



The Emerging Role of the Staffing Industry in the Employment of Persons with Disabilities

A Case Report on Manpower Inc.

by Peter David Blanck
Professor and Director
The University of Iowa Law,
Health Policy, and Disability Center

with Patrick L. Steele

About the Author

Peter David Blanck; Professor of Law, of Preventive Medicine, and of Psychology at The University of Iowa; is a member of the President's Committee on Employment of People with Disabilities and a former commissioner on the American Bar Association Commission on Mental and Physical Disability Law. Blanck received his Ph.D. in psychology from Harvard University and his J.D. from Stanford Law School. He has been a Senior Fellow of the Annenberg Washington Program and a Fellow at Princeton University's Woodrow Wilson School, Domestic Policy Institute, has written widely on the implementation of the Americans with Disabilities Act, and has received grants to study its implication. Blanck is director of The University of Iowa Law, Health Policy, and Disability Center.

About the Sponsoring Programs

The University of Iowa Law, Health Policy, and Disability Center provides a neutral forum, open to diverse opinion, for assessing the impact of related public policies. The program serves as a bridge between policymakers, industry officials, academics, the press, and the public. The opinions expressed herein are those of the author.

Iowa Creative Employment Options (Iowa CEO) is a division of The University of Iowa's Affiliated Program. Its mission is to strengthen Iowa's economy by targeting the human resource needs of businesses through the employment of people with disabilities. Iowa CEO services include consultation to businesses, research and demonstration projects, promotion of public policy, and market research.

Special Acknowledgment

The author would like to give special thanks to Patrick Steele with Iowa CEO for the time and energy he devoted in giving this report its focus and depth.

Acknowledgments

This project was funded in part by The University of Iowa, Iowa Child Health Specialty Clinics, Iowa Creative Employment Options/University of Iowa Affiliated Program, and The University of Iowa College of Law Foundation. This report would not have been possible without the generous support of the participants, Manpower staff, and client host employers. The author would like to thank the following individuals for their contributions to and participation in this report: at Manpower Inc.---Mitchell Fromstein, chairman and chief executive officer; Gretchen Kreske, Melanie Cosgrove Holmes, Shelly Funderburg, Pamela Brown, John Gavin, Jr., Mike Lynch, Jannene Elianson, Lisa Anderson, Josephine Zanghi, Nancy Kanicki, Chris Sciossia, Cheryl Lyons, Linda Hammersley, Moira Valeniano, Barbara Fryar, Phil Blair, Bob Katz, and Kathy Greco; at Iowa CEO--- Jack Hillyard and Shelly R. Hilsenbeck; at the UI College of Law---Heidi Berven and Kathy Tinker; at Rochester Rehabilitation Center---Francis Smith and Tom Gibbons; at Iowa Child Health Specialty Clinics---Judith Amundson.

Recommended Citation

Peter David Blanck, *The Emerging Role of the Staffing Industry in the Employment of Persons with Disabilities: A Case Report on Manpower Inc.* (Iowa City, Iowa, 1998).

© Peter David Blanck, 1998. Permission is granted for the not-for-profit reproduction and distribution of this report or portions thereof, provided that (1) proper copyright notice is affixed to each copy, and (2) Peter David Blanck is notified of such use.

**For Additional Copies, Alternate Formats,
or More Information Contact:**

Professor Peter David Blanck

The University of Iowa, College of Law

431 Boyd Law Building

Iowa City, Iowa 52242-1113

Telephone: 319/335-9043

Fax: 319/335-9019

E-mail: Peter-Blanck@uiowa.edu

Other Related Publications by the Author in This Area Include:

The Americans with Disabilities Act and the Emerging Workforce

The Americans with Disabilities Act: Putting the Employment Provisions to Work

Communicating the Americans with Disabilities Act---Transcending Compliance: A Case Report on Sears, Roebuck and Co.

Communicating the Americans with Disabilities Act---Transcending Compliance: 1996 Follow-up Report on Sears, Roebuck and Co.

Communications Technology for Everyone: Implications for the Classroom and Beyond

Disaster Mitigation for Persons with Disabilities: Fostering a New Dialogue

Contents

Executive Summary 6

**Part One: The Staffing Industry and the Employment
of Persons with Disabilities 8**

- A. Introduction 8**
- B. Background 9**
- C. Breaking Down Barriers to Work
Facing People with Disabilities 11**

**Part Two: Manpower and Its Emerging Workforce
of Persons with Disabilities 16**

- A. Ten Case Studies 16**
- B. Summary of the Findings 28**

Part Three: Conclusions 29

- A. Core Findings 29**
- B. Related Efforts by Manpower 30**
- C. Closing 32**

Select References 34

Executive Summary

Eight years after passage of the Americans with Disabilities Act (ADA), the unemployment rate among people with disabilities remains at more than 60 percent. The ADA has set a foundation for increasing equal employment opportunities for individuals with disabilities. More must be done however to enable qualified people with disabilities to join the American workforce.

The present report explores how the world's largest staffing firm, Manpower Inc., generates and sustains competitive employment opportunities for qualified workers with disabilities. The report uses in-depth interviews, observations, and archival data sources to examine the employment practices of Manpower.

The over-arching goal of the report is to stimulate discussion of employment placement strategies and policy initiatives that address the unemployment problem faced by millions of Americans with disabilities who want to work and who are capable of working.

The findings from this report, outlined in Parts Two and Three, suggest that the staffing industry provides one critical means for people with disabilities to move from unemployment to competitive permanent employment. The staffing industry uses job assessment services, temporary job assignments, and work skills training to help individuals with and without disabilities find their employment niche.

The job placement services identified in this report provide job seekers with opportunities to build a work history, experience different types of jobs, and increase their employment marketability and earning potential through enhancement of work skills.

The following five core implications are drawn from the present study of Manpower.

❶ *Unemployment to Employment.* Manpower effectively and promptly transitions people with disabilities from unemployment to employment. Ninety percent of the individuals studied in this report were at work within ten days of applying to Manpower.

❷ *Workplace Accommodation Costs Minimal.* The direct cost of accommodating workers with disabilities is low. There were no direct costs to Manpower or to its customer companies in accommodating the workers studied in this report.

❸ *Staying at Work.* Sixty percent of the individuals studied in this report moved from no employment to permanent employment. Annually, more than 40 percent of Manpower's entire workforce transitions to permanent work that is the direct result of the temporary job placements.

❹ *Choice in Work.* Ninety percent of the individuals studied were placed into an industry or job in which they expressed interest, and job placements were consistent with individualized work skills.

❺ *Retaining Work that Pays.* Ninety percent of the individuals studied remained in the workforce from the time of their first job assignment, earning above the minimum wage, either through a series of temporary job assignments or permanent employment.

These five core findings suggest important implications for policymakers, employers, and others in expanding employment opportunities for qualified

individuals with disabilities in ways that are consistent with the spirit and goals of the ADA.

Part One: The Staffing Industry and the Employment of Persons with Disabilities

A. Introduction

“We must look into the future, determine the employment and entrepreneurial opportunities the next century presents, and position ourselves so that we can benefit from these economic opportunities.”

Tony Coelho, Chairman of the President’s Committee on Employment of People with Disabilities

The unemployment rate for people with disabilities is a problem of national proportion. In this decade of the passage of the Americans with Disabilities Act, with the United States enjoying record low unemployment rates, there has been a relatively modest increase in the employment rate of people with disabilities. Data from the Census Bureau’s Current Population Survey in 1995 revealed that fewer than one-third of the more than sixteen million working-age noninstitutionalized Americans with work-related disabilities were employed.

The present study examines the central role the staffing industry plays in expanding competitive employment opportunities for persons with disabilities. On a daily basis, the staffing industry places millions of persons in America’s workplaces and assists them in making the transition from unemployment to employment, from one job to another, and from school to work.

This study examines the largest staffing industry firm in the world, Manpower Inc. Manpower puts close to two million people to work every year. Manpower’s employment processes evaluate, prepare, and place qualified workers into jobs. With

its individualized “reverse funnel” approach to job matching, Manpower focuses on what people can do and identifies several possible job opportunities for each applicant.

Part One of this report examines the staffing industry and its growth pattern over the past two decades. Part Two presents the findings from the study of Manpower involving an in-depth examination of the company’s assessment, training, and job placement practices. Detailed information is presented from ten case studies of workers with disabilities employed through Manpower. Part Three of the report sets forth the implications of the findings and highlights related initiatives by Manpower designed to enhance the employment of people with disabilities.

B. Background

“One critical element of our company’s success in hiring and retaining qualified workers with disabilities has been its investment in individualized worker assessments, training, and job-matching tools.”

Mitchell S. Fromstein, Manpower Chairman and Chief Executive Officer

Every year the United States spends more than \$109 billion in private and public support payments on people with disabilities. More than three million Americans with disabilities ages 16 to 64 receive Supplemental Security Income (SSI). Less than three percent of these people are working and earning more than \$500 per month. Less than one percent of individuals who receive Social Security benefits ever leave the Social Security rolls.

Addressing the employment problem of people with disabilities is a national concern. Presently the United States faces a labor shortage in many industries that directly impact the country’s future economic well being.

The temporary employment staffing industry recruits and provides workers to companies on an as-needed basis. The staffing industry has expanded rapidly during the past twenty-five years. Temporary employment placement has risen from 165,000 in 1972 to more than two million by 1995, reflecting an annual growth rate of more than 11 percent.

Nine out of ten businesses in the United States use the services of a staffing industry firm, according to a survey by Business and Legal Reports. More than one-third of the companies surveyed plan to increase their use of staffing industry services. The U.S. Bureau of Labor Statistics estimates that between the years 1994 and 2005 temporary employment opportunities will expand by more than 50 percent. Wholesale and retail trades and service industries make the greatest use of

temporary workers.

The largest staffing industry firm is Manpower Inc., a Fortune 500 company founded in 1948 and headquartered in Milwaukee, Wisconsin. Manpower annually places almost two million workers into employment through its 2,800 offices in 48 countries. Manpower's revenues have nearly doubled since 1991, with sales of \$8.9 billion for 1997.

Manpower's employment job placement mix in the U.S. is roughly 40 percent light industrial, 40 percent office, and 20 percent technical and professional assignments. Manpower provides workers with job opportunities in positions at all skill levels, including secretarial, file clerk, customer service representative, quality control inspector, production worker, laboratory technician, software engineer, and systems analyst.

Roughly 95 percent of Manpower's sales are generated from the business of providing supplemental temporary workers. The remainder of sales is derived primarily from job training services provided to employees of Manpower's customer companies. Manpower's initial focus as a provider of short-term workers has evolved into a complex human resource support service for its clients. For many smaller companies, Manpower acts as a de facto human resources department. The company has expanded its services to include sole-sourcing arrangements; provision of on-site human resources staff to manage supplemental staffing needs; staffing of special projects; employee evaluation, testing, and training; development of programs that transition temporary workers to permanent jobs; and job skill assessments and training services for permanent staff.

Manpower trains office personnel on more than 300 different software and hardware combinations and customizes job training programs for its larger business clients. Manpower was one of the first worldwide service firms to be certified under ISO 9000, the international standard for quality.

According to economist Richard Belous, “the temp help industry has become a key source of training and human development and is beginning to be viewed more as an industry that trains experts than one that represents unskilled labor.

C. Breaking Down Barriers to Work Facing People with Disabilities

“The ADA (Americans with Disabilities Act) did not impact our business dramatically. From inception, our company focused on what people can do in the workplace. That is our business, and that is how we create shareholder value.”

Mitchell Fromstein, Manpower Chairman and Chief Executive Officer

1. Focus on Abilities

Manpower works with people with disabilities in the same way as it works with people without disabilities---providing accommodations that are necessary and effective for job placement. The focus of the job placement process for all applicants is on individual abilities, job skills, and interests.

According to Manpower Senior Vice President Melanie Cosgrove Holmes, “Manpower believes that there are no unskilled workers. Every individual has skills and aptitudes that can be measured, and every job can be broken down into required tasks and essential skills.”

“Manpower’s applicant assessment procedures are systematized and individualized,” said Holmes. A 1997 case study of Manpower, conducted by the nonprofit organization Jobs for the Future, explained that assessments include in-depth interviews that gather information on an individual’s work history, skills, and job preferences.

Applicants complete various job skill assessments selected according to their abilities and interests. For its industrial division, Manpower uses its Ultradex system, a set of job skill tests designed for light industrial workers. Ultradex assesses work skills and abilities for general job categories.

Several job skill tests comprise the Ultradex system: Inspection, Sorting and Checking, Coordinated Rapid Movement, Tool-Related Assembly, PCB and Small

Parts Assembly, Aiming, and Logging Production. These tests demonstrate a person's proficiency in a variety of job tasks including spotting defects and inconsistencies, sorting objects by numbers, using a hand tool to assemble objects, and using rapid, continuous movements to complete a task of high precision. Further, Ultradex assesses a variety of basic work skills including eye-hand coordination, bi-manual dexterity, following a blueprint or a schematic plan, and using math skills such as calculating percentages.

Manpower has similar skill assessments for office workers. Manpower's SURESKILL tests assess proficiency in a variety of software packages including word processing, spreadsheet, and database management. These assessments show individual mastery of the software and are used to identify potential jobs and training paths for applicants. Other assessments are available for clerical jobs such as mailroom work, customer service, and call center positions.

Manpower's job skill tests are designed as work sample assessments. Actual samples of the work are incorporated in the assessments to provide a preview of essential tasks that employees may be required to do on the job and to measure their related skills and aptitudes.

The capacity to assess applicants' employment skills and job interests is crucial to effective job placement. "We don't put people into jobs just to fill a vacancy," said Manpower manager Nancy Kanicki of Hartford, Connecticut. "I present employers with workers based on the identified job qualifications and the work skills required. Through worker assessments, we determine whether an applicant has the job skills a customer needs and demands."

2. Match Worker Skills to Workplace Demands

“We’re out there every day meeting with employers and listening to their needs. Without this knowledge, we could not do our job of placing people into employment.”

John Gavin, Jr., Cedar Rapids, Iowa, Manpower Manager

Manpower regularly conducts labor market surveys, providing in-depth knowledge of local markets and the economic trends. Manpower staff track emerging labor market trends and related business demands.

Manpower collects labor market information from employers through its service representatives. Manpower staff complete Work Environment Service Call reports to assess customer expectations, physical details of the work area, work pace and dress requirements, hours and breaks, safety issues, parking, accessibility issues, and required equipment, software, and machinery tasks. “Safety is of utmost concern to us,” said Lisa Anderson, Manpower service representative. “We want all our employees to be in safe and healthy workplace environments.”

The Work Environment Service Call report gathers information on customers’ building accessibility and workplace accommodations available to workers with disabilities. Manpower conducts Work Environment Service Call reports at every customer business site. “We conduct an examination of our customer’s work culture and accessibility to workers with different disabilities,” explains Manpower Senior Vice President Melanie Cosgrove Holmes. “We convey this information to the individual placed at the work site to match worker skills to workplace demands.”

The assessment of customer needs, coupled with the ability to assess the job skills of applicants, enables Manpower to place qualified workers into jobs.

Manpower describes this job-matching process as a “reverse funnel.” In a typical

placement approach, job candidates are put in the large end of the “funnel” where one individual emerges as the most qualified person for the job. The “reverse funnel” approach enables an individual worker to emerge with multiple skills and job opportunities.

A Quality Performance program monitors Manpower’s job-placement matches. Customer companies evaluate Manpower employee performance, and Manpower employees appraise their job satisfaction. Other appraisals address Manpower staff performance, the validity of Manpower’s job skill assessments, and Manpower’s training programs.

In these ways, Manpower’s job-matching process is a comprehensive system designed to interview, evaluate, prepare, and assign qualified employees to jobs at customer company work sites. “Matching the right person to the right job is the key to our business success,” said Cheryl Lyons of the Washington, D.C. Manpower office. “We must make sure that the person we assign to the job has the skills and characteristics that our customer demands.”

3. Focus on Individualized Training

“The staffing industry will continue to devote substantial resources to assessment and job training as businesses look to staffing companies to provide skilled and experienced workers.”

Samuel Sacco, former Executive Vice President of the National Association of Temporary and Staffing Services

Annually the staffing industry invests hundreds of millions of dollars in job training and retraining of workers. According to estimates, staffing services spend approximately \$260 million on formal job skills training and another \$75 million on “soft skills” training, such as how a successful employee should conduct himself or

herself in the workplace. Staffing companies provide skills training to approximately 2.2 million people every year. As mentioned, a critical element of Manpower's success is its research and investment in worker training, job matching, and individualized assessment. According to CEO Fromstein, "Research on individualized worker assessment, job training strategies, labor market trends, and customer demand has been a core ingredient in Manpower's success."

Manpower offers its employees job skills enhancement through training programs provided to workers at no cost. This strategy has helped Manpower to identify emerging labor needs in the workplace and to design job training programs to foster these skills. Individualized skills training is available for each employee depending on his or her abilities and interests.

Manpower offers Skillware training for a range of office computer software, data entry, and customer service skills. "Skillware uses actual work situations to teach work skills," said Shelly Funderburg, Manpower's director of Employee Selection Systems. The cornerstone of the Skillware system is a computer-delivered instruction package that provides explanations and advice on software functions and applications. Skillware helps trainees become productive in a relatively short period of time, generally eight hours or less. The training is continually updated with new equipment and software programs that allow Manpower employees to meet customer needs. Skillware has been translated into nine languages. Manpower estimates that Skillware is delivered to more than 60,000 workers annually.

For its light industrial employees, Manpower provides individualized soldering training and education in Good Manufacturing Practices. The soldering training is

designed to provide individuals with job skills necessary to work in an entry-level position. The course takes about 30 hours to complete.

Manpower's TechTrack program is a self-directed instructional program designed for technical professionals. TechTrack offers job training at a range of levels and involves hands-on interactive training focusing on client/server systems, network, and operating system technologies.

TechTrack courses follow integrated learning paths designed to prepare job applicants for certification testing. "Manpower is experiencing strong growth in its technical services business that provides information technology managers and other professionals to customer companies," according to Senior Vice President Melanie Cosgrove Holmes.

Manpower offers job training in "soft job skills" through its "Putting Quality to Work" program. Through a series of videotapes and corresponding workbooks, employees learn phone, listening, and work skills necessary for successful interactions in the workplace. The videotape series portrays work situations such as co-worker relations, punctuality, and acceptance of supervision.

Manpower plans to make training available to its employees through an Internet site called the Global Learning Center (GLC). The GLC offers more than 300 TechTrack courses and in the future will offer the full range of Manpower's training programs. The GLC provides Manpower employees with free, instant access to training. Employees will be able to access the GLC through computers in Manpower offices or in their homes. The ability to tele-train at home will be a significant advantage for employees with and without disabilities.

Manpower's individualized training programs have shown a wide degree of practical application. Portland, Oregon Manpower Manager Linda Hammersley explains, "First-time job seekers and those who have experienced stretches of unemployment use Manpower's training to enter or re-enter the work force. In addition, individuals with work experience take advantage of individualized and self-directed training programs to increase their work skills and advance to better-paying jobs."

Part Two:
Manpower and Its Emerging Workforce
of Persons with Disabilities

A. Ten Case Studies

The information contained in this part was gathered from in-depth telephone and in-person interviews with applicants and employees with disabilities, Manpower staff, and client employers. The names of the individuals in the case studies were changed to protect their privacy. The ten case studies represent a cross-section of the case studies sampled, illustrating a diversity of disabilities, job placements, and geographical locations.

Case 1: The Placement Facts on Shelly Tillman, Hillsboro, Oregon

<i>Length of time from application to placement</i>	6 days
<i>Wage at first placement</i>	\$8.00/hr.
<i>Hours of training received</i>	0
<i>Consecutive months in employment from first placement</i>	24

Shelly Tillman had a purpose in mind when she applied to Manpower in May 1996. “I went to Manpower because I figured they would give me the chance to sample a variety of jobs,” said Shelly who as a child lost an arm due to cancer.

Within a week after applying to Manpower, Shelly was working. Her first assignment was with an insurance firm where she worked as an administrative assistant. After working three months, she was offered a position by the company, but she turned it down. “As the mother of three children, I was looking for a permanent position that would provide me the flexibility that I wanted,” she explained. “It was better for me to stay with Manpower.”

Shelly’s next assignment was with a high-tech company where she provided administrative support. This placement led to a permanent job offer that Shelly accepted. After a few months, Shelly returned to Manpower and accepted another assignment as an administrative assistant. Less than a month after starting this position, she was offered a permanent position and she accepted.

At her choice, Shelly works a part-time schedule that fits her family responsibilities. “My husband and I have never used daycare for our children, which is why a part-time schedule works for me,” she said.

As for her experience with Manpower, Shelly says, “They saw me for the things that I could do, not what I couldn’t do. When I was a kid and wanted to play softball, a coach wouldn’t let me because I only had one arm. I’ve never been able to let go of

that experience. Manpower has focused on my job skills.”

Shelly has requested no workplace accommodations. “What impressed me most about Shelly was that she never focused on her disability,” said Moira Valenziano, Manpower service representative. “Finding her the right permanent job was just a matter of time.”

In the future, Shelly and her husband aspire to own a home-based business. “Where I’m working now is wonderful; the hours fit my children’s activities. It’s our dream to eventually have our own business.”

Case 2: The Placement Facts on Brett Lawson, Portland, Oregon

<i>Length of time from application to placement</i>	<i>4 days</i>
<i>Wage at first placement</i>	<i>\$7.03/hr.</i>
<i>Hours of training received</i>	<i>0</i>
<i>Consecutive months in employment from first placement</i>	<i>36</i>

After twenty years of self-employment as the owner of a food service business, Brett Lawson was ready for a change. “I was tired of supervising people,” he said.

In 1995 Brett, who is blind, heard that Manpower was hiring for assembly work. He applied and was interviewed by a Manpower service representative. Brett completed an assembly skills assessment test, showing that he had above average job skills and work pace.

Four days later Brett received a telephone call from Manpower with a job offer to work as an assembler at a nearby factory that makes house locks. Two months later Brett accepted full-time permanent employment with benefits at the customer company as an Assembler II.

“I wasn’t looking for a temp-to-perm arrangement when I applied to Manpower,” he recalled. “It just evolved as my skills developed and my interest came into focus.”

Brett is certified in six different assembly positions. “Certification is achieved through assembling a specified number of parts within a certain time limit,” explains Manpower Manager Linda Hammersley. “Brett uses a variety of machines including a drill, a cruncher, and a grinder. His blindness has not posed problems at work.”

Brett has not requested workplace accommodations, other than the use of his seeing eye dog for mobility around the factory. “Too often people have these ideas about what blind people can do,” Brett said. “I think attitude is most important. I know many people say that they want to work, but when it comes down to it, maybe they don’t. I wanted to work, Manpower got me to work, and now it’s my responsibility to stay at work.”

Case 3: The Placement Facts on Jeff Tryon, Manchester, Conn.

<i>Length of time from application to placement</i>	5 days
<i>Wage at first placement</i>	\$7.00/hr.
<i>Hours of training received</i>	0
<i>Consecutive months in employment from first placement</i>	60

While Manpower’s workforce is diverse, with employees ranging in age from 18 to 80 years and from various backgrounds, there are groups of workers who find that working with Manpower fits their lifestyles. Jeff Tryon has worked for Manpower for more than five years. Jeff had several opportunities for permanent employment with customer companies at which he had temporary assignments. Until recently Jeff preferred to remain with Manpower.

“Jeff liked the freedom of working for Manpower,” explains Manpower Manager Nancy Kanicki. “During the ski season, Jeff works as an instructor in New Hampshire, and working with Manpower gave him the flexibility he needed.”

In 1998 Jeff took a permanent position with a local hospital in the maintenance department. The job offer was the result of a temporary assignment through Manpower. “I was surprised that Jeff took the job, since he has had many other offers,” said Nancy. “I hate to lose Jeff; he was a good worker. Our customers still request Jeff.”

Jeff is completely deaf and relies on a telephone relay system to communicate with Manpower staff. Jeff is adept at reading lips. “The only job accommodation Jeff asked for,” states Nancy, “was to make sure that co-workers didn’t turn their lips away from Jeff while they were talking; a ‘soft skill’ accommodation that cost the company nothing and enabled Jeff to do his job.”

Case 4: The Placement Facts on Greg Alden, San Diego, California

<i>Length of time from application to placement</i>	<i>6 days</i>
<i>Wage at first placement</i>	<i>\$7.50/hr.</i>
<i>Hours of training received</i>	<i>0</i>
<i>Consecutive months in employment from first placement</i>	<i>13</i>

An accident in the military resulted in the amputation of Greg Alden’s right arm. After receiving an honorable discharge, Greg entered college and received an associate degree in micro-computers. Greg spent the next several months applying for jobs in his field but had no luck.

At the suggestion of a friend, Greg applied to Manpower. Greg completed Manpower’s skill assessments for a computer operator. The results indicated that Greg had exceptional computer skills and needed no additional training. Greg recalls, “I remember applying to Manpower, and they had an assignment for me the next day.” At his job Greg is responsible for testing educational software that is designed for children. “I work independently,” Greg says. “The job is what I wanted and is a good match for my job skills and personal interests.”

Greg has remained in his position for more than a year. He requested no accommodations or assistive devices to do his work. “Both Manpower and the company are supportive. My disability is not a factor.” Manpower service representative Michelle Yates agrees. “We never disclose a worker’s disability when placing an individual on a job assignment. If an applicant has the qualifications that the employer requested, we make the assignment. Through our individualized skill assessments, Greg showed he was qualified for the job.”

For now, Greg hopes to continue employment through Manpower. “Even when there was a cutback in the number of temporaries on this assignment, I remained on the job,” he says. “I like the work, I’m paid well, and I find it interesting and challenging.”

Case 5: The Placement Facts on Rico Arenas, Washington, D.C.

<i>Length of time from application to placement</i>	1 day
<i>Wage at first placement</i>	\$14.12/hr.
<i>Hours of training received</i>	12
<i>Consecutive months in employment from first placement</i>	26

Rico Arenas accidentally found a Manpower office in his quest for employment. While Rico was looking for employment at the U.S. Postal Service headquarters in Washington, D.C., Rico’s mother had asked a woman at the Postal Service about employment opportunities for her son. The woman was not a Postal Service employee but Cheryl Lyons, the Washington, D.C. Manpower manager. Cheryl’s office had a service account with the Postal Service headquarters. “When Rico’s mother described his skills, I knew that we could find Rico a job,” Cheryl recalled. “I made an appointment to interview Rico the next day.”

Rico kept the appointment and started work shortly thereafter in the consumer affairs division of the Postal Service headquarters. “My disability is spinal muscular atrophy,” Rico says, “but my being in a wheelchair has not been a barrier to employment with Manpower.”

Over the next several months Rico held a series of long-term job assignments with Manpower. These positions included administrative assistant positions and jobs with a bank and a security company. One of these assignments resulted in a permanent job offer, but Rico turned it down. “I would have been making less money than what Manpower was paying,” he recalls.

Rico is currently working on a long-term assignment with the Postal Service headquarters performing database management. “Rico’s performance reviews have been excellent from all the accounts where he has worked,” Cheryl states. “He came

to us with excellent computer skills. We built on those skills by providing Rico with Skillware training.”

Rico has requested no workplace modifications at his job assignments. Rico requested and was provided a parking spot close to the Postal Service building.

Rico plans to continue employment with Manpower. “There have been no gaps in employment for me,” he states. “When I finish an assignment, Manpower has another one waiting. I like the temping arrangement because it exposes me to new jobs and new people.”

Case 6: The Placement Facts on Valerie Meyer, Vernon Hills, Illinois

<i>Length of time from application to placement</i>	9 days
<i>Wage at first placement</i>	\$9.00/hr.
<i>Hours of training received</i>	32
<i>Consecutive months in employment from first placement</i>	4, 12

More college graduates are using the services of staffing companies to help them enter the workforce. This is the route to employment taken by Valerie Meyer. Valerie graduated from college with an associate degree in business management and marketing. But Valerie found it difficult to find employment. Although she uses a wheelchair, Valerie did not think that this was a barrier to employment. “I think that it was more my lack of employment experience,” she said.

After months of trying to find employment in her chosen field, Valerie, at the suggestion of her father, applied to the Manpower office in Vernon Hills, Illinois. “I felt that Manpower could provide me work experience and additional computer training,” Valerie recalls.

Manpower’s skill assessments confirmed Valerie’s ability to perform complex computer data entry tasks. Through Manpower’s training program, Valerie increased her computer keying speed and learned other financial management computer programs.

Valerie’s first work assignment with Manpower was in a data entry position and lasted six days. Valerie waited three months before getting another work assignment, which lasted four months; this job was followed by another three- month period of no work.

In early 1996 Valerie received a temporary assignment at *Nursing Spectrum* magazine. After one year of working at the magazine as a Manpower employee,

Valerie was hired as a permanent customer service representative. Melyni Serpa is Valerie's supervisor at *Nursing Spectrum*. "Valerie was one of 60 people that Manpower provided us for the particular project that we had. We knew that when the project ended we were going to hire one person. After observing Valerie's work, we knew that she was the right person for the job."

Valerie did not request any workplace accommodations. "We installed an automatic door opener for a restroom to make it easier for her and for other visitors to our offices," Melyni says. As for hiring practices at *Nursing Spectrum*, "disability is a non-factor," states Melyni. "We had no fears about hiring individuals with disabilities."

At *Nursing Spectrum* Valerie answers phones and performs data entry tasks. "I'm enjoying my work and the people I work with," she says. "This is the kind of job that I wanted." As for her experience with Manpower, Valerie says, "I didn't know what to expect when I first applied. But it turned out well and I'm staying at work."

Case 7: The Placement Facts on Linda Hibbs, Rochester, New York

<i>Length of time from application to placement</i>	<i>10 days</i>
<i>Wage at first placement</i>	<i>\$10.10/hr.</i>
<i>Hours of training received</i>	<i>400</i>
<i>Consecutive months in employment from first placement</i>	<i>6</i>

After obtaining an associate degree in food service in 1993, Linda Hibbs of Rochester, New York, was looking forward to starting work. “I wanted to get off Social Security benefits,” said Linda, who has a mental health disability. “At last I felt that I had the work skills to get a good-paying job.”

Linda’s plans were derailed when she had to have hip replacement surgery. “My doctor told me that I would not be able to work food service because being on my feet would strain my hip and knee.”

Linda contacted the Social Security office and asked them where she might go for help in finding employment. Linda was advised to contact the office of the New York Vocational and Educational Services for Individuals with Disabilities. A counselor referred her to the Rochester Rehabilitation Center for the Skillware computer training program with Manpower.

“I started the Manpower training program in July 1997,” Linda said. “It was an excellent program for me. I was able to work at my own pace and received the help that I needed.”

As she neared completion of the training, Linda used her lunch hours to seek permanent employment. “It was my goal to have a job when the training was over,” she stated. Linda received a permanent job offer in October and started work in November. “I work as a customer representative for a computer tech company. Without the Manpower training program, I would not have gotten this job.”

Linda is now on maternity leave but will return to work in August. As for getting off Social Security, she has nearly accomplished that goal. “I’m finally working at a job that pays me enough and provides good health insurance and benefits. I have always wanted to be independent.”

Case 8: The Placement Facts on Zach Freeman, Forest City, Iowa

Length of time from application to placement 10 days
Wage at first placement\$5.88/hr.
Hours of training received0
Consecutive months in employment from first placement 12

Zach Freeman, who is blind, wanted packaging and assembly work. A large corporation operated a plant in Zach’s hometown of Forest City, Iowa. A friend who was working for Manpower at that plant suggested that Zach apply to the Manpower office in nearby Albert Lea, Minnesota.

Mary Mudra, Manpower manager in Albert Lea, remembers, “Zach’s work history included packaging and assembly work; we knew Zach had the skills to work.” Zach requested no accommodations at his work site where he packages various products. Zach uses the same shrink wrap and taping machines used by his co-workers who are not blind. Zach uses his seeing eye dog to help him with mobility around the plant. Zach’s Manpower supervisor, Jannene Elianson, says that Zach gets along well with his co-workers. “He has a good work ethic and a great attitude.”

Zach works a part-time schedule, 20 to 25 hours per week, at his choice. Part-time work is not that unusual according to Elianson. “Many of our employees do this because they’re in school or for family reasons. This flexibility allows us to attract and retain strong workers.” Zach says, “Working part-time lets me do the other things in my life.” As for the future Zach says, “Eventually I want to work as an emergency dispatcher.”

Case 9: The Placement Facts on Bart Duggan, Iowa City, Iowa

Length of time from application to placement 1 day
Wage at first placement\$6.00/hr.
Hours of training received0
Consecutive months in employment from first placement 12

Bart Duggan graduated from Wayne State in Nebraska in 1994 and worked for a year as a library reference assistant. Bart moved to Iowa City in 1995 and sought employment during the next two years. In 1997 Bart applied to the Manpower office in Iowa City, Iowa, for assistance in finding long-term employment in an office or clerical setting. Bart was placed the next day in an industrial job. “Bart’s first choice was office work, but he also was willing to do light industrial jobs,” said Manpower service representative Lisa Anderson.

Over the year that he has worked for Manpower, Bart had a number of work assignments in telemarketing, packaging, and assembly positions. Bart’s assignments with Manpower have been short-term, two to seven days in length.

Transportation to work has been a barrier to employment for Bart. Due to his epilepsy, Bart is unable to drive. Bart’s condition has forced him to turn down some work assignments and has limited the kind of jobs he can do.

Bart has been offered data entry positions, but until recently he had turned them down. Bart believed that he did not have the job skills for this kind of work. Presently Bart has accepted a long-term position where he is working as a customer service representative.

“We have been trying to get Bart a long-term assignment in an office setting,” said Lisa. Bart hopes that this placement will lead to a permanent job. “It has been okay doing short-term placements,” Bart says, “but I’m hoping for something permanent.”

Case 10: The Placement Facts on Jack Lind, Rochester, New York

Length of time from application to placement1 day
Wage at first placement\$10.10/hr.
Hours of training received490
Consecutive months in employment from first placement18

On Memorial Day Weekend 1996 Jack Lind fell and broke his wrist. The fracture was severe, and he lost more than 50 percent of the strength and mobility in his wrist. Although the injury occurred more than two years ago, Jack requires ongoing therapy.

Prior to his injury, Jack was a co-owner of a moving company. However, the wrist injury and subsequent disability required him to find another line of employment. Jack was referred to the Rochester Rehabilitation Center for computer training by New York’s Vocational and Educational Services for Individuals with Disabilities. The Rochester Rehabilitation Center, in a joint training program with Manpower, provides computer training programs for people with disabilities. An integral part of the computer training is the Manpower Skillware program.

Jack opted to take the Client Support Administrator curriculum that trains individuals to work in “help desk” positions. Prior to completing the 14-week program, Manpower Training Center Manager Josephine Zanghi inquired whether Jack would be interested in accepting a permanent position with Manpower as a Skillware training administrator. “I wasn’t thinking about working for Manpower when I started my training,” Jack recalled. “The more I thought about it, the more the position seemed a perfect fit for me, since I like working with people.”

Jack is responsible for administering Skillware training to Manpower employees and trainees from the Rochester Rehabilitation Center. “My primary responsibility is

to make sure that every trainee gets the full benefit of Skillware,” he said. Because Skillware is a self-paced program, it is able to accommodate the needs of trainees with disabilities. “If people need to, they can take breaks as necessary,” Jack says. “People work at their own individual pace, which is why the training is effective.”

Jack estimates that more than 90 percent of the trainees from the Rochester Rehabilitation Center find permanent employment after completion of the training. “That kind of success sells the program.”

B. Summary of the Findings

The following summary findings are derived from the ten case studies sampled in this report.

1. Placement Summary Findings

Length of Time from Application to Placement (Range).....	1 day to 14 days
Starting Hourly Wage (Range)	\$5.88 to \$14.12
Starting Hourly Wage (Average)	\$8.47
Hours Training (Range)	0 to 490
Placed in Industry of Choice (Actual)	9 of 10
Consecutive Months in Employment from First Placement (Range)	4 to 60
Workplace Accommodation Direct Costs	\$0
Incidence of Work Site Injury	0
Cost Due to Work Site Injury	\$0

2. Nature of Workers' Disabilities

Physical Disability	3
Visual Impairment	2
Amputee	2
Deaf	1
Epilepsy	1
Mental Health	1

3. Job Types

Administrative Assistant	3
Computer Operator and Trainer	3
Factory Assembler and Packager	2
Maintenance	1
Data Entry	1

Part Three: Conclusions

A. Core Findings

This report has examined Manpower's effort to assist people with disabilities to secure and maintain competitive employment. Although the experiences of any single study are insufficient for drawing sweeping conclusions about the staffing industry's role in helping people with disabilities bridge the gap between unemployment and employment, five core implications emerge.

❶ *Unemployment to Employment.* Manpower effectively and promptly transitions people with disabilities from unemployment to employment. Ninety percent of the individuals studied in this report were at work within ten days of applying to Manpower.

❷ *Workplace Accommodation Costs Minimal.* Consistent with prior studies, the direct cost of accommodating workers with disabilities is low. There were no direct costs to Manpower or to its customer companies in accommodating the workers studied in this report.

❸ *Staying at Work.* Sixty percent of the individuals studied in this report moved from no employment to permanent employment. Annually, more than 40 percent of Manpower's entire workforce transitions to permanent work that is the direct result of the temporary job placements.

④ *Choice in Work.* Ninety percent of the individuals studied were placed into an industry or job in which they expressed interest, and job placements were consistent with individualized work skills.

⑤ *Retaining Work that Pays.* Ninety percent of the individuals studied remained in the workforce from the time of their first job assignment, earning above the minimum wage, either through a series of temporary job assignments or permanent employment.

These five core findings suggest important implications for policymakers, employers, and others in expanding employment opportunities for qualified individuals with disabilities in ways that are consistent with the spirit and goals of the ADA.

B. Related Efforts by Manpower

1. High School/High Tech

One successful school-to-work initiative in place for students with disabilities is High School/High Tech. Sponsored by the President's Committee on Employment of People with Disabilities, High School/High Tech is designed to engage and prepare students with disabilities for competitive employment in technology-based industries.

High School/High Tech incorporates a mix of learning experiences, including corporate site visits, mentoring, job shadowing, job training summer camps, and paid internships.

There are seventeen High School/High Tech programs in the United States. The program in Cedar Rapids, Iowa, serves five local school districts and has more than 15 local business partners. One of these partners is Manpower, an early supporter of High School/High Tech in Cedar Rapids. Manpower franchise owner John Gavin explains why: "People with disabilities are a large and untapped source of workers. A program like High School/High Tech helps companies like Manpower prepare a new generation of workers for employment."

Gavin has made his Manpower computer training facility available at no cost to High School/High Tech participants and provides participants paid employment experiences. John Nietupski, High School/High Tech director in Iowa, welcomes the participation of Manpower. "Manpower has helped us expand the types of meaningful work experiences that we can provide students," he said.

Dick Sheppard of the President's Committee comments that Cedar Rapids is the only High School/High Tech program in the country partnering with a staffing industry company. "Employers will be watching how the partnership works in Cedar Rapids," Sheppard said. "Manpower has much to offer students in the way of job assessment,

training, and future placement.”

2. Rochester Rehabilitation Center

A unique partnership in Rochester, New York, is helping individuals with disabilities develop the job skills and training that they need to secure employment. The Rochester Rehabilitation Center and Manpower have completed the first year of a program that has helped more than 50 individuals with serious disabilities obtain permanent employment in the Rochester area.

The Rochester Rehabilitation Center contracts with Manpower for skills training for jobs such as client support administrator, information coordinator, information process specialist, and service representative. According to Manpower Training Center Manager Josephine Zanghi, the job training programs are based on the labor market needs of Rochester employers. “The Rochester Rehabilitation Center’s Business Advisory Council helped develop the Client Support Administrator job training program,” Zanghi said. “Based on our own knowledge of the local labor market, we designed training programs for many positions.”

Frances Smith of the Rochester Rehabilitation Center explains that the training program takes about eleven to fourteen weeks to complete, using Manpower’s Skillware for the computer training. “Trainees also take a soft-skills program to enhance their people skills in today’s competitive workplace,” Smith says. “With the combination of the hard- and soft-skills training, trainees are well prepared for competitive employment.”

New York’s Vocational and Educational Services for Individuals with Disabilities provides referrals and funding for the program. Smith estimates that it costs between \$4,000 and \$5,000 to train a participant. Zanghi points out that while Manpower’s

primary role is to provide job-skills training, “issues that trainees face related to their disabilities are addressed by the Rochester Rehabilitation Center.”

One of the strengths of the program is that Manpower’s Skillware program allows trainees to proceed at an individualized pace. With one successful year behind them, Zanghi and Smith believe that the program may serve up to one hundred trainees this year. “We are receiving a large number of referrals to the program,” Smith states. “Manpower is not just doing this to expand its business, it is committed to our community to provide job services to those many qualified workers who have disabilities and want to work.”

C. Closing

The present report is part of a series that examines issues central to employment integration and economic growth for the workforce of persons with disabilities.

Although in the past two decades there has been a dramatic shift in attitudes toward persons with disabilities, disability policy continues to reflect an under-emphasis on initiatives for equal employment opportunity.

The investigation of Manpower highlights that the passage of the ADA alone did not change attitudes about the importance of equal employment opportunity for qualified workers with disabilities. Three central factors stand out as necessary for persons with disabilities to obtain and retain equal employment. These factors include access to education; to job-skill assessment, development, and training; and to adequate health insurance. As highlighted by this report, Manpower has developed useful and economically sound employment placement strategies in support of these goals.

The analysis of Manpower and the staffing industry provides a springboard for discussion about evolving employment policy and corporate practices affecting millions of persons with disabilities. This report illustrates the ways in which Manpower assists individuals with disabilities to transition from unemployment to temporary work and to permanent employment.

More dialogue, research, and corporate leadership are needed to further these discussions. This undertaking will shape the lives of the next generation of citizens with disabilities who have experienced integrated education and who will become an integral part of America's competitive workforce of the next century.

Select References

Helen Axel, "Contingent Employment," *HR Executive Review* 39(2): (1995), p. 22.

Richard S. Belous, "The Rise of the Contingent Workforce: Growth of Temporary, Part-Time, and Subcontracted Employment," *Looking Ahead* 19(1): (1998), pp. 2-24.

Richard S. Belous, "The Rise of the Contingent Workforce," (1997).

Heidi M. Berven & Peter David Blanck, "The Economics of the Americans with Disabilities Act: Part II---Assistive Technology and Invention," *Notre Dame Journal of Law, Ethics, & Public Policy* 12: (1998).

Peter David Blanck, "The Americans with Disabilities Act and the Emerging Workforce," (Washington, D.C.: American Association on Mental Retardation, 1998).

Peter David Blanck, "The Economics of the Employment Provisions of the Americans with Disabilities Act: Part I---Workplace Accommodations," *DePaul Law Review* 46: (1997), pp. 887-914.

Peter David Blanck, "Communicating the Americans with Disabilities Act---Transcending Compliance: 1996 Follow-up Report on Sears, Roebuck and Co.," *The Annenberg Washington Program Reports* (Washington, D.C.: The Annenberg Washington Program in Communications Policy Studies of Northwestern University, 1996).

Peter David Blanck, "Communications Technology for Everyone: Implications for the Classroom and Beyond," *The Annenberg Washington Program Reports* (Washington, D.C.: The Annenberg Washington Program in Communications Policy Studies of Northwestern University, 1994). Available in CD-ROM format (1995).

Peter David Blanck, "Employment Integration, Economic Opportunity, and the Americans with Disabilities Act: Empirical Study from 1990-1993," *Iowa Law Review* 79(4): (Iowa City: University of Iowa, 1994), pp. 853-923.

Peter David Blanck, "Communicating the Americans with Disabilities Act, Transcending Compliance: A Case Report on Sears, Roebuck and Co.," *The*

Annenberg Washington Program Reports (Washington, D.C.: The Annenberg Washington Program in Communications Policy Studies of Northwestern University, 1994).

“Contingent Workers Said to Comprise 25% of U.S. Workforce,” *Staffing Industry Report* 8(15/16): (August 22, 1997), pp. 9-10.

Bob Dole, “Are We Keeping America’s Promises to People with Disabilities--- Commentary on Blanck,” *Iowa Law Review* 79(4): (Iowa City: University of Iowa, 1994), pp. 925-34.

Equal Employment Opportunity Commission, “Enforcement Guidance on Contingent Workers,” (December 3, 1997).

Executive Order 13078: Increasing Employment of Adults with Disabilities, *Federal Register*, 63 FR 13111 (March 13, 1998).

Tom Harkin, “The Americans with Disabilities Act: Four Years Later-- Commentary on Blanck,” *Iowa Law Review* 79(4): (Iowa City: University of Iowa, 1994), pp. 935-39.

Richard Melcher, “Manpower Upgrades Its Resume,” *Business Week* (1996), pp. 81-82.

National Council on Disability, “Removing Barriers to Work: Action Proposals for the 150th Congress and Beyond,” (September 24, 1997).

Lewis Segal & Daniel Sullivan, “The Growth of Temporary Services Work,” *Journal of Economic Perspectives* (1997), pp. 117-36.

Rochelle Sharpe & Carl Quintanilla, “Off the Dole: Temporary-Help Firm Targets Urban Poor as Its Next Labor Pool,” *Wall Street Journal* (New York: July 9, 1997), p. A1.

Skills Assessment, Job Placement and Training: What Can Be Learned from the Temporary Help/Staffing Industry? An Overview of the Industry and a Case Study of Manpower Inc., *A 1997 Update by Jobs for the Future* (Boston, MA: February 1997).

Bruce Steinberg, "Temporary Help Services 1996 Performance Review,"
Contemporary Times (1996).