

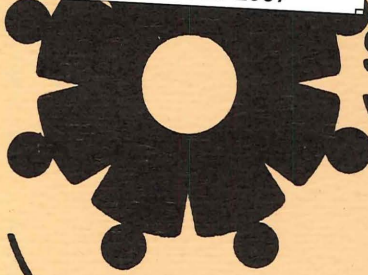
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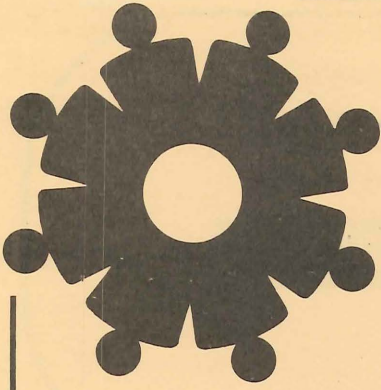
**State Council on
Vocational Technical Education**
STATE OF MINNESOTA

**Perkins-JTPA Evaluation
of Coordination
Effectiveness**

March 1987

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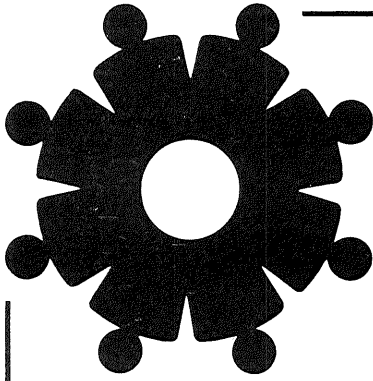
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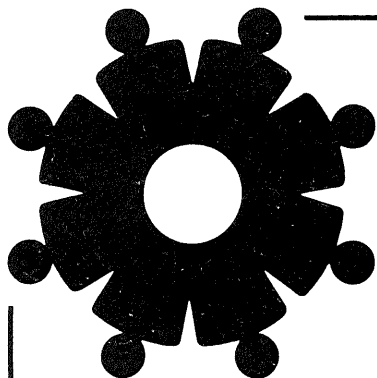
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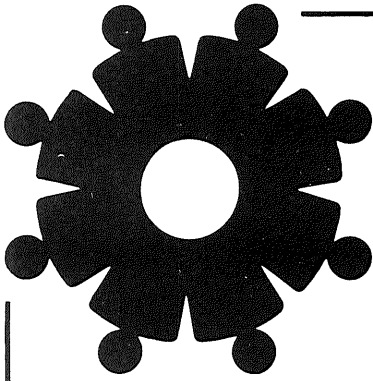
Perkins-JTPA Coordination Evaluation: An Evaluation
of the Coordination between the Program Delivery
Systems in Minnesota Assisted under the
Carl D. Perkins Vocational Education
Act and the Job Training
Partnership Act

March, 1987



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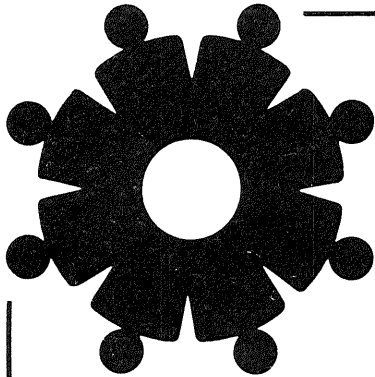


I. Introduction

At least once every two years, the State Council on Vocational Technical Education is to evaluate and make recommendations to the State Board of Vocational Technical Education on the adequacy and effectiveness of the coordination between the program delivery systems assisted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA). In addition to reporting its findings and recommendations to the Board, the Council is to report also to the Governor, the Governor's Job Training Council, and the U.S. Secretaries of Education and Labor.

This report represents the first of a three-phase evaluation. In this report the Council examines those components of the program delivery system assisted specifically under Eight Percent Funds provided to the Board under JTPA by the Governor's Job Training Council. The second phase of the evaluation to be conducted during 1987-88 will examine additional programs which are funded through the Governor's Job Training Council. The third phase will provide for a closer examination of those aspects of coordination, identified in the first two phases, that appear to need further study.

JTPA states that eight percent of the money that Minnesota receives under the act for job training programs should be used by the Governor to provide financial assistance to any state education agency responsible for education and training. Services to eligible participants are to be provided under cooperative agreements between the education agency and the authority responsible for administering the state's JTPA monies. These funds may be used to provide education and training, including vocational education services. In Minnesota, the Governor's Job Training Council has assigned eight percent of its annual allotments (less not more than 20 percent of the eight percent for administrative costs and technical services) to be used for programs proposed by the Board in its annual State Plans for Vocational Technical Education. Thus, approximately 80 percent of the Eight Percent Funds are directed by formula or funding of proposals to the state's service delivery areas (SDAs). The remaining 20 percent are used by the Board and the Governor's Job Training Council to (a) administer and mandate programs, (b) provide staff support and program funding recommendations to the Governor's Job Training Council, and (c) provide technical assistance to state and local education and employment and training agencies to facilitate the development of cooperative programs.



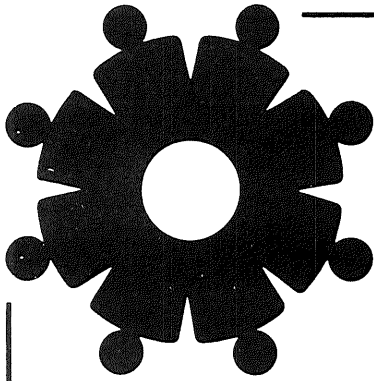
II. Elements of Coordination Criteria

Minnesota's Office of Full Productivity and Opportunity and the Governor's Job Training Council offered criteria by which to gauge the coordination between the program delivery systems under the Board and the Governor's Job Training Council. Assisting the Office of Full Productivity and Opportunity, the Governor's Job Training Council set forth criteria for the design of service plans. Written agreements were expected "to describe each entity's perspective roles and responsibilities with regard to provision of services such as (a) intake, referral and recruitment, (b) job search/job seeking skills, and (c) employer contacts, job openings and placement."

Specific coordination with Minnesota's technical institutes was to include: (a) provision of education and training services to public assistance recipients, (b) identification and provision of resources to provide additional services to target groups having remedial needs, and (c) more on-site placement services.

The Office of Full Productivity and Opportunity has expressly supported coordination of job training and vocational education programs. It has recommended a priority ranking for coordination activities of postsecondary vocational technical programs for recipients of public assistance. The listing below shows the priority ranking for coordination activities for JTPA clients:

1. Specific targeting of services.
2. Focus on basic skill and remedial education.
3. Recruitment.
4. Identification and tracking.
5. Course auditing.
6. Expansion of small business and management programs.
7. Communication with social service agencies providing employment and training services.
8. Exclusion of child care expenses from instructional cost computation.
9. Resolution system for regulatory and benefit-qualification problems.
10. Improved vocational assessment and counseling.
11. On-campus child care.
12. Financial assistance for part-time students.
13. Customized training for those hiring public assistance recipients.



III. Evaluation Design

There is no question that the use of all of the criteria outlined in the preceding section would provide an exhaustive assessment of the adequacy and effectiveness of the coordination between the program delivery systems assisted under the Perkins Act and JTPA. However, limited resources preclude such an undertaking in assessing the coordination of the Eight Percent Funds. A more restrained but targeted assessment is employed instead.

The programs of the Board financed with Eight Percent Funds are allocated either by formula (60 percent) to the SDAs or through funding of proposals (20 percent), selected through a request-for-proposals (RFP) process. Submission of program plans are required under both types of allocation and incorporated into a contract.

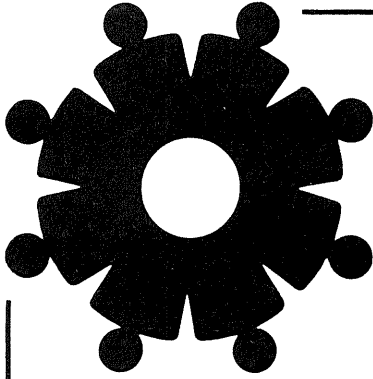
Assessment of coordination activities will consist of an examination of the program plans and reports of the programs occurring during program year 1984 (PY 84). These are the programs which began July 1, 1984, and were completed by June 30, 1985. Although another year of programs has been completed (PY85), the final reports on these programs are not yet available for use in this evaluation.

The program plans will be examined for evidence of coordination activity using criteria related to those proposed by the Office of Full Productivity and Opportunity and are compatible with this Council's resources. These criteria are adopted in part, from those suggested by Joe Samargia, Commissioner of Jobs and Training, in a memorandum on pre-proposals for JTPA coordination funds. In Section 14, Cooperation, he stated:

Fostering interagency cooperation is one of the intents of the Jobs Training Partnership Act. Cooperation is more than simply requesting that an agency sign a proposal. Pre-proposals should be based on the common utilization of resources of all involved agencies. A joint application, a joint planning process, common clients, joint revenue contributions and shared personnel are all evidence of cooperative programming.

These suggestions, and those of Board staff, lead to the development of three coordination criteria for this report:

1. Degree of organizational and institutional involvement. The degree of organizational and institutional involvement is a major coordination criterion. The greater the number of agencies involved in providing services as part of a project, the greater the effort required to see that services are coordinated to meet the needs of the project clients. Personnel are often shared by one or more agencies, as are facilities and other resources.
2. Source and nature of matching revenues. The SDA must demonstrate that JTPA funds for a project are matched by local funds.
3. Commonality of clients. The nature of the client population may serve to preclude or inspire coordination. It would appear that the more diverse the characteristics and needs of those persons in a client population, the greater effort required to achieve coordination, particularly as the number of agencies in the project increases.



IV. Evaluation of Coordination Activities

Data were gathered on the 20 projects financed with Eight Percent Funds for program year 1984. (See Appendix.) Three criteria, previously described, were used to analyze the coordination activities of these projects. These criteria are (a) the degree of organizational and institutional involvement in a project's activity, (b) the source and nature of matching revenue contributions, and (c) commonality of clients.

Criterion 1: Degree of Organizational and Institutional Involvement

The services of a secondary or postsecondary educational institution were used in the projects. Most often the educational institution was a postsecondary technical institute. One project facilitated students' transition from secondary to postsecondary education and/or to employment. In many cases the projects utilized the services of a technical institute as one of a number of postsecondary educational options, including courses and programs offered by the state university and community college systems. In each of these postsecondary educational experiences an effort was made to foster the clients' development of technical, job-related skills. In some cases a project provided students already in attendance at a technical institute with additional, supplementary support services. In most cases the projects involved an educational experience designed to lead to employment or development of employment-related skills.

These projects also utilized other state, local, and community-based organizations to provide support services for the JTPA eligible clients. These special services were provided before, during, and after clients completed a course or program and usually included assessment, counseling, tutoring, placement, and follow-up contacts. Some projects directed particular services for certain groups. However, most often all of a project's services were available to all of the clients.

In at least half of the projects, the SDA organization also participated in at least a limited way. This participation involved preparation of clients' employment development plans and placement assistance.

Participation of state, local, and community-based organizations were also involved in the coordination of these projects. The advice and assistance of these organizations involved having organizational representatives on the campus

of the educational institution and these representatives would become part of the project's decision-making body. Often organizations' advocacy role for a particular client group such as the learning disabled, displaced homemakers, or chemically dependent individuals had also played a part in the instigation of the Eight Percent Funds projects and had been involved in the special ad-hoc committees or task forces which developed the project plans. A result of these numerous coordination activities was that the relationship between the educational institutions and the state, local, or community-based organizations became strengthened. The state, local, or community-based organizations also often provided a continuation of services at the termination of the project.

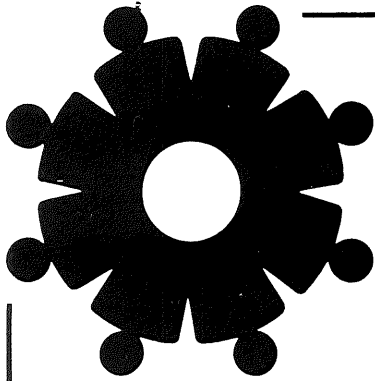
Criterion 2: Source and Nature of Matching Revenues

Projects typically received funding from numerous sources including foundations, local school districts, local community-based organizations, educational and social service agencies which are state funded, educational grants, student resources, and for-profit organizations. It may be that projects relying primarily on state educational aid to match JTPA funds may not require the same coordination efforts as projects which received financial contributions from outside agencies.

The projects all matched or exceeded the JTPA funds awarded. Approximately half of the projects relied upon educational aid received for each student in an educational program for at least 50 percent of their match of the JTPA funds. Six projects used sources such as cash donations or cash and professional time donations from organizations which were not state-education based.

Criterion 3: Commonality of Clients

This criterion addresses the issue of how the nature of the client groups can affect the degree of coordination. Because JTPA clients are economically disadvantaged, they are afflicted with a wide range of conceivably handicapping conditions. The conditions may include lack of academic or job skills, physical handicaps, and minority status. Each of these groups of individuals may have their own advocacy organizations. Therefore, when a project serves a variety of needs, coordination is enhanced because several groups may need to work together to plan and implement a project. For example, one project served the unemployed, the economically disadvantaged, and chemically dependent individuals which were referred to the project by community agencies. This project involved coordination of employment facilities, people representing a foundation grant, a local school district, and chemical dependency organizations.



V. Recommendations

This section includes a summary of the key findings and recommendations resulting from the evaluation of the adequacy and effectiveness of the coordination between the program delivery systems assisted under the Carl D. Perkins Vocational Education Act and the JTPA, as evident in Eight Percent Funds projects.

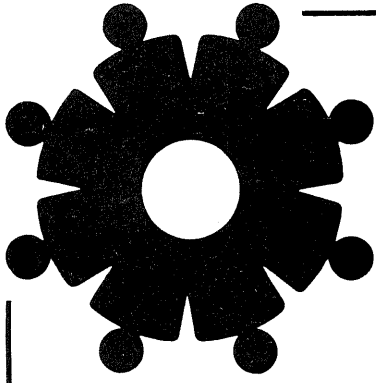
Continue and enhance existing levels of coordination

The Council recommends that the Board take appropriate steps to continue and enhance the levels of coordination that have been achieved in the delivery of services under the Eight Percent Funds. Based on the data available for analysis, it appears that the great majority of the Eight Percent Funds projects for PY 1984 resulted in extensive coordination and cooperation between vocational education and other public and private agencies to provide education and training opportunities for JTPA-eligible clients. The Board and all other participating agencies are commended for this significant accomplishment. This level of interaction should continue.

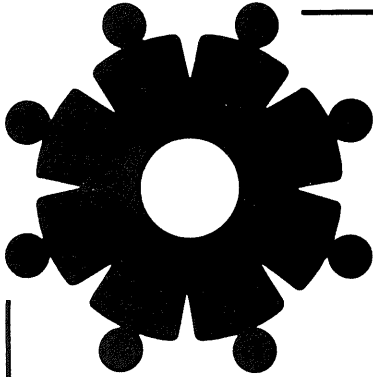
Augment evaluation involvement

The Council requests that the Board provide the Council with the opportunity in the future to be involved, directly and longitudinally, from the planning through the completion of a few projects. Such an opportunity would allow the Council as evaluator to have a more in-depth perception and understanding upon which to evaluate the adequacy and effectiveness of coordination and upon which to make recommendations, specifically as they relate to the use of Eight Percent Funds.

This request is directed to future evaluations and grows out of the Council's current evaluation experience in which it relied largely upon secondary sources--primarily data compiled by others--to assess the degree of coordination. Furthermore, this request is not to be construed as reflecting either on the accuracy of the data or on the Board's cooperation in providing assistance and information to the Council to conduct this evaluation. Indeed, the Council appreciates the Board's openness in providing assistance and data which the Council found essential to complete this evaluation.



APPENDIX



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Brief Summary of Projects¹

20 Percent Projects

P4-02-032

Title: Minnesota Chippewa Tribe Direct Employment

JTPA Funds: \$53,515

Matching Funds:	Minnesota Chippewa Tribe Scholarship Program	\$325,000
	Minnesota Chippewa Tribe Direct Employment Program	37,500

Clients: 350 recovering, chemically dependent youth/adults, minorities, displaced homemakers.

Description: This activity complemented the Minnesota Chippewa Tribe's regular educational program with approximately 250 students receiving support for postsecondary education. Many received additional placement assistance. The project, funded exclusively with JTPA funds, for SDAs 2,3, and 5, provided career counseling, assessment, and exploration activities for approximately 350 recovering chemically dependent youth/adults, minorities, and displaced homemakers. A second aspect of the project was its outreach. One-day workshops were designed to develop the awareness among Minnesota Chippewa Tribe members for the need to complete a General Education Degree, provide career counseling, and develop an employability plan.

Organizational involvement and support included the Minnesota Chippewa Tribe, Staples Technical Institute, Rural CEP, Inc. (SDA#2), and other technical institutes and postsecondary institutions attended by the clients receiving grants and services.

The staff providing the counseling, assessment and placement activities were part of the Minnesota Chippewa Tribe's own education division.

¹The evaluation of the coordination of these projects is based on these summaries as well as additional information which is not included here. The extent of the project descriptions varies because of the information available from the primary source.

P4-02-032

Title: Project 350

JTPA Funds: \$20,400

Matching Funds: State Monies for Extension \$ 31,258

Clients: 53 special needs individuals, almost exclusively displaced homemakers.

Description: This project helped identify individuals who might benefit from training in secretarial, word processing, or sales and marketing training programs. Clients were provided with career planning, employment counseling, and job referrals. Child care was made available to clients needing such services.

P4-04-032

Title: FOCUS - Future Occupations and Careers Unfolding in Sobriety

JTPA Funds: \$30,000

Matching Funds: Ordean Foundation \$ 25,000

Duluth MEED (Minnesota Emerging Employment Development Act)- work program between state and private sector 1,000

Independent School District #709 - Community Education 2,000

Other local chemical dependency organizations 1,000

Clients: 56 unemployed, economically disadvantaged, and chemically dependent individuals.

Description: The extension division of the Duluth Technical Institute administered this storefront-located activity to assist chemically dependent individuals in career decisions, assess career skills, develop employment development plans, and provide a 6-week employability-career planning seminar.

Assistance, especially in generating referrals, was received from treatment facilities, halfway houses, chemical dependency associations, and chemical dependency counselors.

P4-10-332

Title: Co-Serve

JTPA Funds: \$60,000

Matching Funds:	Minneapolis/Carolyn Foundation	\$ 20,000
	Busch/McKnight Foundation	24,000
	eLDA (Learning Disabilities Association)	6,100
	Minneapolis Technical Institute/ Minneapolis Community College	7,500
	Minneapolis Technical Institute/ Minneapolis Community College, Adult Basic and Continuing Education, University of Minnesota General College	5,400

Clients: 83 learning disabled individuals in Minneapolis.

Description: The SDA funded eLDA, a private, non-profit community service association, which provides diagnosis and tutorial services for learning disabled individuals. This organization primarily diagnoses and tutors those who are considered learning disabled and aimed at securing employment. Students were referred to eLDA for assessment, tutoring, small group sessions and placement support. Assistance was provided for entry into employment relevant to a student's choice of vocational goals. In-service training was also provided for the staff at the educational institutions referring students to eLDA.

P4-11-032

Title: Innovative Remedial Education for Young Mothers

JTPA Funds: \$89,000

Matching Funds:	State tuition projects	\$ 75,862
	Income transfer payments	5,000
	Voluntary staff time	8,278

Clients: 22 first-time single mothers receiving Aid to Families with Dependent Children, out of school, unemployed.

Description: The SDA, with the assistance of St. Paul Technical Institute, provided services to the project's clients with the aim of reducing their unemployment rate. Community and state agencies identified and referred prospective clients to the SDA's center for employment and training. Assessment, career planning, attitude adjustment, remedial education, parenting skills, daycare, services of a mentor, and career exploration were coordinated with the technical institute by the SDA.

P4-12-032

Title: Training for Economically Disadvantaged Female Heads of Households

JTPA Funds: \$50,000

Matching Funds:	Pell Grants	\$ 41,125
	Child Care block grants	28,800
	Community College Tuition (State Aids)	6,720

Clients: 32 single mothers enrolled in postsecondary programs and receiving Aid to Families with Dependent Children payments.

Description: The project provided services to assist clients' in training and the transition to employment. The SDA provided these services for students at six technical institutes and community colleges through the Work Incentive Program.

60 Percent Projects²P4-01-036

Title: Serving Economically Disadvantaged

JTPA Funds:	39,641	
Matching Funds:	University of Minnesota state funds (Crookston)	\$ 17,592
	State Instructional Aids (Technical Institutes)	9,986
	Minnesota state funds (Community College)	4,993
	Federal Adult Education funds (Corrections, Adult Basic and Continuing Education)	7,070

Clients: 150 economically disadvantaged: displaced homemakers, veterans, older workers, women, recovering chemically dependent individuals.

Description: The Northwest Regional Development Commission administered three types of services. Fourteen JTPA clients in need of job training were enrolled in programs at one of four cooperating technical institutes. Ten clients in need of basic work skills were enrolled in the Northwest Education Curriculum Service Unit's Adult Basic and Continuing Education program. Another 135 clients received career counseling provided by the Region I Career Center at the University of Minnesota - Crookston. The Department of Economic Security (Job Service) provided intake, assessment, referral for career counseling, and enrollment of clients in postsecondary vocational education programs.

²These 60 Percent Projects typically do not have an official title. However, a title has been developed for each of these projects in an effort to identify and describe each project.

P4-02-036

Title: Support and Training for Employment

JTPA Funds: \$221,963

Matching Funds: Students' own resources \$ 81,000
 School Aids 140,963

Clients: 122 individuals who would need support and training for employment.

Description: The Rural Minnesota CEP supported JTPA clients in vocational training programs of one year or one course with the objective of increasing their employability. Courses of study had to be directly related to potential employment opportunities within the community. Numerous billing problems emerged between the technical institutes where students attended class and the SDA which supported them.

P4-03-036

Title: Career Awareness Program

JTPA Funds: \$253,326

Matching Funds: Local School District \$150,000
 State Community College Funds 40,000
 State Postsecondary funds 47,000
 Private, For-profit Organizations 20,000

Clients: 241 area students who would benefit from enrollment in technical institutes.

Description: Continued an ongoing career awareness program. Seven different placement/recruitment specialists were recruited in addition to the purchase of hardware and software for their use. Specialists worked concurrently for both the local school and SDA 3. Positions still funded without JTPA funds.

P4-04-036

Title: Open Door Project

JTPA Funds: \$54,728

Matching Funds:	Cooperative Evaluation Facility	\$ 3,000
	State Tuition Match	46,625
	Duluth Technical Institute	8,600

Clients: Fifteen non-traditional Duluth Technical Institute students who needed training, but lacked skills to succeed due to their status as displaced homemaker, drop-out, etc., were assisted.

Description: Clients were identified and assessed to determine likely career fields. Individual plans were formulated and clients enrolled in postsecondary vocational education programs. They were closely monitored and provided with follow-up.

P4-05-036

Title: Community Farming Project

JTPA Funds: \$252,104

Matching Funds:	State Aids	\$188,650
	Production Credit Agency	64,000

Clients: 200 Special Needs: battered women, displaced homemakers, etc.

Description: The SDAs and Production Credit Association planned the project and designated the service providers for specific types of clients. Project goals were to get individuals to "plant a commercial harvestable crop" and received support from the East Minnesota Vegetable Growers Coop and Production Credit Association. Orientation assessment, employment counseling, and classroom training were available for those who demonstrated a need for it. Special needs instruction and on-the-job experiences were also available.

P4-06-036

Title: Employment Preparation

JTPA Funds: \$73,059

Matching Funds: Adult Vocational Education In Kind \$ 6,260
 State Aid From each smaller school district program

Clients: Subcontracted, varied with each project.

Description: Eleven projects in eight communities were funded. Projects included career assessment, group counseling, individualized services, parenting support, custodial training, and basic agricultural and food service skills.

P4-07-036

Title: Training for High Risk Disadvantaged

JTPA Funds: \$102,755

Matching Funds: State Board of Vocational Technical Education \$102,755

Clients: 75 high risk, disadvantaged.

Description: Local program operators (Community Action Agencies) identified training needs of clients taken in/recruited by Job Training Officers and outreach workers of SDA. Training needs recorded in Employability Development Plans and addressed by technical institutes and state colleges for technical skills training, basic skills training, and prevocational training.

P4-08-036

Title: Training for Handicapped Youth

JTPA Funds: \$190,000

Matching Funds: State Vocational Funds \$ 12,600
 Local, In-Kind 576
 Special Education 256,000

Clients: 187 handicapped students enrolled in educational programs.

Description: Purpose of developing positive self-image among handicapped youth by providing realistic work experience and positive transition. Task force preceded project. Project to provide curriculum development training and placement through interagency cooperation, assessment, parental involvement, articulation, and realistic work experience.

P4-09-036

Title: Employment Skills for those with Barriers to Employment

JTPA Funds: \$147,000

Matching Funds: State Aids for number of students served

Clients: 91 individuals with multiple and significant barriers to employment.

Description: Subgrants were issued to subcontractors. The SDA paid for students to attend school. Students' expenses for postsecondary vocational training were in addition to assessment, counseling, job development, placement, and support services.

P4-10-036

Title: Employment for Economically Disadvantaged JPTA Clients

JTPA Funds: \$151,204

Matching Funds: \$120,000 fixed unit price contracts

Minnesota Opportunities	\$ 95,254
Industrialization Centers	
Minnesota Emergency Employment	16,777
Development Wage Subsidy	
Local Vocational Education funds	117,519

Clients: 97 economically disadvantaged JPTA clients.

Description: Subcontractors worked on performance-based schedule.

P4-11-036

Title: Training for Minority Women

JTPA Funds: \$99,878

Matching Funds: State Funded Tuition \$110,000

Clients: 78 minority women in 3 groups already enrolled and whose employment development plans suggested benefit from technical insitute training.

Description: The goal was to enhance and secure employment for clients. The Jewish Vocational Service provided intake, eligibility determination and assessment. St. Paul Technical Institute provided counseling and special services. A subgrant to the St. Paul Urban League was provided for coordinating training at the technical institute.

P4-12-036

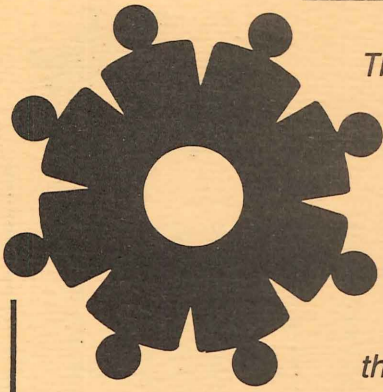
Title: Employment Support for Technical Institute Students

JTPA Funds: \$186,747

Matching Funds:	County Day Care	\$ 73,000
	Aid to Families with Dependent Children	20,000
	Pell/State Aids	71,000
	Vocational Support Costs	45,000

Clients: 180 technical institute students.

Description: Vocational training consistent with clients' employment development plans. Assistance with resumes, job selection, interviewing skills. Classroom training and labor market information were provided.



The logo of the State Council on Vocational Technical Education is an abstract representation of the citizen-councilors assembled at a round table. Designed by a commercial art student at Alexandria Technical Institute, the design was selected in 1982 from 69 entries submitted by vocational students in Minnesota's high schools, secondary cooperative centers, and technical institutes. The Council made its selection on the basis of a recommendation by a panel of representatives from the graphic arts, public relations, and media industries in Minnesota.

Purpose of the Council

The State Council on Vocational Technical Education is designed to further public-private collaboration for the advancement of quality vocational programs responsive to labor market needs. Established in 1969 and designated as a state agency in 1985, the Council is composed of 13 members appointed by the Governor. Seven members represent the private sector interests of agriculture, business, industry, and labor. Six of the members represent vocational technical education institutions, career guidance and counseling organizations, special education, and targeted populations.

The Council advises the Governor, the State Board of Vocational Technical Education, the State Board of Education, the Governor's Job Training Council, the business community, the general public, and the U.S. Secretaries of Education and Labor. The Council advises on development of the annual state vocational plan; provides consultation on the establishment of program evaluation criteria and state technical committees; analyzes the spending distribution and the availability of vocational programs, services, and activities; reports on the extent to which equity to quality programs is provided targeted populations; recommends procedures to enhance public participation in vocational technical education; recommends improvements that emphasize business and labor concerns; evaluates the delivery systems assisted under the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA); and advises on policies that the state should pursue to strengthen vocational technical education, as well as initiatives that the private sector could undertake to enhance program modernization.

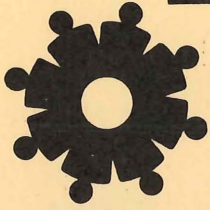
To enhance effectiveness in gathering information, the Council holds at least one town meeting each year outside the Twin Cities metropolitan area at which the public is encouraged to express its concern about vocational technical education in Minnesota. To enhance its effectiveness in providing information, the Council publishes a quarterly newsletter, an annual directory, and a biennial report. These publications as well as project and activity reports are available to the public.

The Council meets on the first Tuesday following the second Monday of each even numbered month except during August. Information on the date, time, and location of meetings and other activities is available by calling the Council Offices at 612/296-4202.

State Council on Vocational Technical Education

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An equal opportunity/affirmative action agency.



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