust fund has dropped by nearly \$252 million since early 1975.

The tax increase is required by state law to restore the UI fund, the Employment Security Commission reported in October, 1976.

The ESC expects the average rate to climb from 1.4 percent, fourth lowest in the nation, to 1.8 or 1.9 percent for 1977.

Employers pay unemployment insurance taxes on the first \$4200 earned by each covered worker, and most employers' tax rates vary depending on employment conditions. The Employment Security law computes a tax schedule for each year. It's derived by dividing the August 1 fund balance by the prior fiscal year taxable payroll and the resultant ratio establishes the applicable tax schedule for the forthcoming year.

Schedule "C" applies during 1977, said the ESC. Under this schedule, the minimum employer tax is .5 percent and the maximum is 2.7 percent for employers whose unemployment insurance accounts are not overdrawn.

The tax hike is the second in as many years. ESC officials explain that taxes have been restoring less than one-half the sums disbursed to unemployment workers.

High unemployment rates and special extensions of unemployment payments during the recession and during the early months of its recovery have accounted for \$446.7 million to jobless workers in the past 20 months.

The law requires a graduate replenishment of UI resource.

## 1975: DID YOU KNOW?

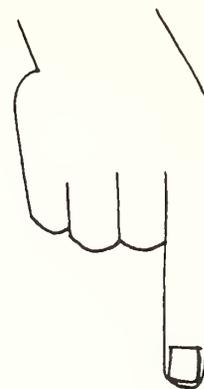
—That unemployment in North Carolina averaged nearly 9 percent?

—That the ESC unemployment insurance claims load increased 1000 percent?

—That UI benefit payments topped \$400 million?

—That ESC employees logged more than 14,000 hours of overtime to meet the recessionary crunch?

All in a year's work!



For  
**COUNSELING**  
**TESTING**  
**REFERRALS**  
**JOB**  
**DEVELOPMENT**  
 or  
**PLACEMENT**



AT YOUR NEAREST  
**EMPLOYMENT**  
**SECURITY**  
**COMMISSION OFFICE**

# ESC Launches Job Service Improvement Program

By BILL ALLEN, PIO

... And so, with a minimum of disruption or cosmetic fanfare, Job Service assumed its place as the new identification of the Employment Security Commission. But the story does not end here.

Fully realizing that the mere presence of a new logo would not change anything, Commission and U.S. Department of Labor administrators sought to give the new emblem an action-oriented and purposeful direction. Thus, in late 1975, the Job Service Improvement Program, or JSIP, was born. Its goals were both ambitious and numerous: 1) to launch an extensive public information campaign that would result in widespread familiarity with the Job Service symbol and, simultaneously, Employment Security services; 2) to consolidate all efforts directed toward the improvement of the Employment Security system under the JSIP title, and to impart this JSIP philosophy to all agency employees; 3) to enhance the physical appearance of agency local offices to a level commensurate with the professional job services offered there, and 4) to actively solicit advice and criticism from the employer community as to how the agency might better serve the public's needs.

In large measure, implementation of the first goal rested with the ESC's Public Information Office. Although the groundwork for a statewide Job Service campaign had already been laid through utilization of the agency's 93-station public service radio network in placing spot announcements, it was soon recognized that a more comprehensive effort requiring extensive funding was needed. This funding came in the form of grants to all eight states in the U.S. Department of Labor's Region IV (Southeast) who formed a multi-media consortium to promote Job Service during Fiscal Year 1976.

North Carolina received \$50,000. In utilizing these funds, North Carolina demonstrated frugality, imagination and a concern for total public exposure to the Job Service message. All three of these qualities were perhaps best applied in the preparation of five, 30 second Job Service announcements for television. Due to high production costs

involved in contracting with a commercial TV advertising agency, North Carolina did not wish to allocate a disproportionate share of its grant solely to television promotion. Thus, in a step unique to any other state, the public information office approached three amateur film makers from the University of North Carolina's School of Radio, Television and Motion Pictures to prepare the spots. Moreover, the gamble paid off, as the messages detailing "Job Service through your Employment Security Commission" were accepted by the state's 17 commercial TV stations. What's more, the spots are currently running on these stations—some of them in prime time—as public service announcements at no cost to the agency. Total preparation costs? Less than \$4000.

As a result of the savings realized in TV spot production, more money remained for a variety of other Job Service promotions and information efforts. These included newspaper classified advertisements detailing job openings available through several Job Service offices; public transit advertising in the city of Charlotte to announce the opening of the ESC's first satellite office in that city; the refurbishing of the agency's exhibit booth for use at trade fairs, conventions, shopping centers and employment conferences; the preparation of an additional TV spot featuring Governor James Holshouser endorsing Job Service; Job Service name badges for all local office employees; trade journal advertising; Job Service signs and decals for local offices; and numerous brochures, fliers and pamphlets bearing the Job Service logo and explaining the Job Service philosophy. In short, North Carolina's Job Service campaign was truly a multi-media effort—using every resource available to publicize the agency's new identification.

Yet this public information effort would have been incomplete so long as the Employment Security Commission's own employees were uninformed of its purpose, direction and implications. To attack this problem, a JSIP team of ESC Central Office employees was formed to propose a strategy for

"getting the message out to our own people." Eventually, a two-step plan was approved: First, during the week of April 5, 1976, a series of three "Job Service Seminars" was staged across the state for key personnel of the ESC's 60 local offices. At this time, local office managers and their assistants were acquainted with the scope and intent of Job Service public information efforts, as well as the increased burden of performance that was now being placed on them as a result of the media campaign. Then, on June 21, 1976, a similar session was conducted on a voluntary basis for employees of the agency's Central Office in Raleigh. In each case, the basic message was simple: Job Service promotion would become mere rhetoric unless it was backed by employee awareness, enthusiasm and support. If response to these meetings provided any indication, then employee support could now be termed as "nearly unanimous."

Finally, there were two other elements that played a major role in the JSIP story. The first was the Employer Services Improvement Project, or ESIP. Developed in 1973 by Greenleigh Associates, a contract consultant for the U.S. Department of Labor, ESIP provides a highly structured plan of action designed to facilitate communication between a local Job Service office and the employers of that community. In the form of an ad hoc committee, employers prepare a formal, written list of questions, suggestions and criticisms regarding the operation of the Job Service office. In turn, a task force of local office employees is then created to respond to these comments, and suggest possible changes in local ESC operations that may alleviate these problems. The task force report is then distributed among the employers and, upon their approval, the report becomes a binding plan of action for the local office. Once the ESIP process is in place, it becomes a lasting vehicle for communication between the Job Service office and its most important resource: employers. Under the direction of Employer Relations Supervisor, John Bridges, and ESIP Coordinator, Ralph Faulkner, the ESIP model has now been imple-

mented in four North Carolina cities, Charlotte, High Point, Greensboro and Williamston.

Last, but certainly not least, is local office modernization. For years public employment offices, both here in North Carolina and nationwide, have been tagged with the stereotype, "unemployment office." While the Job Service media campaign was primarily conceived to dispell this notion by alerting the public to all agency services, the unattractive physical appearance of a few ESC local offices tended to be a negative force in this effort. With this in mind, the Employment Security Commission made great strides in 1976 toward rectifying this situation. This year alone, four new Job Service offices were opened in Greenville, Hendersonville, Thomasville, and the new satellite office in Charlotte's Tyvola Mall. Moreover, numerous other offices have engaged in employee staffed and funded "fix-up projects" designed to demonstrate pride and concern for local office surroundings. These endeavors have been successful to the point that now, in most cases, the agency offers a physical environment commensurate with the professional job services that each office provides.

As stated earlier, JSIP was never intended to be some sort of slick, Madison Avenue type image campaign. Rather, it represents a determined self-examination by the Employment Security Commission to improve the delivery of its services and to inform the public of these improvements. Throughout its 40-year history, the agency has held to the belief that as long its services met the public's needs, questions of "image" would take care of themselves. The JSIP effort has only confirmed that belief.

#### CHAIRMAN

Continued from Page 2

If the recession tested the State's ability to administer unemployment insurance, it also demonstrated clearly solvency of North Carolina's unemployment insurance fund and the wisdom of conservative legislation of its Employment Security Law.

In November, 1974, our UI trust fund exceeded \$573 million and the State's employers enjoyed one of the nation's lowest average unemployment insurance tax rates. Depleted to \$275 million by April, 1975, the fund, nevertheless, was never seriously jeopard-

dized. If the fund had been exhausted, as experienced in 22 states, federal loans necessary to pay benefits would have increased local employer taxes substantially.

### ESC'S EMMRICH WINS INTERSTATE POST

As the closing item of business to its 39th annual conference in Miami Beach, Florida, the Interstate Conference of Employment Security Agencies (ICESA) elected Manfred W. Emmrich, Chairman of the Employment Security Commission of North Carolina, as its President-elect.

ICESA is an organization composed of employment security administrators in each of the 50 states and 3 U.S. territories. Its primary purposes are to provide a forum for top-level ES discussion and to impact on Federal legislation pertaining to the administration of the unemployment insurance and public employment service programs.

Emmrich, 39, was appointed head of the North Carolina ES agency by Governor Jim Holshouser in December, 1973. Prior to state government service, he enjoyed an 11 year career with the Macke Company of Charlotte, a food service management concern, serving in several managerial capacities in that firm's Asheville and Charlotte offices.

A native of Charlotte, Emmrich is a 1959 graduate of Davidson College. He is married to the former Susan Trancer. The couple has two children: Lisa 6, and Adam, 5.

Mr. Emmrich's term as ICESA President-elect will run through September, 1977.

#### RICHEY

Continued from Page 18

mittee has also been formed to ensure compliance to Judge Richey's court order. Composed of three representatives from the plaintiffs in the case and three representatives from the defendants, the committee's chairman is D.C. attorney Ronald Goldfarb. It is, of course, the committee's responsibility to see that states are in compliance with the court order.

All states using migrant and seasonal farmworkers are subject to the committee's review in what is, perhaps, the most dramatic action imposed by a court on the Labor Department and the nation's public employment system.

### UI MAXIMUM BENEFIT UP

The maximum unemployment payment in North Carolina increased August 1 to \$105 a week.

The higher payment applies only to new unemployment insurance claims established on or after August 1. There will be no hike in payments for jobless workers currently receiving benefits, the Employment Security Commission reported in July, 1976.

The increase is required because the 1974 General Assembly ruled that maximum unemployment payments should be two-thirds the average weekly wage paid all employees covered by unemployment insurance.

Last year, average weekly earnings of 1,641,697 insured workers was \$158.19.

The Employment Security Commission computes the new maximum benefit each August.

Less than seven percent of the claimants receiving unemployment payments qualify for the maximum benefit.

## INDEX

Topic	Page		Page
		Harrison-Doyle.....	9
		Benefits End.....	10
Chairman's Comments .....	2	Wittmer-Branham .....	11
<b>RECESSION</b>			
How It Happened.....	3	Mandatory Listing .....	16
Avalanch in Gastonia.....	4	Richey Court Order .....	17
Interviewer's Dilemma .....	6	Veterans Employment Service .....	19
Eastern N.C.....	7	American Legion Award .....	20
Emergency U.I. ....	10	Wage Study .....	21
Guideposts .....	12	Recruitable Labor .....	22
Job Service .....	14	H.R. 10210 .....	24
Changing Job Market .....	15	H.R. 10210 Summary.....	26
		Public Service Television .....	27
		Job Service Improvement Program ..	29



# Cold war.



It was bad enough we had to fight the British for our freedom. But on top of that, we had to fight the weather, too.

Because winter at Valley Forge meant snow, ice, and freezing temperatures. All serious enemies to a makeshift army without proper clothing, not nearly enough food, and short on ammunition.

It was an army long on courage, but short on money.

And then the money came. Some \$27,000,000 from the pockets of new Americans.

That's how people took stock

in America back then, and you know how the story turned out.

Nowadays, people are still helping America stay strong and self-sufficient. And they're helping themselves to safe, dependable savings. By taking stock in America with the Payroll Savings Plan.

Buy United States Savings Bonds.

They won't leave you out in the cold.



**Take  
stock  
in America.**

Now E Bonds pay 6% interest when held to maturity of 5 years (4½% the first year). Lost, stolen or destroyed Bonds can be replaced if records are provided. When needed, Bonds can be cashed at your bank. Interest is not subject to state or local income taxes, and federal tax may be deferred until redemption.

200 years at the same location.

PUBLIC HEALTH LIBRARY  
DIV. OF HEALTH SERVICES  
P.O. BOX 2091  
RALEIGH, N.C. 27602

EMPLOYMENT SECURITY COMMISSION OFFICES, ADDRESSES, MANAGERS, POINTS SERVED

Note: Pt. or Pts. means point or points served on regular schedule from local office.

**Ahoskie** — 107 N. Railroad St., Guerry Goode, Mgr., Pts. Gatesville, Murfreesboro.

**Albemarle**—117 West North St., Curtis V. Mitchell, Manager, Pt. Mount Gilead.

**Asheboro** — 328 Sunset Ave., John B. Brooks, Manager, Pt. Siler City.

**Asheville**—48 Grove St., Charles Erwin, Jr., Manager, Pt. Marshall.

**Boone** — Watauga Court House, James A. Moten, Mgr., Pts. Jefferson, Newland.

**Bryson City** — Mitchell Building, Everett Street, Ed Guy, Manager, Pts. Franklin, Cherokee.

**Burlington** — 336 W. Front St., Everett McNeilly, Manager, Pt. Yanceyville.

**Charlotte** — 112 W. First St., Dwight M. Leonard, Jr., Manager, Pt. Cornelius.

**Concord** — 52 McCachern Blvd., Bobby Overcash, Manager, Pt. Kannapolis.

**Durham**—516 N. Mangum St., Louis Berini, Manager, Pts. Chapel Hill, Hillsborough.

**Edenton**—709 N. Broad, Mrs. Alice Bond, Mgr., Pts. Hertford, Columbia.

**Elizabeth City** — 201 W. Ehringhaus St., Norman L. Pendleton, Manager, Pts. Manteo, Hatteras, Buxton, Ocracoke.

**Fayetteville** — 414 Ray Ave., Charles Burgess, Manager, Pts. Lillington, Raeford.

**Forest City** — 104 Yarboro St., George H. Ashley, Manager.

**Gastonia**—111 E. 3rd Street, Carl B. Harrelson, Jr., Manager.

**Goldsboro**—109 W. Ashe St., James H. Wallace, Manager, Pt. Mount Olive.

**Greensboro** — 235-237 N. Edgeworth St., Donald J. Kelsey, Manager.

**Greenville** — 3101 Bismarck Ave., James Hannan, Manager, Pt. Farmville.

**Henderson** — 212 Arch Street, W. Hall Brooks, Manager, Pt. Warrenton.

**Hendersonville**—218 Allen St., West, John E. Murdock, Jr., Manager, Pts. Columbus, Brevard, Oxford.

**Hickory**—716-4th St., S.W., Neil McKinney, Manager.

**High Point**—121 S. Hamilton St., William A. Hollar, Manager.

**Jacksonville** — 822 New Bridge St., Duke Amerson, Manager.

**Kenansville**—Old Welfare Bldg., Elizabeth Grant, Manager.

**Kinston** — 106 N. Independent St., Rupert Cheek, Manager, Pt. Snow Hill.

**Lenoir**—509 Harper Ave., S.W., Mrs. Betty Allen, Manager.

**Lexington** — 102 W. First Ave., W. Alan Knight, Manager, Pt. Denton.

**Lincolnton** — 409 E. Main St., Paul H. Lawing, Manager, Pt. Cherryville.

**Lumberton**—116 W. 5th St., Jesse Beatty, Manager, Pts. Elizabethtown, Tabor City, Chadbourn.

**Marion**—8 N. Main St., David S. Gray, Jr., Manager.

**Monroe** — 1106 Skyway Drive, Joseph E. Davis, Jr., Manager.

**Morehead City** — 809 Evans St., Ernest Allen, Jr., Manager, Pts. Atlantic, Davis.

**Morgantown** — 107 S. King St., Ned W. LaFevers, Manager, Pt. Valdese.

**Mount Airy** — 708 S. Main St., David B. Johnson, Manager, Pts. Elkin, Yadkinville.

**Mount Olive**—Highway 55 W., Kermit S. Price, in charge.

**Murphy** — 100 Hickory St., James Yonce, Mgr., Pts. Andrews, Hayesville, Robbinsville.

**New Bern**—1305 Simmons Street, Marion F. Barnhill, Manager, Pts. Bayboro, Trenton.

**Newton**—609 W. 20th St., Joyce Seagle, Manager.

**North Wilkesboro**—Midtown Plaza-Wilkesboro Ave., Charles F. Myers, Manager, Pts. Sparta, Taylorsville.

**Raleigh**—321-325 W. Hargett St., E. Bobbitt Faulk, Manager, Pts. Franklinton, Fuquay, Louisburg, Wake Forest, Smithfield, Wendell.

**Reidsville** — 221 Piedmont St., Emma N. Hooper, Manager, Pt. Eden.

**Roanoke Rapids** — 945 Park Ave., L. C. Carlton, Manager, Pts. Enfield, Scotland Neck, Jackson, Rich Square.

**Rockingham**—106 S. Randolph St., Richard E. Smith, Jr., Manager, Pts. Laurinburg, Wadesboro.

**Rocky Mount** — 234 Hill St., Graham K. Cottingham, Manager, Pt. Tarboro.

**Salisbury** — 600 West Innes St., Fred J. Riddle, Manager.

**Sanford**—219 S. Steele St., Robert Mooneyham, Manager, Pts. Carthage, Robbins, Southern Pines, Pinehurst.

**Shelby**—503 N. Lafayette St., Franklin L. Ware, Manager, Pt. Kings Mountain.

**Spruce Pine**—564 Summit Ave., James H. Acuff, Manager, Pt. Burnsville.

**Statesville** — 240 W. Broad St., Wade H. Wilson, Manager, Pt. Mooresville.

**Washington**—112 W. Third St., James C. Crooks, Manager, Pts. Belhaven, Swan Quarter.

**Waynesville**—110 Montgomery St., Graham Hendricks, Manager.

**Williamston**—212 Washington St., Darrell Johnson, Manager, Pts. Windsor, Plymouth.

**Wilmington** — 717 Market St., William A. Muench, Manager, Pts. Burgaw, Shalotte.

**Wilson**—207 N. Pine St., Amos T. Cherry, Manager.

**Winston-Salem**—630 W. 6th St., Grover C. Teeter, Jr., Manager, Pts. Kernersville, Mocksville.