WASHINGTON, Feb 28 (AP) -- A new study says that despite a history of urban riots the United States has not learned how to improve inner cities and stop the cycle of upheaval.

The riots in Los Angeles last spring underscored the lack of Federal efforts to erase the racial and economic discrimination that led to riots as far back as 1919, said the report, released Saturday by the Milton S. Eisenhower Foundation to coincide with the 25th anniversary of a widely publicized report by the Kerner Commission.

In 1968, the commission concluded that the United States was "moving toward two societies, one black, one white-separate and unequal.

In its report, the Eisenhower Foundation, a Washington organization that maintains anticrime programs in several cities, said: "We can reflect, again, on the same moving picture-now the April 1992 riots in South-Central Los Angeles. Congress and the White House misunderstood the problem. They then constructed a solution that flew in the face of what really did work."

After the Los Angeles riots, Congress passed a $1.3 billion package of small business loans and summer jobs. Another plan, vetoed by President George Bush, focused on urban enterprise zones and drug-enforcement efforts.

Instead, said Dr. Lynn A. Curtis, author of the Eisenhower report, the Government should focus on training for high-technology jobs, affordable housing and community development banks that can finance inner-city projects.

The foundation also urged the Government to make these changes:

- Focus on drug treatment and prevention, rather than interdiction.
- Reorganize the Job Training Partnership Act to focus more on unemployed inner-city youths.
- Turn responsibility for building low-income housing over to nonprofit organizations, rather than profit-seeking developers.
- Spend $15 billion more a year in programs for inner-city youths, and an extra $15 billion in inner-city infrastructure, for 10 years.

The Kerner panel, also known as the National Advisory Commission on Civil Disorders, was convened by President Lyndon B. Johnson to find what caused urban riots in the late 1960s.