

STATEMENT OF

George R. Iden before the  
Task Force on Human Resources  
Committee on the Budget, U.S.  
House of Representatives

February 13, 1978

YOUTH UNEMPLOYMENT

*Returned  
3/2/78*



Mr. Chairman, our statement today on youth unemployment has five parts: Part I is an introduction on the size and nature of youth unemployment; Part II analyzes some of the causes for high youth unemployment and the outlook for the future; Part III focuses on the uneven incidence of youth unemployment; Part IV analyzes the extremely high unemployment among black youths; and Part V discusses budget policies and programs.

#### I. Characteristics of Youth Unemployment

Youths, ages 16-24, account for a large share of total unemployment. As seen in Table I, the approximately 3 million unemployed youths accounted for about one-half of the total number of unemployed persons in January 1978. However, youths accounted for only about one-quarter of the civilian labor force.

The measured unemployment figures do not include the discouraged workers, who indicate that they want a job but are not looking because they think they can't get a job. In the fourth quarter of 1977, there were approximately 204 thousand youths who were "discouraged workers"; 61 thousand of these discouraged workers were in the category "black and other."

Unemployment among youths is a diverse phenomenon and thus the social significance of youth unemployment is difficult to assess. A considerable part of youth unemployment is associated with relatively short periods of job search upon entry into the



TABLE I. UNEMPLOYMENT BY AGE JANUARY 1978 (seasonally adjusted)

AGE	NUMBER OF UNEMPLOYED (thousands)	UNEMPLOYMENT RATE (percent)
Total, 16 years and over	6,226	6.3
16-19	1,499	16.0
20-24	1,547	10.5
25 and older	3,155	4.2

SOURCE: Bureau of Labor Statistics, "The Employment Situation: January 1978".

labor market. Also, many unemployed youths are enrolled in school full-time and share in the income of their families. Yet, for thousands of others, unemployment results in severe frustration, loss of needed income, and possible impairment to their futures.

Unemployment for nonwhite youths is very much higher than for whites, and the unemployment rate for nonwhite teenagers has been on an upward trend for more than two decades. It is currently almost three times the rate for white teenagers. In addition, while the white teenage unemployment rate has come down significantly since 1975, the unemployment rate for nonwhite teenagers has not declined at all. And the difference in unemployment rates understates the deterioration in the situation of nonwhite teenagers since labor force participation rates for this group have been declining, except for the last few months.



## II. Causes of High Youth Unemployment

The causes of high youth unemployment include the following factors:

- o Job search--associated with recent entry into the labor market and with frequent job changing.
- o Business Cycle.
- o Demography--particularly changes in the number and racial composition of youths.
- o Barriers to youth employment, such as inadequate education, location in a poverty area, discrimination, and government policies that increase the cost of labor.

Job search. A substantial cause of the high unemployment rates experienced by youths is their status as new entrants or reentrants to the labor market and, to a much lesser degree, their higher rates of job changing compared to mature workers.

Business cycle. Unemployment rates for youths tend to be more sensitive to the business cycle than the overall unemployment rate. For one thing, when firms stop hiring during a recession youths are disproportionately affected. Further, because youths lack experience and seniority, they tend to be laid off ahead of other workers. During the recent recovery, unemployment rates for youths have declined substantially--although they are still much higher than for mature workers (see Chart I). However, the unemployment rate for black teenagers has not declined from the recession high of 1975.

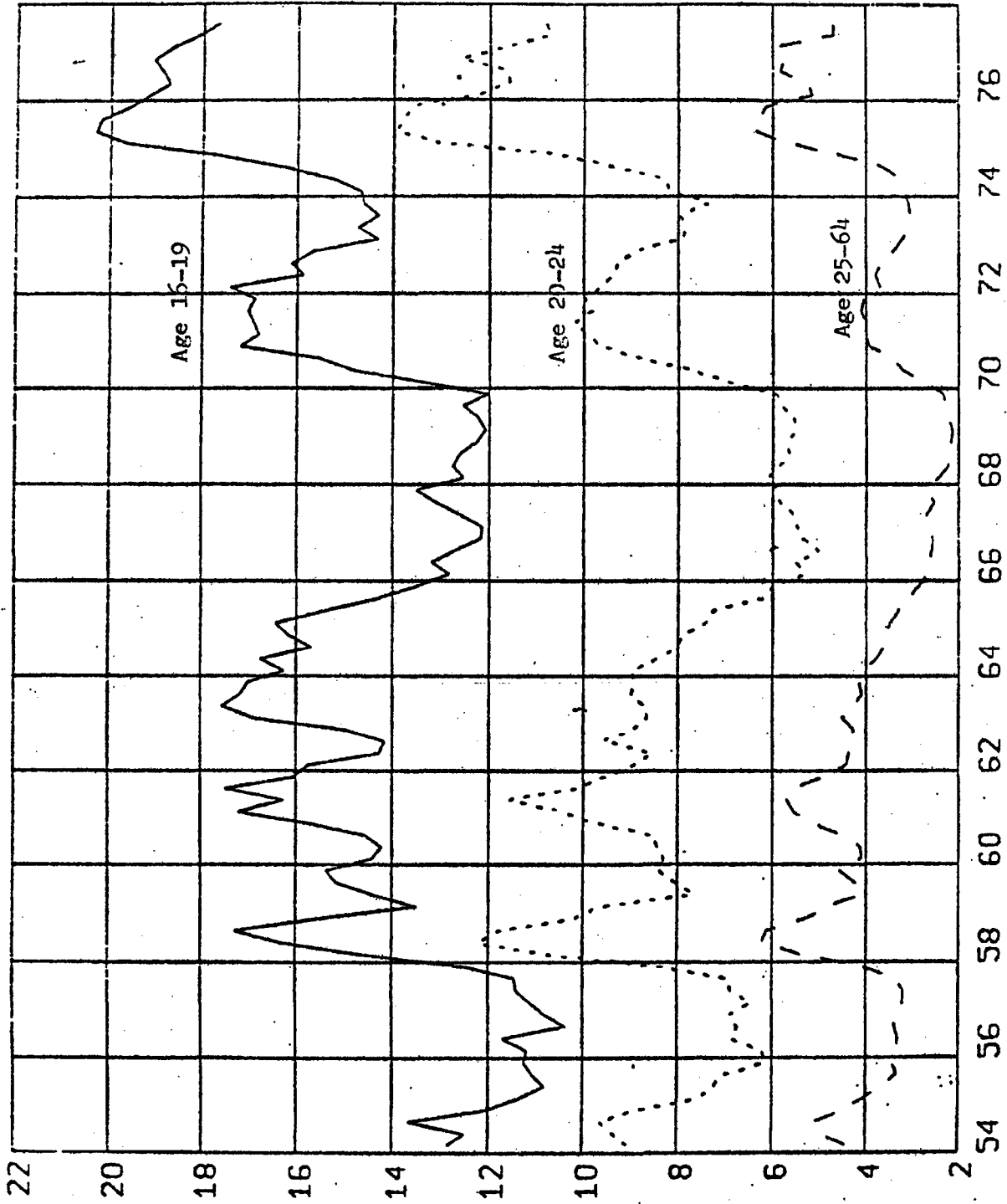
The future strength of aggregate demand will have an important bearing on unemployment in general and youth unemployment





CHART I

UNEMPLOYMENT RATES BY AGE GROUP  
1954: I TO 1977: II





in particular. Under CBO's current policy forecast, not much change is expected in the overall level of the unemployment rate by the end of 1978 or 1979.<sup>1/</sup> The Administration's proposed changes in current policy, CBO estimates, would reduce the overall unemployment rate by something like 0.2 to 0.4 percent by the end of 1979, compared with the current policy forecast.

Demographic factors. One of the ways to analyze the influence of demographic factors is to focus on youths as a proportion of the population between the ages of 16 and 64. As shown in Chart II, beginning in the late 1950s the share of teenagers in the population began expanding significantly. This increase in the youth share of the population is one of the reasons that youth unemployment rates today are somewhat higher than they were during the 1950s.

The proportion of youths in the population (age 16-64) is now near a peak, and has begun to decline, in the case of teenagers, age 16-19. However, demographic changes will be slow in affecting youth unemployment--not much improvement can be expected from that source before approximately 1980.

Another reason not to expect much relief to unemployment from demographic changes soon, is that the black and other youth population will continue to increase as a share of the youth population.

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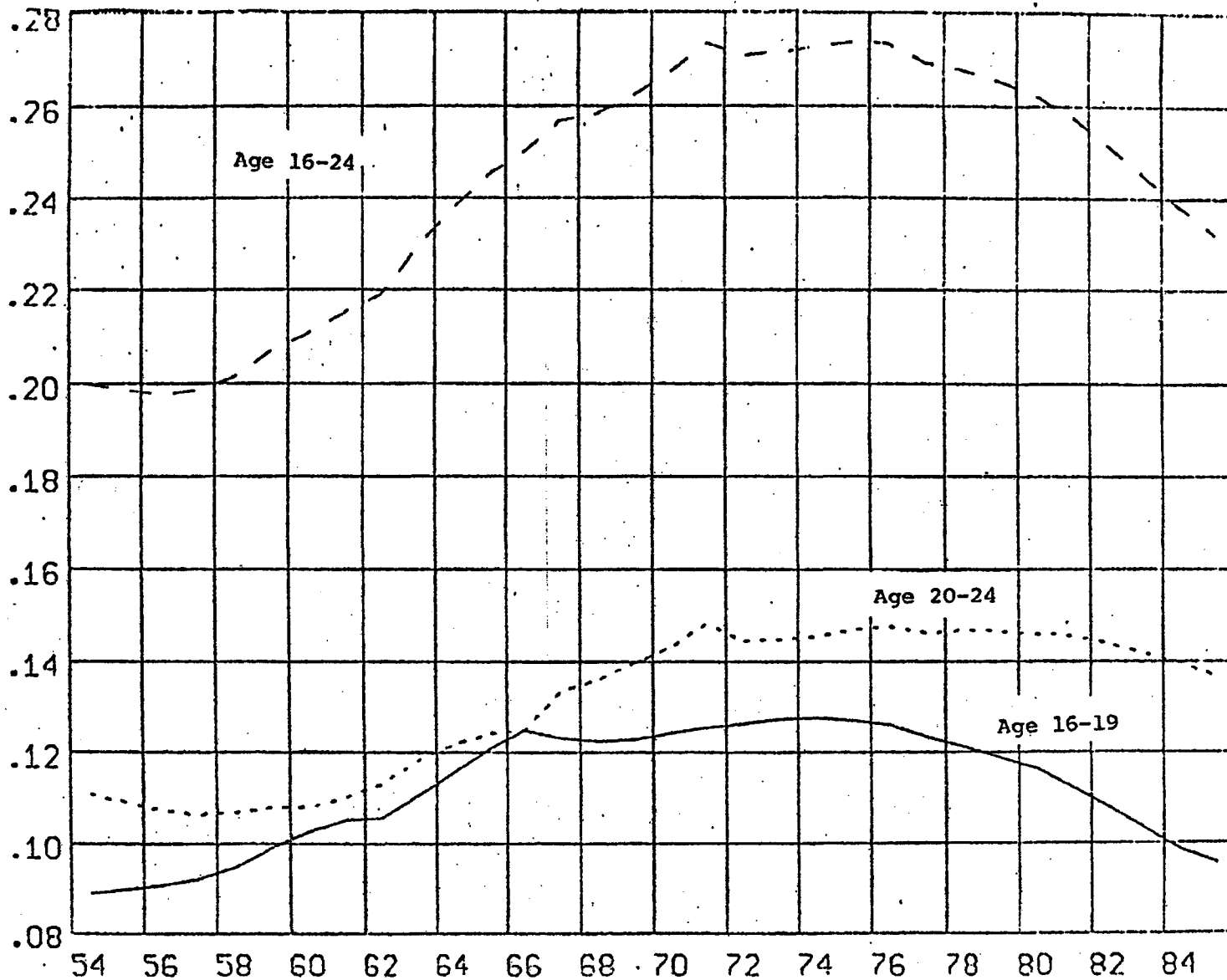
<sup>1/</sup> For a more detailed discussion of the outlook for the economy see CBO's The Economic Outlook (February 1978).



CHART II

YOUTH POPULATION AS A PROPORTION OF TOTAL POPULATION AGE 16-64

(1954 TO 1976 ACTUAL AND 1977 TO 1985 PROJECTIONS)





Special barriers. A significant proportion of youths--generally least advantaged youths--face special barriers to finding jobs. In some instances, these barriers include lack of basic skills. In other instances, location or age itself may preclude youths from certain jobs--sometimes because of child labor laws.

Increases in the minimum wage can also make it more difficult for some of the least skilled youths to find jobs. In January the basic minimum wage was increased from \$2.30 to \$2.65; and this increase can be expected to cause some loss of jobs for teenagers. The size of the effect is difficult to estimate, however.

### III. Uneven Incidence of Youth Unemployment

Groups of youths with especially high unemployment rates include particular minorities such as blacks, American Indians, and Puerto Ricans; school dropouts; youths in poverty areas of cities and youths from low income families. Nevertheless, these groups do not account for the bulk of unemployed youths.

- o In October 1977, the unemployment rate for school dropouts age 16-24 was 20.4 percent. Unemployed school dropouts made up about one-fourth of the total number of unemployed youths that month.





- o The unemployment rate for black teenagers averaged above 40 percent in 1977, but only about 21 percent of unemployed teenagers were black.
- o In poverty sections of metropolitan areas, the teenage unemployment rate averaged about 32 percent in 1977--45 percent for black and other teenagers living in such areas. However, in 1976, approximately 142 thousand unemployed teenagers lived in poverty sections of central cities--less than 10 percent of all unemployed teenagers in that year. If joblessness associated with lower labor force participation rates is included, the size of the jobless group in central city poverty areas becomes considerably larger, perhaps double the measured unemployment.
- o According to a special survey taken in the spring of 1976, the unemployment rate for youths age 16-24 from poverty-income families was approximately 31 percent; about one-fourth of the total number of unemployed youths were from such families.

#### IV. Black Youth Unemployment

In 1977, unemployment averaged 38.3 percent for black and other (nonwhite) teenagers, and for black teenagers alone it averaged even higher--41.1 percent. During 1977, the number of black and other teenagers included in the official unemployment count was 367 thousand. But, if one assumed that "actual" unemployment or "joblessness" was larger by the difference in labor force participation rates compared with white youths, an additional 500 thousand black and other youths would be included among the jobless. In other words, the joblessness due to lower participation rates for black teenagers was larger than the measured unemployment.



The problem of high and rising teenage black unemployment has both long-term and short-term causes. As shown in Chart III, the unemployment rate for black teenagers has been on an upward trend for more than 2 decades. During that period it has rarely declined except during periods of strong demand for labor generally, and even then it remained very high. In addition, there has been a trend toward substantially lower labor force participation rates for black compared to white teenagers so that unemployment figures give an incomplete picture.

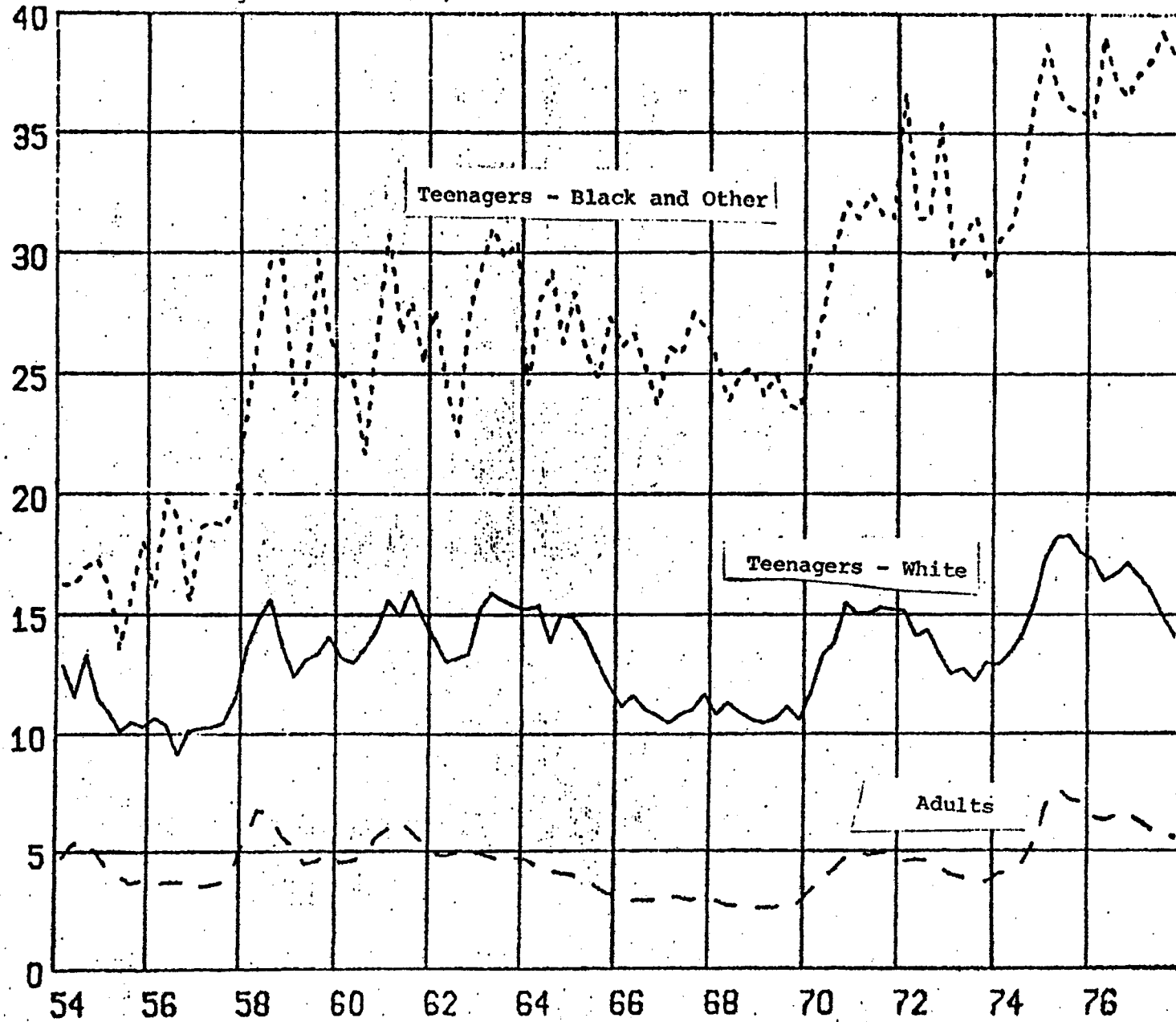
It is difficult to weigh the relative importance of different factors behind this deterioration. Racial discrimination, inadequate skills and education, location in economically depressed areas, diminishing numbers of manual jobs, the dead-end nature of many jobs, and intensified competition in the labor market are some of the long-term causes; and the business cycle is a principal short-term cause.

Racial discrimination. Direct discrimination in the job market, though difficult to measure, has probably not become worse and may have become less intense over the last 10 to 15 years. Nevertheless, discrimination may hamper black youths in adjusting to changes in the job market. Further, discrimination has played a role in the evolution of other causes of disadvan-



CHART III

Unemployment Rates: White Teenagers, Black and Other Teenagers,  
and Adults, Quarterly 1954:I to 1977:4 (teenagers, ages 16-19;  
adults ages 20 and older)





tage, such as those associated with education, location, lack of job contacts, etc.

Inadequate skills. There is a gap in education and job preparation between white and black youths. The quantitative gap in terms of the number of years of schooling achieved has been diminishing over time. Although difficult to measure, there is also a qualitative gap in the education received. Moreover, the gap in on-the-job experience seems to have widened.

Location. Locational factors are important since a large proportion of black teenagers are located in run down sections of central cities. The shift in retail and service jobs to the suburbs seems especially significant, since those sectors employ disproportionate numbers of teenagers.

Dead-end jobs. The jobs available to many black teenagers are at the bottom of the job scale. In many such jobs, neither the employer nor the employee has incentives to develop long term relationships. The result is high turnover and high unemployment, even when unemployment is low nationally.

Intense competition. The labor supply of teenagers and adult women has expanded rapidly; and the numbers of black teenagers have increased considerably faster than white teenagers. The large increase in supply has put downward pressure





on wages for teenagers; but the minimum wage has limited this type of adjustment.

Business cycle. The business cycle is an important short-term factor affecting black teenage employment and unemployment in recent years. Teenage employment--especially black teenage employment--is cyclical in the sense that the share of teenage employment in total employment increases during business expansions and falls during recessions. In the last recession, employment declines were sharper for black teenagers than for other demographic groups, and this sharp reduction in employment contributed to the large increase in the black teenage unemployment rate since the early 1970s.

The recovery in employment came more slowly for black teenagers than other groups. Eventually, black teenagers did begin to share in the employment advance. From December 1976 to December 1977, employment increased 7.8 percent for black teenagers, but 9.0 percent for white teenagers. There has been some cyclical recovery in the labor force participation rate for black teenagers. This has made the recent growth in the civilian labor force of black teenagers unusually rapid--12.6 percent from December 1976 to December 1977--and was one of the factors that kept the unemployment rate for the group from declining during the last year along with unemployment rates of other groups.



## V. Policies and Programs

One of the ways that youth employment policy might be approached is to distinguish between aggregate policies--principally monetary and fiscal policies--and structural policies targeted on youths. The extent to which limited budget resources are targeted on the most severe aspects of youth unemployment is an especially critical issue.

Aggregate economic policies. Employment and unemployment of youths--black or white--are much affected by the state of the economy. Thus, monetary and fiscal policies used to affect the macroeconomy also impact on the labor market for black teenagers. Three caveates should be noted. First, the long-term upward trend in the unemployment of black teenagers obscures the effect of the business cycle. Second, there is some evidence to suggest that some tightening in the labor market is necessary before economic expansion has much effect on the black teenage unemployment rate. Third, the unemployment rate for black teenagers would still be very high--although probably not as high as it is now--if the overall unemployment rate by macroeconomic policies were reduced to, say, 5 percent which was the average for the period 1960 to 1974.



The President's Youth Training and Employment Budget. The President's youth training and employment budget estimates an increase in outlays of nearly \$1 billion from \$3.8 to \$4.7 billion in fiscal years 1978 and 1979, respectively. Most of this increase is in the programs funded under the Youth Employment and Demonstration Projects Act of 1977, which includes the Young Adult Conservation Corps, Youth Incentive Entitlement Pilot Projects, Youth Community Conservation and Improvement Projects, and Youth Employment and Training Programs.

The number of person-years funded is estimated to increase by about 87,000 from 745,000 to 832,000 in fiscal years 1978 to 1979, respectively. This compares with the estimated 3.7 million youth either unemployed or participating at unusually low rates in the labor force. During the entire fiscal year 1979, an estimated 2.4 million youth will participate in these youth programs.

If the person-years in the Summer Youth Program are separated from the year-round programs, only 582,000 person-years are funded year-round in fiscal year 1979. However, during the summer nearly 1.6 million training and employment positions will be available.



Although current detailed participant data are not available, some generalizations using fiscal year 1976 data can be made. Nearly 70 percent of the new enrollees were from families with incomes less than \$7,500 and more than 70 percent had less than a high school diploma. Also 44 percent were black and 12 percent were Spanish-American. Finally, 46 percent were female.

Mr. Chairman, that completes our prepared statement. I ask that the appendices to the statement be printed in the record.





Appendices (tables)

Statement of  
George R. Iden, Senior Analyst  
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Congressional Budget Office

on

Youth Unemployment

Task Force on Human Resources

Committee on the Budget  
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**APPENDIX A**  
**YOUTH UNEMPLOYMENT AND**  
**TRENDS IN THE YOUTH POPULATION**



TABLE 1. YOUTH UNEMPLOYMENT IN 1977 BY RACE, AGE AND SEX

	Number Unemployed (thousands)	Unemployment Rate (percent)
<u>All Races</u>		
16 to 19 years		
Males	861	17.3
Females	781	18.3
20 to 24 years		
Males	846	10.7
Females	732	11.2
<u>Black and Other</u>		
16 to 19 years		
Males	194	37.0
Females	173	39.9
20 to 24 years		
Males	202	21.7
Females	207	23.6

SOURCE: Bureau of Labor Statistics, Employment and Earnings,  
January 1978, Table 3.



TABLE 2. YOUTH UNEMPLOYMENT BY EDUCATION AND SCHOOL ENROLLMENT STATUS, OCTOBER 1977 (Ages 16-24)

	Number Unemployed (thousands)	Unemployment Rate (percent)
Not Enrolled in School	1,924	11.9
School Dropouts	680	20.4
High School Graduates	946	10.5
College 1-3 Years	189	7.7
College Graduates	107	8.0
Enrolled in School	947	13.0
Elementary and High School	626	17.8
College	<u>322</u>	<u>8.6</u>
TOTAL	2,871	12.2

SOURCE: Bureau of Labor Statistics, "Employment Situation for School Age Youth," January 6, 1978, Table 1.





TABLE 3. UNEMPLOYMENT RATES FOR TEENAGERS BY POVERTY  
AND NONPOVERTY AREAS, BY RACE 1977

	TOTAL	WHITE	BLACK & OTHER
Metropolitan Areas			
Poverty Areas	32.1	19.0	45.4
Nonpoverty Areas	17.1	15.4	37.3
Nonmetropolitan Areas			
Poverty Areas	17.3	14.7	30.7
Nonpoverty Areas	15.9	15.0	34.7

SOURCE: Bureau of Labor Statistics, "Employment Situation for  
School Age Youth," January 1978, Table 48.



TABLE 4. UNEMPLOYMENT BY TYPE OF AREA AND RACE, AGES 16-19, 1976 AVERAGE

	Unemployment Rates (Percent)			Number Unemployed (thousands)		
	Total	White	Nonwhite	Total	White	Nonwhite
Total	19.0	16.9	37.1	1,701	1,357	344
Central City	23.4	18.8	40.8	535	338	197
Poverty	35.2	24.0	43.5	142	41	101
Nonpoverty	20.9	18.2	38.2	393	297	96
Suburbs	17.9	17.0	33.0	687	617	70
Poverty	28.0	21.4	42.3	46	24	22
Nonpoverty	17.4	16.9	30.0	641	593	48
Nonmetropolitan	16.9	15.4	32.6	479	402	77
Poverty	18.6	15.7	33.8	174	122	52
Nonpoverty	16.0	15.3	30.5	305	280	25

SOURCE: Bureau of Labor Statistics, unpublished data.



TABLE 5. UNEMPLOYMENT OF YOUTHS, AGE 16-24, BY FAMILY INCOME AND RACE

Family Income	Unemployment Rates (Percent)			Distribution of Unemployment (Percent)		
	Total	White	Nonwhite	Total	White	Nonwhite
Less than Poverty Level	31.2	24.1	50.6	25.8	19.1	45.6
Poverty to .7 LLSB	20.5	16.3	36.5	5.7	4.7	8.6
.7 to 1.0 LLSB	19.5	16.8	32.7	12.7	11.8	15.4
1.0 to 1.25 LLSB	15.2	13.3	30.4	9.9	10.1	9.4
1.25 LLSB and higher	12.1	11.7	19.7	45.8	54.3	21.0
TOTAL	16.2	13.9	33.5	100.0	100.0	100.0

Notes:

1. Unemployment refers to the period during which the survey was taken: April, May, and June 1976.
2. Income refers to calendar year 1975.
3. "LLSB" refers to the "lower living standard budget" compiled by the Bureau of Labor Statistics.
4. "Poverty" refers to the Census Bureau's definition of poverty.

Source: Census Bureau and Department of Health, Education, and Welfare, compiled from "Survey of Income and Education," 1976.



TABLE 6. EMPLOYMENT STATUS OF SPANISH-ORIGIN YOUTHS, 16-24  
YEARS OLD, OCTOBER 1976

	Unemployment (thousands)	Unemployment Rate (Percent)
Total	202	17.4
Place of Origin		
Mexican	136	17.8
Puerto Rico	33	27.5
Other Spanish Origin	33	11.7
School Status		
Enrolled	70	21.7
Not Enrolled	132	15.8

SOURCE: Bureau of Labor Statistics, Students, Graduates, and Dropouts in the Labor Market, October 1976, Special Labor Force Report 200 (1977).





TABLE 7. TRENDS IN THE YOUTH POPULATION: 1977 TO 1990  
NUMBERS IN MILLIONS

Year	16-19 Year Olds	16-24 Year Olds
1977	17.0	37.0
1980	16.7	37.7
1985	14.4	34.9
1990	13.5	31.5

SOURCE: Bureau of the Census, Projections of the Population of the United States: 1977 to 2050, Series II Data (July 1977).

TABLE 8. PROJECTIONS OF THE YOUTH AND TEENAGE POPULATION BY RACE: 1977-1990; NUMBERS IN MILLIONS AND PERCENT OF YOUTH BY AGE GROUPS

Year	16-19 Year Olds		16-24 Year Olds	
	Number Nonwhite	Nonwhites as a Percent of Total	Number Nonwhite	Nonwhites as a Percent of Total
1977	2.6	15.4%	5.5	14.9%
1980	2.7	16.0	5.8	15.5
1985	2.5	17.5	5.8	16.8
1990	2.6	19.2	5.8	18.3

SOURCE: Bureau of the Census, Projections of the Population of the United States: 1977 to 2050, Series II Data (July 1977).



**APPENDIX B**  
**BUDGET INFORMATION ON**  
**YOUTH PROGRAMS**



TABLE 1. THE YOUTH TRAINING AND EMPLOYMENT BUDGET (\$ in millions)

	-----Actuals-----				-----President's Estimates-----			
	1976		1977		1978		1979	
	BA	O	BA	O	BA	O	BA	O
<b>Programs Exclusively for Youth</b>								
Job Corps	140	181	274	202	417	274	296	376
Summer Youth	523	459	595	575	693	672	740	740
Young Adult Conservation Corps	30	19	233	(a)	217	144	217	307
Youth Incentive Entitlement Pilot Projects	--	--	115	(a)	107	46	107	148
Youth Community Conservation and Improvement Projects	--	--	115	(a)	107	74	107	140
Youth Employment and Training Programs	--	--	537	(a)	500	357	500	592
<b>SUBTOTAL</b>	<b>693</b>	<b>659</b>	<b>1,869</b>	<b>777</b>	<b>2,041</b>	<b>1,567</b>	<b>1,967</b>	<b>2,303</b>
<b>Other Programs Serving Youth b/</b>								
CETA Title I	901	968	959	896	959	964	1,034	990
CETA Titles II & VI	710	535	1,678	567	0	1,147	1,191	1,241
CETA Title III								
Migrant & Farmworkers	NA	31	NA	30	NA	36	NA	39
Native Americans	NA	27	NA	15	NA	18	NA	19
WIN	NA	52	NA	58	NA	58	NA	58
<b>SUBTOTAL:</b>	<b>1,611</b>	<b>1,613</b>	<b>2,637</b>	<b>1,566</b>	<b>959</b>	<b>2,223</b>	<b>2,225</b>	<b>2,347</b>
<b>TOTAL</b>	<b>2,304</b>	<b>2,272</b>	<b>4,506</b>	<b>2,343</b>	<b>3,000</b>	<b>3,790</b>	<b>4,192</b>	<b>4,650</b>

a/ Less than \$1 million.

b/ Includes only funds estimated to be spent on persons under the age of 22.

SOURCE: U.S. Department of Labor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis.



TABLE 2. AVERAGE UNIT COSTS OF YOUTH TRAINING AND EMPLOYMENT PROGRAMS (\$)

	Cost Per Participant Fiscal Years			Cost Per Person-Year Fiscal Years		
	1977	1978	1979	1977	1978	1979
<b>Programs Exclusively for Youth</b>						
Job Corps	4,317	6,162	4,137	9,599	13,683	9,190
Summer Youth	595	680	740	2,380	2,718	2,961
Young Adult Conservation Corps	--	7,226	5,198	--	10,500	10,500
Youth Incentive Entitlement Pilot Projects	--	3,929	4,139	--	5,019	5,274
Youth Community Conservation and Improvement Projects	--	3,213	3,352	--	7,662	8,020
Youth Employment and Training Programs	--	1,931	2,023	--	5,721	5,994
<b>Other Programs Serving Youth</b>						
CETA Title I	1,471	1,548	1,626	4,027	4,398	4,515
CETA Titles II & VI	4,449	4,692	4,851	8,429	8,900	9,200
CETA Title III <u>a/</u> Migrants and Farmworkers	2,280	2,389	2,501	12,700	13,310	13,932
Native Americans	1,344	1,409	1,474	3,036	3,182	3,330
WIN <u>a/</u>	3,150	3,301	3,456	9,670	10,134	10,608

a/ Estimates based on Department of Labor data and CBO assumptions.

SOURCE: U.S. Department of Labor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis.





TABLE 3. ESTIMATED PARTICIPANTS IN YOUTH TRAINING AND EMPLOYMENT PROGRAMS (persons in thousands)

	Fiscal Years			
	1976	1977	1978	1979
<b>Programs Exclusively for Youth</b>				
Job Corps	45	47	44	91
Summer Youth	772	1,000	988	1,000
Young Adult Conservation Corps	14	NA	20	59
Youth Incentive Entitlement				
Pilot Projects	0	NA	12	36
Youth Community Conservation and Improvement Projects	0	NA	23	42
Youth Employment and Training Programs	0	NA	185	293
<b>SUBTOTAL</b>	<u>831</u>	<u>1,047</u>	<u>1,272</u>	<u>1,521</u>
<b>Other Programs Serving Youth</b>				
CETA Title I	731	610	623	609
CETA Titles II & VI	124	127	244	256
CETA Title III				
Migrants and Farmworkers	19	13	15	16
Native Americans	29	10	13	13
WIN	16	18	18	17
<b>SUBTOTAL</b>	<u>919</u>	<u>778</u>	<u>913</u>	<u>911</u>
<b>TOTAL</b>	<u>1,750</u>	<u>1,825</u>	<u>2,185</u>	<u>2,432</u>

SOURCE: U.S. Department of Labor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis.



TABLE 4. ESTIMATED PERSON-YEARS FUNDED IN YOUTH TRAINING AND EMPLOYMENT PROGRAMS (persons in thousands)

	Fiscal Years			
	1976	1977	1978	1979
<b>Programs Exclusively for Youth</b>				
Job Corps	20	21	20	41
Summer Youth	225	250	247	250
Young Adult Conservation Corps	—	—	14	29
Youth Incentive Entitlement				
Pilot Projects	—	—	9	28
Youth Community Conservation and Improvement Projects	—	—	10	17
Youth Employment and Training Programs	—	—	62	99
<b>SUBTOTAL</b>	<b>245</b>	<b>271</b>	<b>362</b>	<b>464</b>
<b>Other Programs Serving Youth</b>				
CETA Title I	256	222	239	219
CETA Titles II & VI	65	67	129	135
CETA Title III				
Migrants and Farmworkers	3	2	3	3
Native Americans	7	5	6	6
WIN	5	6	6	5
<b>SUBTOTAL</b>	<b>336</b>	<b>302</b>	<b>383</b>	<b>368</b>
<b>TOTAL</b>	<b>581</b>	<b>573</b>	<b>745</b>	<b>832</b>

SOURCE: U.S. Department of Labor, Employment and Training Administration, Office of Administration and Management, Division of Budget Formulation and Analysis.



TABLE 5. NEW YOUTH PARTICIPANTS IN EMPLOYMENT AND TRAINING PROGRAMS, FISCAL YEAR 1975 TO 1977 (THOUSANDS)

<u>Employment and Training Programs</u>	<u>1975 a/</u>		<u>1976</u>		<u>1977</u>	
	<u>Youths</u>	<u>Percent Youth</u>	<u>Youths</u>	<u>Percent Youth</u>	<u>Youths</u>	<u>Percent Youths</u>
Title I	638.3	62	905.1	57	621.6	51
Title II	48.2	24	54.9	22	<u>b/</u>	<u>b/</u>
Title III						
Migrants/Farmworkers <u>c/</u>	<u>c/</u>	<u>c/</u>	11.6	48	11.4	48
Native Americans <u>c/</u>	<u>c/</u>	<u>c/</u>	7.9	45	14.5	29
Summer Youth	754.9	100	888.0	100	1,000.0	100
Title IV						
Job Corps	45.8	100	44.0	100	45.5	100
Title VI	30.8	22	110.0	22	177.3 <u>b/</u>	20
WIN	159.5	19	3.3	17	14.8	16
Total New Youth Participants	1,677.5 <u>d/</u>	51 <u>d/</u>	2,024.8	61	1,885.1	57

NOTE: Youth defined as under 22 years old.

a/ Calendar year 1975.

b/ An emergency supplemental appropriation merged Titles II and VI of CETA for the purpose of extending Title VI positions beyond their expiration date of December 31, 1975.

c/ Disaggregated data not available. During calendar year 1975 there were 140,000 new enrollees in the Migrant and Seasonal Farmworkers program, 50,000 in the Native Americans program, and 100,000 participants in the Job Opportunities Program.

d/ Not including youth participants in Migrants, Native Americans, or Job Opportunities Program.

SOURCE: Unpublished Department of Labor data.



TABLE 6. CHARACTERISTICS OF NEW ENROLLEES IN YOUTH-ORIENTED ACTIVITIES, FISCAL YEAR 1976 <sup>a/</sup>

<u>Characteristics</u>	<u>All Youth-Oriented Activities</u>	<u>Non-Summer Activities</u>	<u>Summer Activities</u>
Sex:			
Male	54	54	54
Female	46	46	46
AGE:			
Under 18	72	56	78
18-21	27	43	21
22 and over	1	1	1
Education:			
8th grade or less	15	12	16
9-11	66	61	68
12 or equivalent	17	23	11
Greater than high school	5	4	5
Minority Status:			
White, non-Spanish	41	48	38
Black	44	37	47
Spanish-American	12	13	12
Other	3	2	3
Economically Disadvantaged <sup>b/</sup>	73	69	75
Previous Year's Family Income:			
\$ 0- 7,499	69	68	70
7,500- 9,999	14	13	14
10,000-14,999	12	13	12
15 or more	5	6	5
(Median)	(\$5,749)	(\$5,749)	(\$5,704)
Total New Participants	1,160,600	311,600	849,000
(Percent)	(100.0)	(26.8)	(73.2)

<sup>a/</sup> Youth-oriented activities include non-summer youth work experience programs and the summer jobs program.

<sup>b/</sup> Economically disadvantaged individuals are from families receiving public assistance benefits such as Aid to Families with Dependent Children (AFDC), Food Stamps, Supplemental Security Income (SSI), or other benefits in the month of program entry; or those with family income below the poverty line (\$4,300 for a four-person farm family, and \$5,030 for a four person non-farm family) during the previous year.

SOURCE: CBO tabulation of data from Continuous Longitudinal Manpower Survey, Report No. 6, Characteristics of New Enrollees in CETA Programs During Fiscal Year 1976, (Westat, Inc., Rockville, MD) August, 1977, Tables 4d, 4e, 18d, and 18h.





APPENDIX C

PUBLICATIONS BY THE CONGRESSIONAL  
BUDGET OFFICE ON YOUTH UNEMPLOYMENT

Policy Options for the Teenage Unemployment Problem, Background Paper No. 13 (1976);

The Teenage Unemployment Problem: What are the Options? Report on Conference (1976);

Budget Options for the Youth Employment Problem, Background Paper No. 20 (1977);

National Service Programs and Their Effects on Military Manpower and Civilian Youth Problems (forthcoming);

Youth Unemployment: The Outlook and Some Policy Strategies (forthcoming).

