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Demographic Profile of Participants Enrolled in the September 11th Fund's Employment Assistance Program

Prepared by:

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Introduction

The purpose of this report is to provide a detailed statistical profile of the 11,393¹ individuals who received services through the September 11th Fund's Employment Assistance Program (EAP). This report is divided into three parts:

- Part one offers an analytical overview of the eligible population. Safe Horizon, Inc., collected this information from each participant at the time of application and eligibility determination for the program.
- Part two contains statistical tables focusing on six selected demographic characteristics (age, gender, primary language spoken, residency, pre-9/11 reported earnings, and pre-9/11 reported areas of occupation).
- Part three contains technical notes and definitions on such areas as the database sources and terminology used in this report.

This is the first in a series of final summary reports for the EAP prepared by the John J. Heldrich Center for Workforce Development at Rutgers, the State University of New Jersey. Future documents pertaining to the EAP will include: a) An Employment Assistance Service Profile and Service Use Analysis; b) An Employment Profile and Analysis; and c) A Final Performance Outcome Report.

The Employment Assistance Program

In the spring of 2002, the Board of the September 11th Fund approved a plan to provide employment assistance to displaced and underemployed workers whose loss of employment was a direct result of the 9/11 attacks on the World Trade Center and the Pentagon.

In the New York metropolitan area, the goal was to provide adjustment assistance and short-term financial support for people working in lower Manhattan who had lost their livelihood as a result of the attacks. Assistance would come in many forms—including creation of individualized employment plans, job training, basic skills, job search assistance, and short-term cash assistance while in training or job search activities. Four policy objectives were fundamental to the program's design:

1. *Support intermediary organizations* that help workers identify quality training that can lead to actual job placement, accessing existing government job training programs to pay for that whenever possible;
2. *Provide temporary income support* to workers who want training but need financial help in order to participate;
3. *Fund training* where existing government programs are inadequate or impractical; and
4. *Support outreach and training to hard-to-reach immigrant populations* by funding organizations that have this expertise.

The program began on September 16, 2002. Enrollment ended on January 31, 2004 and program services ended on September 30, 2004. Six (6) not-for-profit workforce providers in New York City (F.E.G.S., Seedco, Chinatown Manpower Project, Consortium for Worker Education, Chinese American Planning Council, Wildcat Service Corporation), three (3) public workforce agencies in Long Island, and five (5) public and not-for-profit workforce agencies in New Jersey operated the program.

¹ Demographic data is available for 11,369 (99.8%) of the client population.

Part One: Overview

The typical individual participating in the EAP was a woman over the age of 45 who spoke Chinese as a primary language and earned less than \$20,000 per year prior to September 11, 2001.

More specifically, program participants were generally:

- **Female:** Women comprised approximately 70% of all EAP participants.
- **Middle-Aged and Older:** The median age of EAP participants was 47, with those reporting an age between 36 and 49 being the largest cohort (44%), followed by persons between the ages of 50 and 62 (36%). Only 2% of the program's participants were under the age of 25.
- Individuals for whom **English was not their Primary Language**²: Among EAP participants who reported language information, 65% spoke a form of Chinese as their primary language. Approximately 22% of EAP participants reported speaking primarily English, while other major languages spoken included Spanish (7%) and French (2%).
- **Low Wage Earners**³: Among EAP participants who reported incomes, 77% earned less than \$20,000 annually prior to September 11, 2001. 6% of participants reported earning more than \$45,000 per year before entering the program.
- **Previously Employed in the Manufacturing/Production Industry**⁴: The majority of EAP participants reported working in manufacturing and production (74%) prior to September 11, 2001, followed by restaurant and food services (10%), administrative services (5%), and finance/banking/accounting (3%).

- **New York City Residents:** The overwhelming majority of EAP participants were New York City residents (97%), who resided primarily in Manhattan and Brooklyn. A much smaller group of participants lived in New Jersey (3%) and Long Island (less than 1%).

I. Major and Distinct Participant Groups

While the Chinese speaking population dominated the character of the program, individuals served by the EAP fall into three distinct cohorts; these are:

- **Chinese speakers** (individuals who self-reported Chinese, Mandarin, Cantonese, or Fujianese as their primary language spoken),
- **Service/production workers** (non-Chinese speakers with pre-9/11 earnings of less than \$45,000/year and working in a non-professional or technical occupation prior to September 11, 2001); and
- **Professional/technical workers** (non-Chinese speakers earning over \$45,000/year or working in a professional or technical job prior to September 11, 2001).

The population shares of these groups are distributed as follows:

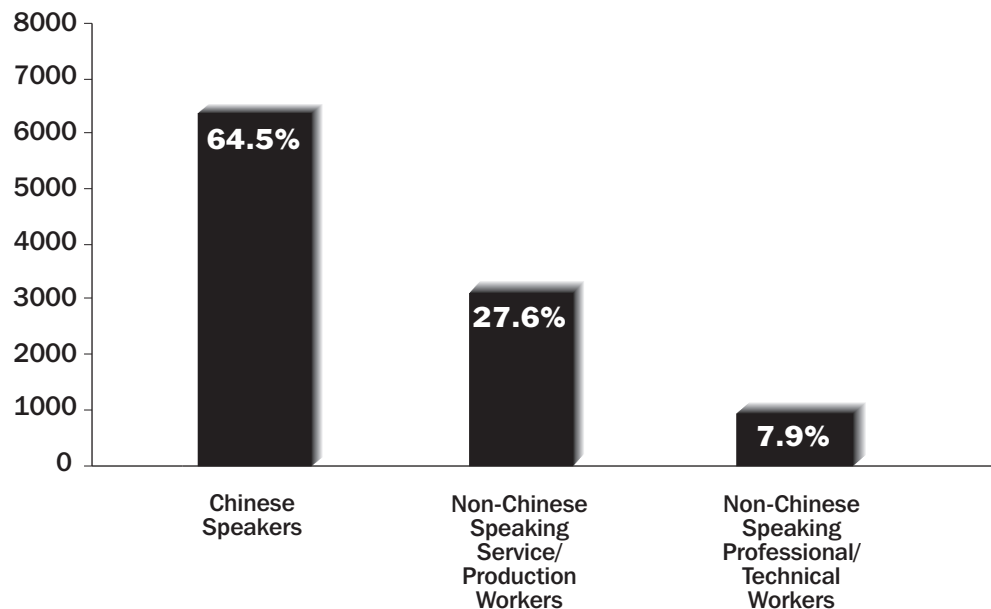
1. Chinese speakers: 7,334 clients (64.5% of total)
2. Non-Chinese speaking service/production workers: 3,143 clients (27.6% of total)
3. Non-Chinese speaking professional/technical workers: 892 clients (7.8% of total).

² Five percent of participants have missing primary language data.

³ Thirty percent of participants have missing pre-9/11 income data.

⁴ Nine percent of participants have missing pre-9/11 occupational data.

Chart 1: Major Participant Groups–Employment Assistance Program



Source: Safe Horizon and EAP database, September 2004.

A. Profile of the EAP Chinese speaking Population (7,334 clients–65%)

Chinese speakers were the largest group participating in the program. Overall, Chinese speakers were primarily older women who worked in manufacturing and earned a low income prior to September 11, 2001. Analysis of the database shows that this group was fairly consistent demographically, heavily influencing the program's overall characteristics.

Chinese-speaking EAP participants were mostly women (85%). By comparison, among non-Chinese speakers, only 44% of all professional/technical workers and 48% of service/production workers were women.

Almost all Chinese-speaking participants who reported a pre-9/11 occupation worked in manufacturing (88%), most often the garment industry. Only 6% of the non-Chinese speaking population reported being employed in manufacturing.

In addition, 96% of Chinese speakers served by the program reported earning less than \$20,000 per year prior to September 11, 2001. In comparison, only 36% of non-Chinese speakers reported earning less than \$20,000 per year.

Finally, Chinese speakers tended to be older than other EAP participants, with a median age of 49, compared to the median age of 43 for all other EAP non-Chinese speaking participants.

Four New York City based service providers served the majority (82%) of the Chinese speaking population — Chinatown Manpower Project, Chinese American Planning Council, Consortium for Worker Education, and Wildcat Service Corporation. In contrast, F.E.G.S. and Seedco served 93% of the non-Chinese speaking professional/technical workers and 81% of the non-Chinese speaking service/production workers.

Chart 2: Profile of Chinese speaking EAP participants—Employment Assistance Program (n=7,334)

Age	25 and Under:	0.6%
	26-35:	7.1%
	36-49:	42.6%
	50-62:	42.0%
	63 and Up:	7.7%
Gender	Female:	84.8%
	Male:	15.2%
Language	Mandarin:	10.7%
	Cantonese:	65.0%
	Chinese:	19.0%
	Fujianese:	5.3%
Pre-9/11 Income	0-20k:	95.9%
	20k-45k:	4.0%
	45k-75k:	0.1%
Pre-9/11 Occupation	Manufacturing/Production:	87.7%
	Restaurant/Food Service:	4.6%
	Administrative Services:	0.8%
	Finance:	0.4%
	Other:	6.5%

Note: Data for language, pre-9/11 income and pre-9/11 occupation excludes missing data/unknowns.

Source: Safe Horizon and EAP database, September 2004.

Chart 3: Profile of pre-9/11 Non-Chinese speaking service/production workers—Employment Assistance Program (n=3,523)

Age	25 and Under:	5.4%
	26-35:	22.5%
	36-49:	45.9%
	50-62:	22.7%
	63 and Up:	3.5%
Gender	Female:	47.8%
	Male:	52.2%
Language	English:	60.4%
	Spanish:	25.4%
	French:	7.7%
	Other:	6.5%
Pre-9/11 Income	0-20k:	45.3%
	20k-45k:	54.7%
Pre-9/11 Occupation	Manufacturing/Production:	7.6%
	Restaurant/Food Service:	20.9%
	Administrative Services:	13.4%
	Vendors:	11.4%
	Other:	46.7%

Note: Data for language, pre-9/11 income and pre-9/11 occupation excludes missing data/unknowns.

Source: Safe Horizon and EAP database, September 2004.

B. Profile of EAP Non-Chinese speaking service/production Workers (3,143 clients—28%)

Non-Chinese speaking service or production workers made up the second largest cohort participating in the program. EAP participants who reported working in production, service, and other low to moderately paying occupations prior to September 11, 2001 are the most diverse group demographically, with an even division of men and women and a wide range of primary languages and different occupations reported.

Approximately 28% of EAP participants spoke languages other than Chinese, earned less than \$45,000 per year, and worked in a non-professional/technical job prior to September 11, 2001. Of those who reported language

information, more than half (60%) of these participants spoke primarily English, while Spanish (25%) and French (8%) were also common.

Members of this cohort tended to be younger than the Chinese speakers and the non-Chinese speaking professional/technical workers. The median age for the non-Chinese speaking service/production workers was 42, compared to a median age of 49 for the Chinese speakers and 44 for the non-Chinese speaking professional/technical workers.

Participants reporting earnings below \$45,000 were more likely than those reporting earnings above \$45,000 to have worked in manufacturing (7.6% v. 0.2%). However, this percentage is significantly lower than the 88% of Chinese speakers reporting manufacturing jobs. Other fre-

quently held jobs include restaurant and food services (21%), administrative services (13%), and vendors (10%).⁵

Nearly half of the members of this group were served by F.E.G.S., and Seedco served an additional 27%.

C. Profile of EAP Non-Chinese speaking professional/technical Workers (898 clients–8%)

This cohort includes those non-Chinese speaking individuals who reported working in professional/technical occupations or who reported earning more than \$45,000 annually prior to September 11, 2001. The group is predominantly male and reported speaking English as their primary language.

Approximately 8% of non-Chinese speaking EAP clients reported earning more than \$45,000 per year, holding a professional/technical job, or owning their own business prior to entering the program. More than half (56%) of these participants were male, compared to only 15% of the Chinese speakers and 52% of the service/production workers.

Almost 90% of this group reported speaking primarily English. Spanish (5%) was the second most frequently spoken language. The median age of the members of this group was 44.

A total of 29% of these workers reported employment in finance, accounting, or banking, 20% in computers /information technology, 18% in professional services, and 11% owned their own business.

These individuals were mostly provided services by one of two New York City-based providers, with over half (55%) served by F.E.G.S. and an additional 38% served by Seedco.

Chart 4: Profile of pre-9/11 Non-Chinese speaking professional/technical workers–Employment Assistance Program (n=898)

Age	63 and Up:	3.3%
	50–62:	26.9%
	36–49:	48.8%
	26–35:	18.9%
	25 and Under:	2.1%
Gender	Female:	43.8%
	Male:	56.2%
Language	English:	89.1%
	Spanish:	5.0%
	French:	1.1%
	Other:	4.8%
Pre-9/11 Income	0–20k:	11.8%
	20k–45k:	26.4%
	45k–75k:	39.5%
	75k–110k:	14.0%
	110k–150k:	5.2%
	150k and Up:	3.1%
Pre-9/11 Occupation	Finance:	28.8%
	Professional Services:	23.5%
	Computer/IT:	19.9%
	Small business owner:	10.2%
	Administrative Services:	5.1%
	Restaurant/Food Service:	4.4%
	Manufacturing/Production:	0.2%
	Other:	7.9%

Note: Data for language, pre-9/11 income and pre-9/11 occupation excludes missing data/unknowns.

Source: Safe Horizon and EAP database, September 2004.

⁵ One quarter of EAP participants in this group have missing occupational data.

Part Two: Statistical Data

Note: Participant demographic data was collected through January 31, 2004.

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Table 1: Age Distribution of EAP Participants

25-under	2%
26-35	12%
36-49	44%
50-62	36%
63-up	6%

Table 1A: Age Distribution by Service Provider

	CMP	CPC	CWE	F.E.G.S.	SEEDCO	Wildcat
25-under	0%	1%	4%	4%	3%	0%
26-35	8%	9%	10%	21%	17%	4%
36-49	43%	46%	46%	44%	46%	39%
50-62	40%	37%	34%	27%	29%	50%
63-up	9%	7%	6%	4%	5%	7%

Table 1B: Age Distribution by Reported Primary Language

	Chinese	English	French	Spanish
25-under	1%	4%	7%	6%
26-35	7%	21%	25%	25%
36-49	43%	47%	55%	47%
50-62	42%	24%	12%	19%
63-up	6%	3%	1%	3%

Table 1C: Age Distribution by pre-9/11 Reported Earnings

	< \$20k	\$20k-\$45k	\$45k-75k	\$75k-\$110k	\$110k-\$150k	\$150k-up
25-under	2%	3%	1%	0%	3%	5%
26-35	10%	21%	17%	15%	5%	0%
36-49	43%	46%	55%	52%	55%	50%
50-62	39%	26%	24%	28%	34%	41%
63-up	7%	4%	3%	5%	3%	5%

Table 2: Gender Distribution of EAP Participants

Female	72%
Male	28%

Table 2A: Gender Distribution by Service Provider

	CMP	CPC	CWE	F.E.G.S.	SEEDCO	Wildcat
Female	82%	79%	67%	54%	62%	91%
Male	18%	21%	33%	46%	38%	9%

Table 2B: Gender Distribution by Reported Primary Language

	Chinese	English	French	Spanish
Female	85%	50%	20%	44%
Male	15%	50%	80%	56%

Table 2C: Gender Distribution by pre-9/11 Reported Earnings

	< \$20k	\$20k-\$45k	\$45k-75k	\$75k-\$110k	\$110k-\$150k	\$150k-up
Female	81%	51%	40%	38%	35%	29%
Male	19%	49%	60%	62%	65%	71%

Table 3: Reported Primary Language Distribution of EAP Participants

Chinese	65%
English	22%
Spanish	7%
French	2%
Other	4%

Table 3A: Reported Primary Language Distribution by Service Provider

	CMP	CPC	CWE	F.E.G.S.	SEEDCO	Wildcat
Chinese	97%	98%	66%	26%	39%	98%
English	3%	2%	12%	52%	42%	2%
Spanish	0%	0%	2%	16%	16%	0%
French	0%	0%	16%	2%	1%	0%
Other	0%	0%	4%	4%	3%	0%

Table 3B: Reported Primary Language Distribution by pre-9/11 Reported Earnings

	< \$20k	\$20k-\$45k	\$45k-75k	\$75k-\$110k	\$110k-\$150k	\$150k-up
Chinese	88%	18%	2%	1%	3%	0%
English	7%	56%	86%	91%	92%	95%
Spanish	1%	16%	5%	2%	3%	0%
French	4%	7%	2%	0%	0%	0%
Other	1%	4%	6%	6%	3%	5%

Table 4: Pre-9/11 Occupational Distribution of EAP Participants

Manufacturing and Production	62%
Restaurant and Food Service	8%
Administrative Services	4%
Vendor	3%
Sales	3%
Finance/Accounting/Banking	3%
Computer/IT	2%
Other	15%

Table 5: Geographic Residence of EAP Participants

Manhattan	38.4%
Brooklyn	35.5%
Queens	15.3%
Bronx	4.8%
New Jersey	2.8%
Staten Island	1.3%
Other New York state	1.7%
Non-NY/NJ	0.2%

Part Three: Technical Notes and Definitions

Definitions

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

Effective Date: Effective dates for data in this report are for the period July 1, 2002 to January 31, 2004. While the Employment Assistance Program officially started on September 16, 2002, Safe Horizon began conducting information sessions and determining eligibility for EAP services in July 2002.

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

Eligibility Criteria: Individuals seeking services under the September 11th Employment Assistance Program were required to meet the following eligibility criteria:

1. Unemployed individual who was not employed/working at the time of eligibility determination and who became unemployed during the period September 11, 2001 to January 11, 2002.
2. Underemployed individual:
 - a. Re-employed: An individual who became unemployed at some point during the period September 11, 2001 to January 11, 2002, but currently employed at gross wages of less than 70% of pre-September 11, 2001 wage income.

- b. Reduction in earnings: An individual who experienced a reduction in earnings during the period September 11, 2001 to January 11, 2002 resulting in wages of less than 70% of pre-September 11, 2001 wage income and who is currently realizing gross wages of less than 70% of pre-September 11, 2001 wage income.

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

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

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

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

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

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

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

Data Collection

Safe Horizon, Inc. maintained the September 11th Fund's Ongoing Recovery Programs database. The final total number of individuals determined eligible for the Ongoing Recovery Programs was 15,149. The final EAP enrollment number was 11,390. The John J. Heldrich Center for Workforce Development maintained the Employment Assistance Program database. Percentages contained in this report are based on all data in entered fields and excludes missing values. Unknown values are identified in the text of the report. All transactions in the EAP database were inputted directly by employees of the designated EAP service providers between the period

September 2002 and September 2004. If errors were found in any fields, or fields left blank, the information was considered unknown.

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