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STATE OF MINNESOTA

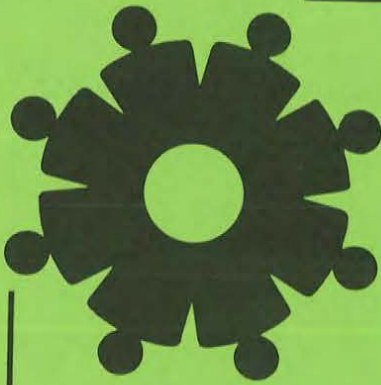
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Analysis of Adequacy, Effectiveness,
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Three Years Ending
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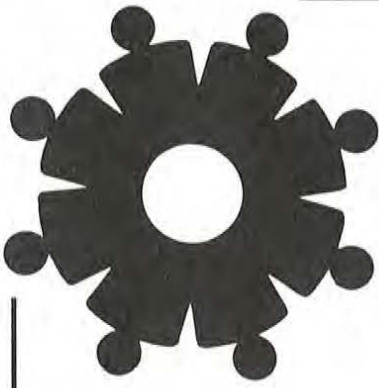
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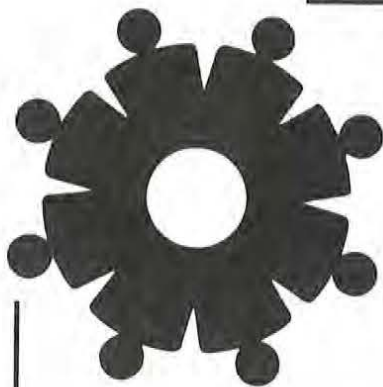
PERKINS-JTPA EVALUATION:

Analysis of Adequacy, Effectiveness, and
Coordination for the Three Years
Ending June 30, 1990

Prepared by
Caryl B. Bentley, Leo G. Christenson, and John W. Mercer

1991

JUN 8 1992



ACKNOWLEDGMENTS

Collecting research information by means of questionnaires depends ultimately for its success upon those providing the responses. The State Council on Vocational Technical Education expresses its appreciation to the administrators of Minnesota's technical colleges and service delivery areas and to the chairs and chief elected officials of Minnesota's private industry councils for their cooperation and assistance during the development of this report.

The Council also wishes to express its appreciation to the staff members of the State Board of Technical Colleges and the Minnesota Department of Jobs and Training who enthusiastically and patiently responded to Council requests for information.

The Council looks forward to ongoing cooperative efforts with the State Board of Technical Colleges and the Department of Jobs and Training. Such cooperation will ensure that vocational technical education and job training continue to offer useful services to Minnesota's workforce while fostering cooperation among all agencies involved with this function. This is crucial if Minnesota is to stay competitive in both the domestic and international marketplace.

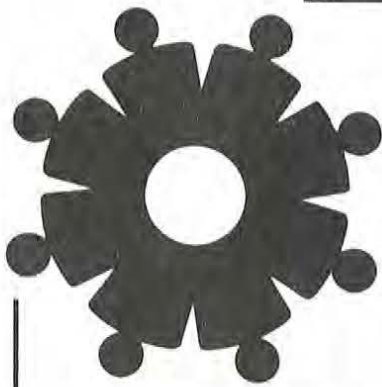


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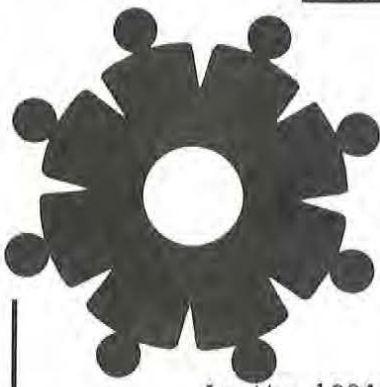
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EXECUTIVE SUMMARY

In the 1984 Carl D. Perkins Vocational Education Act, Congress specified that state councils on vocational education are to evaluate at last once every two years the vocational program delivery systems assisted under the Perkins Act and the Job Training Partnership Act of 1983 (JTPA) "in terms of the adequacy and effectiveness in achieving the purposes of the two Acts" specifically regarding the "the coordination that takes place between vocational education and JTPA." The councils are to make recommendations based on their evaluation findings to their state vocational education boards. Finally, the councils are required to submit the final reports and recommendations to the U. S. Secretaries of Education and Labor, the governors of their respective states, and their state departments of vocational technical education and job training.

When discussing vocational technical education, this report covers Fiscal Years 1988, 1989, and 1990, which is the period between July 1, 1987, and June 30, 1990. When discussing job training, this report covers Program Years 1987, 1988, and 1989, which encompasses the same time period. The purposes of this study are (a) to detail the accomplishments of Minnesota in implementing the Perkins Act and JTPA, (b) to identify the overall strengths and weaknesses of the Perkins-JTPA coordination process, (c) to gather additional information about Perkins-JTPA coordination issues upon which to base recommendations to the appropriate parties, and (d) to disseminate the research findings and recommendations.

Findings Regarding the Carl D. Perkins Vocational Education Act
in Minnesota, July 1, 1987 - June 30, 1990

The stated goals of the Perkins Act are to strengthen and expand the economic base of the nation, develop human resources, reduce structural unemployment, and increase productivity by assisting the states to expand, improve, and update high-quality programs for vocational technical education. The act aims to assist states in developing, improving, and modernizing quality vocational programs that assist a variety of populations with special needs, including persons with disabilities, disadvantaged adults, single parents and homemakers, those affected by sex-role stereotyping, and the incarcerated.

The State Board of Technical Colleges (SBTC) satisfied all of the provisions and met all of the performance goals of the Perkins Act for the categorical expenditure of federal monies. This is demonstrated in the organization of the annual State Plan for Vocational Technical Education which closely mirrors the Perkins Act, as well as in the annual performance reviews that tabulate the outcomes of these plans.

It is necessary when discussing the strengths and weaknesses of the vocational technical education system in Minnesota assisted by the Perkins Act to acknowledge and assess the federal-state partnership that was created by the act to develop and deliver vocational services. The federal government has broad national goals for vocational technical education, and it uses financial incentives as well as mandates to get the states to pursue these goals. At the same time, the federal government encourages the states to pursue problems that are specific to their student populations, workforce, and economy.

The positive outcomes in Minnesota--such as diverse program offerings for a variety of populations offered at a variety of technical colleges and secondary cooperative centers geographically dispersed throughout the state-- suggest a healthy federal-state partnership that serves the needs of Minnesota youth and adults throughout the state. The set-aside categories in the Perkins Act provide incentives to vocational institutions to serve the diverse populations outlined in the act. Important as these incentives are, services to at-risk populations remain seriously underfunded. A prime example of this are programs for persons with disabilities. Federal allocations are often only a slight portion of the funding needed to provide vocational programs for persons with disabilities. In FY 1988-90 several of the secondary vocational institutions in Minnesota received federal funding that amounted to less than \$1,000.00. Even the largest appropriation, \$26,813 in FY 1990, is marginal when compared with the costs of special programs and making buildings accessible for persons with disabilities.

Findings Regarding the Job Training Partnership Act
in Minnesota, July 1, 1987 - June 30, 1990

The 1983 Job Training Partnership Act gives states license to develop programs that meet the specific economic and private sector needs of the state as a whole and the local administrative units known as service delivery areas (SDAs). The most important premise of JTPA is that job training leadership must come from the private sector. JTPA assumes that local business representatives understand better than public officials what kinds of job training are most likely to be required by their own communities and therefore mandates a partnership between private business and local and state elected officials.

JTPA emphasizes a concern for "bottom line" performance. The act stipulates that program funds must be treated as investments in human capital from which a profit must be realized rather than as expenditures that yield no measurable return. To calculate the actual return on the public investment, JTPA further specifies that program success be determined by measuring the increased employment and earnings and the reduced welfare dependency of participants. Performance standards designed to measure these returns are established by the U.S. Secretary of Labor and accepted or modified by the individual governors.

The Minnesota Department of Jobs and Training and all 17 SDAs in Minnesota met or exceeded the performance standards set for the categorical expenditure of JTPA funds for PY 1987 through PY 1989. This includes expenditures for the Basic Program (Title IIA), Summer Youth Programs (Title IIB), and Dislocated Worker Programs (Title III). Each of the titles had placement and wage rates that were above the national standards, while meeting the educational and occupational needs of the populations they were serving. Prime examples of this were dislocated worker programs that responded quickly to plant closings and were tailored to meet the educational and occupational needs of the workers losing their jobs.

Findings Regarding Coordination between JTPA and Vocational Technical Education in Minnesota

Both the Perkins Act and JTPA contain specific references to coordination. The Perkins Act requires state boards of vocational technical education to adopt procedures that they consider necessary to implement state-level coordination with state job training coordinating councils in the conduct of their respective programs. JTPA mandates the job training councils to identify in coordination with the appropriate state agencies the employment, training and

vocational technical education needs throughout the state as well as to comment, at least annually, on the steps taken by the boards to ensure the effectiveness of the programs assisted under JTPA in meeting the goals outlined in the State Plan for Vocational Technical Education.

In Minnesota, both the State Board of Technical Colleges and the Governor's Job Training Council satisfied statutory mandates for coordination. One example of coordination is the administration of the 8 percent coordination funds which the Board undertakes on behalf of the Governor's Job Training Council in Minnesota. These funds are allocated through a request for proposal (RFP) process for special programs that are designed to meet the needs of a specific public assistance population in a chosen geographic area.

The enhancement of coordination is an ongoing daily process that is as necessary as it is elusive. It requires mutual efforts and clear communication. In general, job training and vocational technical education in Minnesota appear mutually to support and supplement each other at both the state and local levels.

Results of a Survey of Technical College Presidents,
SDA Administrators, and PIC Representatives

Research Design. Many of the issues used to establish the framework of this evaluation were derived directly from the language of the Perkins Act and JTPA mandating the coordination of vocational technical education and job training. Another important source for this evaluation is a list of common elements developed by the National Association of State Councils on Vocational Education (NASCOVE) as guidelines for state Perkins-JTPA evaluations and selected for use by the Minnesota Council. Other issues were identified from research literature, government documents published by the State Board of

Technical Colleges and the Department of Jobs and Training, and interviews with state agency staff, university vocational technical education faculty, local job trainers, and others.

Once issues were identified, they were grouped into themes which served as the basis for separate, but similar, questionnaires submitted to technical college presidents, SDA administrators, PIC chairs, and local elected officials serving on PICs. The three main themes of the questionnaire were:

- . Theme 1: the nature and range of services provided to and needed by special populations, with special attention to the effect of Perkins set-asides and funding formulas;
- . Theme 2: the nature and quality of joint planning and program coordination between job training service providers and vocational technical training providers;
- . Theme 3: the effect of performance standards on JTPA programs.

Separate but similar multiple choice and short answer questionnaires were devised for technical college and SDA administrators, PIC chairs, and local elected officials serving on PICs in order to reflect the different statutory responsibilities of each group in the Perkins-JTPA coordination process.

The data on which this report is based were obtained from the questionnaires and from sources consulted to develop the themes for the study, i.e., state plans and reports about Perkins and JTPA implementation in Minnesota and interviews with state and local vocational educators and job trainers. Twenty-nine of 34 technical colleges and 14 of 17 SDA administrators returned their questionnaires. However, only five of the 17 PIC chairs and three of the 17 local elected officials serving on PICs completed the questionnaires. The response rate for PIC chairs and local elected officials was too small to yield comparative data. The questionnaires that were returned, however, yielded useful anecdotal information.

Research Findings. It is clear from the evaluation that vocational technical education and job training in Minnesota are healthy and have satisfied their federal mandates. The two sectors also made strides towards enhancing the service coordination between each other's service providers. The following conclusions can be made from this report.

- (1) Service coordination occurs between vocational technical education and job training.
- (2) Service coordination is perceived by both sectors as being important, both in serving all client groups and in maximizing resource usage.
- (3) Both sectors believe that service coordination should be enhanced.
- (4) The PICs, SDAs, and technical colleges engage in joint planning.
- (5) Half (7 out of 14) of the SDA administrators that responded found JTPA performance standards as either useful or necessary for determining client eligibility.
- (6) Technical college president respondents unanimously agree that the Perkins funding has been essential in providing vocational services to special populations.

Recommendations

The State Council of Vocational Technical Education offers one new recommendation as a result of the study and restates one made in the 1987 Perkins-JTPA evaluation report. This is not to suggest that other recommendations are not in order. Rather, the Council's approach is (a) to target specific areas that would achieve significant broad-based, long-term improvement and (b) to take it one step at a time. Furthermore, the Council sees the two recommendations as reasonable and achievable now with the resources at hand. Taking it one step at a time for the Council means staying with a recommendation until it is appropriately and successfully implemented.

Recommendation One: Coordination Guidelines. The State Council on Vocational Technical Education recommends that the State Board of Technical Colleges and the Governor's Job Training Council cooperatively develop guidelines that identify and define exemplary forms of job training and vocational education coordination.

Rationale: Language in both the Perkins Act and JTPA define coordination as an inherently good and necessary way to design and deliver vocational technical education and job training services. Service providers, however, have no firm definition or model of coordination activities. Guidelines would help these service providers to both identify and plan coordination activities in their areas.

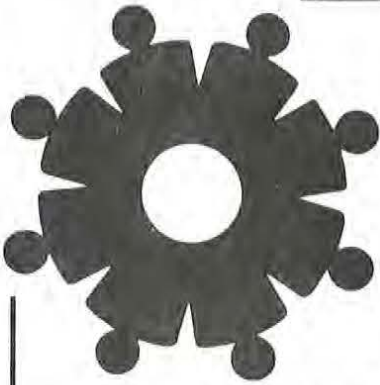
Since the passage of the Perkins Act and JTPA, there is much anecdotal evidence which seems to suggest that both local and state coordination of job training and vocational technical education continues to improve. However, no systematic effort has yet been made to list all the methods of Perkins-JTPA coordination being used in Minnesota and to evaluate which methods are most effective. A clear definition of coordination is especially crucial in meeting the increased accountability standards in the new Carl D. Perkins Vocational and Applied Technology Act of 1990. This definition of coordination would give the Council benchmarks by which technical colleges and SDAs could be evaluated in the future. This would lead to an improved Perkins-JTPA evaluation to meet congressional mandates. Therefore, the Council suggests that the Board and the Governor's Job Training Council jointly establish guidelines for coordination.

Recommendation Two: Regarding Advisory Committee Membership. The State Council on Vocational Technical Education continues to recommend that the technical colleges appoint representatives of private industry councils and

service delivery areas to serve on their general and program advisory committees.

Rationale: The Council originally made this recommendation in its last Perkins-JTPA evaluation (Council 1989). Results of the current survey of technical college presidents, SDA administrators, and PIC representatives indicate no substantial progress in this area. Despite the fact that all three groups agree that serving on each other's boards and committees is a critical ingredient in serving JTPA clients, technical college presidents continue to be more likely to serve on PICs than PIC members are to serve on general and program advisory committees. The program advisory committee is an existing structure that would involve job training service providers directly with vocational curriculum review. It would also give vocational educators a chance to influence the education programs used by JTPA service providers.

Program advisory committees are central to the process of prescribing and validating the curriculum to meet current and future labor market needs. Job training service providers are an important source of this information. Their increased involvement in program advisory committees should increase the overall communication essential for effective coordination.



INTRODUCTION

Congress passed two pieces of legislation to deal with preparing people to be productive workers. These are the Job Training Partnership Act (JTPA) of 1983 and the Carl D. Perkins Vocational Education Act (Perkins Act) of 1984. Furthermore, Congress wanted the programs under these two acts to be coordinated by the states and has appropriated funds for this purpose.

In the Perkins Act, Congress further specified that state councils on vocational education were to evaluate at least once every two years the vocational program delivery systems assisted under the Perkins Act and JTPA "in terms of the adequacy and effectiveness in achieving the purposes of the two Acts," specifically regarding "the coordination that takes place between vocational education and JTPA." The state councils are directed to make recommendations based on their evaluation findings to their state vocational education boards. Finally, the councils are required to submit the final reports and recommendations to the U.S. Secretaries of Education and Labor, the governors of their respective states, and their state vocational education board and job training councils. When discussing vocational technical education, the report covers Fiscal Years 1988-90, which is the period between July 1, 1987, and June 30, 1990. When discussing job training, this report covers Program Years 1987-89, which encompasses the same time period.

The purposes of the study are to detail the accomplishments of Minnesota in implementing the Perkins Act and JTPA, to identify the overall

strengths and weaknesses of the Perkins-JTPA coordination process, to gather additional broad-based information about Perkins-JTPA coordination issues upon which to base recommendations to appropriate parties, and to disseminate the research findings and recommendations.

The Research Design

Many of the issues that were used to establish the framework of this evaluation were derived directly from the language of the Perkins Act and JTPA mandating the coordination of vocational technical education and job training. Another important source for this evaluation was a list of common elements developed by the National Association of State Councils on Vocational Education (NASCOVE) and selected for use by the Minnesota Council. Other issues were identified from research literature, government documents published by the State Board of Technical Colleges and the Minnesota Department of Jobs and Training, and interviews with state agency staff and others.

In preparing this report, the Council followed seven basic procedures.

The Council:

- (1) reviewed recent research about intergovernmental coordination, especially between vocational technical education and job training;
- (2) reviewed annual reports and other documents relevant to statewide Perkins-JTPA coordination published by either the State Board of Technical Colleges or the Minnesota Department of Jobs and Training;
- (3) interviewed informally key Board and Jobs and Training administrators and supervisors about how coordination was or was not succeeding;
- (4) prepared a narrative description of the major accomplishments and issues involved in Perkins-JTPA coordination in Minnesota;
- (5) used the description of identified Perkins-JTPA coordination issues as the basis for preparing and field testing a questionnaire about these issues for Minnesota vocational technical education and job training service providers at the local level;

- (6) revised and submitted the final version of the questionnaire to the 34 technical college presidents, 17 JTPA service delivery area (SDA) administrators, 17 private industry council (PICs) chairs, and 17 local elected officials (LEOs) serving on PICs; and,
- (7) analyzed, reported, and submitted the combined findings, together with the Council's recommendations, to the appropriate parties.

The Major Perkins-JTPA Issues: A National Perspective

Congress intended that the efficiency and effectiveness of the Perkins Act and JTPA should be maximized through formal linkages between the two acts. The Perkins Act contains 22 references to JTPA, many of which are designed to increase communication and joint planning. These linkages were designed to draw upon the respective strengths of vocational technical education programs, seen as primarily "program oriented," and job training programs, seen as primarily "client centered."

The analysis of important Perkins-JTPA national issues by NASCOVE was of particular importance to the Minnesota Council in constructing this study. NASCOVE decided at its 1988 conference to study and report on common elements that each state council might consider as they planned and carried out their evaluation responsibilities as required by federal statute. The following key elements were identified in NASCOVE's 1990 report:

I. Carl D. Perkins Vocational Education Act

- . Accessibility for Special Populations
- . Set Asides for Special Populations
- . Funding Formula for Disadvantaged/Handicapped
- . Private Sector Involvement
- . Allocation of State Allotments

II. Job Training Partnership Act

- . Populations with Serious Barriers to Employment
- . JTPA Standards

III. Vocational Education/JTPA Coordination

- . Public Education Delivery Coordination
- . Local Coordination (NASCOVE, 1990)

Questions about each of these "common elements" were included in the questionnaires sent to technical college presidents, SDA administrators, PIC chairs, and LEOs serving on PICs.

Other analysts have also provided a national perspective on Perkins-JTPA activities and programs. Pressman and Wildavsky, in their 1984 book, Implementation: How Great Expectations in Washington Are Dashed in Oakland, described the wide use of coordination as a program goal in many human services laws (National Center for Research in Vocational Education 1987, p. 5). They observe that while coordination is almost universally perceived as inherently "good," achieving it is far from simple. Coordination remains elusive in many instances, because even though laws may require similar outcomes, the procedures and organizations created to achieve these outcomes may vary significantly (Grubb and others, 1990).

One of the primary difficulties in coordinating activities between vocational technical education and JTPA is that vocational technical education and job training are institutionalized in very different ways. Vocational technical education is predominantly a state and local function that the federal government assists through the Perkins Act to achieve certain broad national goals, while JTPA, in contrast, is a federal program implemented by state and local governments in accordance with federal regulations (Ibid., 1).

Another difference between the acts pointed to by vocational educators as a source of difficulty in coordinating Perkins-JTPA programs is that vocational technical education falls into the sphere of education, which differs fundamentally from job training (Ibid., 5). Job training is described as a

more short-term, specific function compared to vocational technical education, which serves a more long-term, general function.

Finally, other kinds of difficulties in Perkins-JTPA coordination surface at the state and local level. These difficulties may include different administrative timetables, deadlines, and contractual procedures. More seriously, they may stem from communication or "turf" issues. For example, the staffs at a local technical college and a local SDA may be unaware of each other's needs and programs, or they may even be vying for the same clients to drive enrollment. Barriers to coordination such as those discussed here can often be breached through the use of both program and institutional partnerships, joint planning, joint labor market strategies, the synchronization of client outreach and referral, and the provision of training services that complement those of other programs (National Alliance of Business 1987, 7).

The administrators of JTPA on the state level are aware of the discrepancy between the magnitude of the problems they confront and the limits on the resources they can direct to these problems. Consequently, JTPA agencies use their funds and reviews of vocational plans to push educational institutions toward services targeted to the needs of disadvantaged people (National Center for Research in Vocational Education 1987, 2). This is an important function since both the Perkins Act and JTPA emphasize providing services to individuals with characteristics that limit their opportunities in the labor market (Ibid., 1).

Job training and vocational technical education are both designed to prepare the nation's workforce, and their success is crucial. The mismatch between demanding job requirements and poor workforce skills will be increased over the next decade by a growing number of skill-deficient individuals unless current training needs are addressed (National Alliance of Business 1987, 5).

Pressures created by increasingly competitive world markets could isolate the economically disadvantaged from the mainstream of the economy (Ibid., 6). When this fact is combined with the current federal, state, and local fiscal crunches, the need to improve, streamline, and coordinate both vocational technical education and job training becomes a top priority.

The Major Perkins-JTPA Issues in Minnesota

As might be expected, people in vocational technical education and job training sometimes bring different perspectives to bear on their definition of major issues connected with Perkins-JTPA coordination. However, virtually all people interviewed stressed the lack of adequate funding to meet the remediation and training needs of special populations in Minnesota.

Issues identified by Board documents and vocational educators as particularly important to vocational technical education are:

- (1) the need for increased support services for disadvantaged and at-risk populations;
- (2) the need for increased and more comprehensive remedial education for disadvantaged, special needs, and at-risk populations;
- (3) the need for increased remedial and basic skills education among all student populations;
- (4) the belief of vocational educators that they could and should have more direct influence on training programs for JTPA clients;
- (5) the increasing and immediate importance of lifelong education for adults, both employed and unemployed.

Issues identified in JTPA documents and by individuals from SDAs and PICs as particularly important job training concerns are:

- (1) the importance of JTPA in reducing the number of welfare recipients in Minnesota and the necessity of vocational technical education in assisting with this goal;

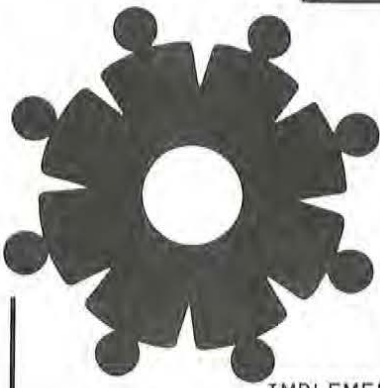
- (2) the necessity of aligning the goals of JTPA service delivery in Minnesota with vocational technical education so that JTPA goals stress the need for comprehensive education and training that will lead to lifelong employability; and
- (3) the importance of JTPA programs in addressing the dynamic economic and employment situations in Minnesota.

Finally, issues identified by both vocational technical education and job training as vital to improved coordination are:

- (1) the need for more formal partnerships between JTPA service providers and Minnesota's technical colleges;
- (2) the necessity of direct communication between JTPA service providers and vocational educators so that programs developed for special needs populations reflect the needs of the clients and the labor market;
- (3) the importance of mutual agreement between JTPA and vocational technical education regarding the training goals that a JTPA service provider defines for a client; and
- (4) the importance of a full network of support services, including cooperative arrangements with community-based organizations, to ensure that a JTPA client can successfully complete a comprehensive vocational training program.

In addition to addressing these critical issues, this report addresses each specific legislative purpose of the Perkins Act and JTPA along with the accomplishments of the respective state agencies involved with the administration of the acts.

Chapter One addresses the purposes of the Perkins Act and identifies the ways these purposes have been implemented in Minnesota. Chapter Two presents the purposes of JTPA and discusses JTPA accomplishments in the state from PY 88 through PY 90. Chapter Three discusses Perkins-JTPA coordination in Minnesota. Chapter Four presents the research findings from the questionnaire administered to technical college presidents, SDA administrators, PIC chairs, and LEOs serving on PIC boards. Chapter Five contains a summary of the study, together with conclusions and recommendations.



CHAPTER ONE

IMPLEMENTATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT IN MINNESOTA, JULY 1, 1987 - JUNE 30, 1990

The goals of the 1984 Carl D. Perkins Vocational Education Act are to strengthen and expand the economic base of the nation, develop human resources, reduce structural unemployment, increase productivity, and strengthen the nation's defense capabilities by assisting the states to expand, improve, and update high-quality programs for vocational technical education.

The act outlines eight major goals designed:

- (1) to assure access of special populations of inadequately served individuals to quality vocational technical education programs, including persons with disabilities and disadvantaged adults, single parents and homemakers, those affected by sex-role stereotyping, and the incarcerated;
- (2) to expand, improve, modernize, and develop quality vocational technical education programs;
- (3) to promote greater public agency and private sector cooperation in making vocational technical education more responsive to the labor market;
- (4) to improve the academic foundation of vocational technical education students;
- (5) to provide vocational technical education programs to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand;
- (6) to assist the most economically depressed areas of the state to raise employment and occupational competencies of its citizens;
- (7) to assist the state to utilize a full range of supportive services, special programs, and guidance, counseling, and placement; and

- (8) to improve the effectiveness of consumer and homemaker education and reduce the limiting effects of sex-role stereotyping on occupations, job skills, and careers.

Programs in Minnesota assisted by the Perkins Act, which are detailed each year in the Minnesota State Plan for Vocational Technical Education, are designed to implement the eight goals. The balance of this chapter details Minnesota's accomplishments in implementing the Perkins Act. (Figures 1, 2, and 3, Appendix A, pages 84, 85, and 86 depict Perkins allocations to Minnesota in FY 1988-90.)

Goal 1: Assuring Accessibility for Special Populations

The first significant section of the Perkins Act is the Vocational Education Opportunities Program. Known as Title IIA, this program represents 57 percent of the basic grant, which in Minnesota for FY 1988 amounted to \$8,918,045, including the \$1,708,096 carryover from FY 1987 (State Board of Technical Colleges [SBTC] 1987). The basic Title IIA grant for FY 1989 was \$8,918,045, including \$1,708,096 carryover from FY 1988 (SBTC 1988). The basic Title IIA grant for FY 1990 was \$7,913,674, including \$790,333 carryover from FY 1989 (SBTC 1989). The purpose of this program is to provide funds to assist states in increasing accessibility to quality vocational technical programs for special populations.

The Perkins Act requires that states set aside specified percentages of their Title IIA grants for programs, services, and activities designed to assist six specific populations:

- (1) persons with disabilities,
- (2) disadvantaged individuals,
- (3) adults who are in need of training and retraining,

- (4) single parents and homemakers,
- (5) individuals who participate in programs designed to eliminate sex bias and stereotyping, and
- (6) incarcerated criminal offenders.

Programs for Persons with Disabilities

Programs in FY 1988. The Perkins Act provided 10 percent of Title IIA funds for persons with disabilities. This translated into a \$1,264,903 federal allocation for FY 1988, including \$234,251 carried over from FY 1987 for programs, services, and activities for persons with disabilities (SBTC 1987). These funds are designed to provide staff, equipment, materials, and services which are not provided to other students. With these funds, students with disabilities would be able to receive vocational training. Without such aid, Congress reasoned, they would not.

The Perkins Act requires that funds be distributed to persons with disabilities on a specified formula basis. Simply put, every school is eligible for funds based on the proportion of the numbers of persons with disabilities in the school compared to the number of persons with disabilities in the state. As a result of the allocation formula, all 30 technical colleges and all 34 technical college campuses received Title IIA funds for persons with disabilities. The funds provided postsecondary programs and assistance to 2,364 students with disabilities (SBTC 1988). In FY 1988, 13 school districts received federal funds for secondary vocational education programs for persons with disabilities. During this period, 6,032 secondary students with disabilities were served (Ibid.).

Programs in FY 1989. The federal allocation for programs for persons with disabilities in FY 1989 was \$1,499,154, including a \$234,251 carryover from FY 1988 (SBTC 1988). Again in FY 1989, all 34 technical college campuses

received Title IIA funds for programs for persons with disabilities. These programs provided postsecondary assistance to an estimated 2,036 students with disabilities (SBTC 1989). In FY 1989, 31 school districts, 12 of which were located in economically depressed areas, received federal funds for secondary vocational programs for persons with disabilities. During this period, an estimated 13,289 secondary students with disabilities were served (Ibid.).

Programs in FY 1990. The federal allocation for programs for persons with disabilities in FY 1990 was \$1,293,210, including a \$43,501 carryover from FY 1989 (SBTC 1988). Again in FY 1990, all 34 technical institute campuses received Title IIA funds for programs for persons with disabilities. These programs provided postsecondary assistance to an estimated 2,225 students with disabilities (SBTC 1990). In FY 1990, 24 school districts, 14 of which were located in economically depressed areas, received federal funds for secondary vocational programs for persons with disabilities. During this period, an estimated 7,420 secondary students with disabilities were served (Ibid.).¹

Problems for Persons with Disabilities Residing in Minnesota. Federal allocations often prove to be only a small fraction of the funding needed to provide vocational programs for persons with disabilities. This is especially true for secondary vocational programs for persons with disabilities, although it must be noted that average stipends for school districts have increased each year, mostly because the number of recipients has been reduced. In FY 1986, for example, 87 school districts received funds, of which 71 received

¹There is a large fluctuation in the number of secondary students with disabilities served over the three-year period. Reasons for the large fluctuations between one fiscal year and another for secondary students served are not fully explained in the Board's Performance Reports.

less than \$1,000 (SBTC 1985), whereas in FY 1990 only 24 school districts received funds, of which eight received less than \$1,000 (SBTC 1990). The stipends in FY 1990 ranged from \$495 to \$26,813, meaning that no district received more than a fraction of the amount necessary to provide programs for students with disabilities. Programs for students with disabilities require extensive start-up funds to make classrooms accessible and to purchase equipment to allow these students to attend classes in the mainstream of the school, along with a whole host of other expenses. It is apparent that federal funding for students with disabilities translates into a tiny amount at the local level. This is especially critical at a time when integration and creation of the least restrictive environments are mandated by federal legislation.

Programs for the Disadvantaged

Programs in FY 1988. The Perkins Act provides 22 percent of Title IIA for disadvantaged persons. These funds are distributed on a specified formula basis that is similar to the one used for persons with disabilities. This translated into a \$3,332,485 federal allocation for FY 1988, including \$549,698 carried over from FY 1987 for vocational technical programs, services, and activities for populations that are disadvantaged (SBTC 1987).

As a result of the allocation formula, all 30 technical colleges and all 34 technical college campuses received Title IIA funds for programs for the disadvantaged (Ibid.). These programs provided postsecondary programs and assistance to an estimated 20,322 disadvantaged students (SBTC 1988). In FY 1988, 13 school districts received federal funds for disadvantaged students in secondary vocational education programs. During this period, 3,183 disadvantaged students were served (Ibid.).

Programs in FY 1989. In FY 1989, the Board received a \$3,333,485 federal allocation for disadvantaged persons including a \$549,698 carryover from FY 1988 (SBTC 1988). Again in FY 1989, all 34 technical college campuses received Title IIA funds for programs for the disadvantaged. These programs provided postsecondary assistance to an estimated 21,557 disadvantaged students (SBTC 1989). In FY 1989, 27 school districts, 13 of which were located in economically depressed areas, received federal funds for disadvantaged students in secondary vocational education programs. During this period an estimated 17,049 disadvantaged students were served (Ibid.).

Programs in FY 1990. In FY 1990, the Board received a \$2,793,174 federal allocation for disadvantaged persons including a \$43,815 carryover from FY 1989 (SBTC 1989). Again in FY 1990, all 34 technical college campuses received Title IIA funds for programs for the disadvantaged. These programs provided postsecondary assistance to an estimated 6,464 disadvantaged students (SBTC 1990). In FY 1990, 22 school districts, 12 of which were located in economically depressed areas, received federal funds for disadvantaged students in secondary vocational education programs. During this period, an estimated 6,740 disadvantaged students were served (Ibid.).

Problems for Disadvantaged Persons Residing in Greater Minnesota. Often the economies of smaller communities in Greater Minnesota are inextricably tied to the fates of one or two local industries. Extreme fluctuations in employment rates and training needs can derive from this situation. Also, the relatively small size of these Greater Minnesota populations combined with a federal funds allocation formula that is population-driven leads to inadequate funding for needy populations in smaller communities.

For example, in FY 1990, each technical college received an average federal allocation for disadvantaged students of \$79,912. However, 16 of the

30 technical colleges received a federal allocation that was less than half of this average. All but three of these 16 are located in economically depressed areas. In the same year, 22 qualified school districts received an average federal allocation of \$5,867 for disadvantaged students in secondary vocational programs. Fifteen of the 22 school districts received federal allocations that were less than half of the average allocation; of these 15, eight were located in economically depressed areas (SBTC, 1990). Similar trends can be noted in FY 1988 and FY 1989 for secondary and postsecondary vocational education programs for the disadvantaged. The systematic underfunding of some technical college and school districts in Greater Minnesota creates serious problems for disadvantaged persons because it limits their access to innovative educational programs.

Programs for Adults

Adults have been identified as a special target group to be served by vocational technical education, particularly dislocated workers, displaced homemakers, single parents, older workers, and high school dropouts. To assist in meeting the unique needs of these adults, the act sets aside 12 percent of total funds which amounted to \$1,685,913 in FY 1988, including a \$168,029 carryover from FY 1987 (SBTC 1987); the same in FY 1989; and \$1,499,653 in FY 1990 (SBTC 1990). These funds are to provide, improve, and expand postsecondary vocational technical education services and activities to train and retrain adults.

The Perkins Act outlines six areas for which a state may use these funds, including:

- (1) services and activities developed in coordination with the state agency administering Title III (Dislocated Worker Program) of the JTPA;

- (2) additional training under Title III of JTPA;
- (3) vocational technical education programs for training or retraining adults, including programs for older individuals and displaced homemakers;
- (4) services for adults in other vocational technical education programs, including the costs of instruction and the costs for keeping school facilities open longer than the normally scheduled classroom day;
- (5) individuals who have completed or left high school and who are enrolled in organized programs of study for which credit is given toward an associate or other degree, but which are not designed as baccalaureate or higher degree programs; and
- (6) individuals who have already entered the labor market or have completed or left high school and who are not described above.

The Perkins Act provides the state with discretionary authority to select from these six areas and to provide programs and services in any one or all of the six areas in order to address the unique needs of the state. In Minnesota, this portion of the federal allocation is used entirely to purchase new equipment for the instructional programs. The individual technical colleges are given portions of this allocation to update their equipment to meet their individual needs.

Programs for Single Parents and Homemakers

The act provides 8.5 percent of the basic grant to be used to serve single parents and homemakers. These programs, services, and activities may:

- (1) provide, subsidize, reimburse, or pay for vocational technical education and training activities, including basic literacy instruction and necessary educational materials that will give single parents or homemakers marketable skills;
- (2) make subgrants to eligible recipients for expanding vocational technical education services where this expansion directly increases the eligible recipients' capacity for providing single parents or homemakers with marketable skills;

- (3) make subgrants to community-based organizations for the provision of vocational technical education services to single parents or homemakers, if the state determines that a community-based organization has demonstrated effectiveness in providing comparable or related services to single parents or homemakers;
- (4) make vocational technical education and training programs more accessible to single parents or homemakers by assisting them with child care or transportation services or by organizing and scheduling programs so that they are more accessible; and
- (5) provide information to single parents or homemakers to inform them of vocational technical education programs and related support services.

In Minnesota, available funds are used to assist individuals with the greatest financial need, and special consideration is given to homemakers who, because of divorce, separation, or the death or disability of a spouse must prepare for gainful employment (SBTC 1988, 1989, 1990).

Programs in FY 1988. In FY 1988 the total federal allocation of \$1,606,438, including a \$531,270 carryover from FY 1987, for single parent and homemaker programs under Title IIA of the Perkins Act supported three different kinds of programs: single parent child care assistance, the Expanded Career Choices curriculum, and special projects awarded funds on a competitive request for proposal (RFP) basis.

In FY 1988, the child care program served 487 students at all 34 technical college campuses. Expanded Career Choices served 1,395 students, and special projects served 1,820 students at 22 technical colleges. Two curricula were field tested, Project Discover and Mentoring (SBTC 1987, 1988). Project Discover is a skill development curriculum for women interested in entering a technical college program in a career nontraditional to women. The Mentoring curriculum is designed for women with extensive occupational experience willing to serve as mentors for women without such experience.

Programs in FY 1989. In FY 1989, the allocation of \$1,606,438, including a \$531,270 carryover from FY 1988, again supported three types of programs for single parents and homemakers. The Single Parent Child Care program served 487 students at 34 campuses; the Expanded Career Choices program served 790 students at 34 campuses; and the special projects, funded through the competitive RFP process, served 4,852 students at 22 technical colleges (SBTC 1988, 1989).

Programs in FY 1990. In FY 1990, the allocation of \$1,492,652 supported two types of programs for single parents and homemakers: special projects funded on a competitive RFP basis and Project Discover. In FY 1990, 20 new special projects, 16 second-year projects, ten third-year projects, and five statewide projects were funded. The special projects fell into six categories: (1) women's centers, funded at eight technical colleges, which served 2,564 single parents and homemakers; (2) welfare reform activities, funded at seven technical colleges, which served 881 students; (3) support services, funded at 17 technical colleges, which served 1,430 single parents and homemakers; (4) outreach and marketing activities, funded at three technical colleges, which served 266 students; (5) special activities, funded at three technical colleges, which served 264 students; and (6) five statewide projects, which served 288 students. Fourteen technical colleges were funded by Project Discover, a 12-credit skill development option. A total of 256 single parents attended Project Discover in FY 1990 (SBTC 1989, 1990).

Federal Allocations for Elimination of Sex-Role Stereotyping. Vocational equity refers to equal educational opportunities in vocational education programs for persons of both sexes and the activities to eliminate sex discrimination and sex stereotyping in all vocational education programs. Elimination of sex-role stereotyping remains a major state and federal policy

objective, and 3.5 percent of the Perkins basic grant is categorically targeted for programs and services in this area. In both FY 1988 and FY 1989, the total budgeted funds for this category totalled \$576,214, including a \$133,498 carryover from FY 1987 and FY 1988 (SBTC 1987 and 1988). In FY 1990, the total budgeted funds amounted to \$637,093, including a \$199,695 carryover from FY 1989 (SBTC 1989).

The Perkins Act provides for a full-time sex equity coordinator at the state level who is responsible for:

- (1) gathering, analyzing, and disseminating data on the effectiveness of vocational technical education in meeting the education and employment needs of women and the status of men and women students and employees in vocational technical education;
- (2) reviewing vocational programs which tend to inhibit the entry of women into high technology occupations and recommending programs and policies to overcome sex bias and sex stereotyping;
- (3) submitting an assessment of the state's progress in meeting the purposes of the act;
- (4) reviewing grants, contracts, and policies of the Board to ensure that the needs of females are addressed;
- (5) recommending programs of information and outreach for women; and
- (6) assisting the vocational technical education delivery system to increase access for women and increasing male and female student enrollment in nontraditional occupations.

The Minnesota vocational technical education system has designated persons at both the secondary and postsecondary levels to review vocational education programs and to advise vocational administrators on sex equity policy.

Minnesota has developed an Equity in Vocational Education Advisory Committee with members representing secondary and postsecondary vocational education.

The committee assesses equity concerns in the vocational system statewide and makes recommendations regarding identified sex-equity concerns in the high schools and technical colleges.

Typical sex equity activities include: (1) reviews of vocational curricula for sex role stereotyping and sex bias, with attention to practices which tend to inhibit the entry of women into high technology occupations; (2) reviews of grants, contracts, technical college policies, and state high school rules to ensure that the needs of females are being addressed; and, (3) seminars and conferences for administrators, instructors, supervisors, counselors, and local vocational equity coordinators in vocational education. In addition, each of the 30 technical colleges has an active sex equity committee. Equity committees set long-range goals and a sex equity plan of action for their colleges. In FY 1988 each technical college received a minimum grant of \$2,500 to implement sex equity activities; in addition, grants up to \$12,000 were awarded on a competitive RFP basis (SBTC 1988). In FY 1989 and 1990 funds were distributed on a competitive RFP basis. In FY 1989, 30 projects were funded; the average grant was \$8,820 (SBTC 1989). In FY 1990, 31 projects were funded; the average grant was \$11,416 (SBTC 1990).

Programs for the Incarcerated

The Perkins Act provides 1 percent of the basic grant for serving incarcerated criminal offenders. In both FY 1988 and 1989 the allocation was \$217,841, including a \$91,350 carryover from FY 1987 and 1988 (SBTC 1988 and 1989). In FY 1990, the allocation was \$197,892, including a \$72,921 carryover from FY 1989 (SBTC 1989). These funds provided vocational technical education services and activities designed to meet the special needs of adult and youth criminal offenders.

The State Plan for Vocational Technical Education views vocational technical education as a way to facilitate a criminal offender's transition back into society. The basic services provided include:

- (1) vocational assessment,
- (2) prevocational remediation of basic skills (limited English speakers included),
- (3) support services for those enrolled in vocational programs, and
- (4) employability skills.

A cooperative agreement between the State Board of Education and the State Board of Technical Colleges distributes federal funds between secondary and postsecondary programs to provide services and activities for incarcerated individuals. Secondary funds are transferred to the Minnesota Department of Corrections to be used in institutions serving high school-aged students.

Postsecondary funds are distributed through the RFP process and are advertised in the State Register. After the awards process occurs, an annual evaluation is conducted by the members of the corrections and education departments and the technical college board to determine program effectiveness regarding transition of program completers back into society (SBVTE 1985, 1986).

In FY 1988, postsecondary vocational services were provided by five technical colleges to 668 inmates at five correctional institutions. Secondary vocational services were provided to 1,170 juvenile offenders (SBTC 1988). In FY 1989, postsecondary vocational services were provided by three technical colleges to 303 inmates at four correctional institutions. Secondary vocational services were provided to 1,500 juvenile offenders (SBTC 1989). In FY 1990, postsecondary services were provided by three technical colleges to 371 inmates at three correctional institutions. Secondary services were provided to 1,314 juvenile offenders (SBTC 1990). The areas covered were basic skills assessment, prevocational/remediation skills, transition to career, interest testing, and job selling skills. The decrease in inmates and juvenile

offenders occurred because contracts for services between correctional facilities and the State Board of Technical Colleges expired and were not renewed by the correctional facilities. The Board is trying to rekindle these programs in FY 1991 through proposals to the Legislature and correctional facilities.

Goal 2: Improving the Quality of Vocational Technical Education

The second major goal of the Perkins Act is the Vocational Education Improvement, Expansion, and Innovation Program. Known as Title IIB, it represents 43 percent of the basic grant. The purpose of this program is to assist states to expand, improve, modernize, and develop quality vocational technical education programs. The Perkins Act specified 25 programs, services, and activities which can be funded under Title IIB and gives states broad discretionary authority to select those programs, services, and activities that meet their unique needs.

Figure 1.1

FY 1988, 1989, and 1990 Funding Allocations, Title IIB

FY 1988 and FY 1989 ²			
<u>Part B</u>	<u>Carryover</u>	<u>Allotment</u>	<u>Total Budgeted Funds</u>
State Level Activities	\$ 110,000	\$1,878,716	\$1,988,716
Personnel Development	213,926	782,800	996,726
Program Improvement/Flexibility	819,486	2,558,178	3,377,664
Research Development	<u>378,439</u>	<u>219,390</u>	<u>597,829</u>
Total Part B	\$1,521,851	\$5,439,084	\$6,960,935
FY 1990			
<u>Part B</u>	<u>Carryover³</u>	<u>Allotment</u>	<u>Total Budgeted Funds</u>
State Level Activities		\$1,623,553	\$1,623,553
Personnel Development		762,000	762,000
Program Improvement/Flexibility		2,723,369	2,723,369
Research Development		<u>264,826</u>	<u>264,826</u>
Total Part B	\$560,262	\$5,373,748	\$5,934,010

The Board uses a number of criteria to assure that its programs are pertinent to the workplace, meet new and emerging technologies, and provide the ability to respond to current and projected occupational needs of the state. Each program offered by an individual technical college is served by a local program advisory committee made up of people representing the industry for which the program prepares workers. The curriculum of each program is to be

²Funding allocations for FY 1988 and FY 1989 were identical in all particulars and are therefore presented together in Figure 1.1.

³There was no carryover between FY 1989 and FY 1990.

reviewed annually by the advisory committee. Each advisory committee is to make recommendations to keep the curriculum current with industry needs and practices (Ibid.).

Each year the Board, in cooperation with the Minnesota Curriculum Services Center, conducts task analyses of five to six individual training programs to provide current task lists necessary to achieve occupational competency in a specific area. Also, the Board reviews all continuous programs to ensure that they meet Board criteria. Among these criteria are employer satisfaction with the quality of the education received by program completers and the percentage of completers finding employment in jobs which are closely related to the training received in the program (Ibid.).

Training for New and Emerging Technologies

To meet new and emerging technologies, the Board has a procedure to establish two types of periodic training programs. They are:

- (1) a new venture program refers to a program which is not currently in the system of programs, e.g., Aquaculture and Turf and Landscape Irrigation, and
- (2) a quick start program means a program which is responding to the immediate needs of business, labor, and industry in a manner in which a vocational technical program could not, e.g., Surgical Technician and an Associate of Applied Sciences (A.A.S.) program in Postal Service Management.

New and Modified Programs

New programs are considered to be programs added to the inventory of active continuous programs within the previous three years. There were 24 new continuous programs approved, funded, and implemented for FY 1988. Two examples are Environmental Technician and Franchise Restaurant Management (SBTC 1988). In FY 1989, there were 16 new continuous programs approved, two

examples being Swine Production Manager and an A.A.S. program in Sports Medicine Technology (SBTC 1989). Examples of the 26 new continuous programs in FY 1990 are Electronic Publishing and an A.A.S. program in Diagnostic Medical Sonography (SBTC 1990).

The Board considers a program to be modified or expanded when:

- (1) enrollments have increased sufficiently to warrant the addition of class sections and instructional staff, or
- (2) major curriculum modifications warrant the extension of program lengths (e.g., 18 months to 24 months).

Modified programs refers to programs which meet the following conditions:

- (1) Minor program modifications including program length change (an increase in program length of 15 credits or less or any decrease of program length), program title change, change of options offered, and a program expansion.
- (2) Major program modifications include the extension of program length by at least 16 credits or a change in diploma or degree designation.
- (3) The redesign of an existing diploma program to an A.A.S. degree program (SBTC 1990).

In FY 1988, 81 minor program modification applications were processed. In addition, 32 two-year diploma programs were redesigned into two-year A.A.S. programs. This is accomplished by replacing applied courses with a minimum of 32 credits of general studies (SBTC 1988). In FY 1989, 78 minor program modification applications were approved. In addition, 47 two-year diploma programs were redesigned into A.A.S. programs (SBTC 1989). In FY 1990, 166 minor program modification applications and one major program modification application. In addition, 43 two diploma programs were redesigned into A.A.S. programs (SBTC 1990).

Goal 3: Promoting Greater Public-Private Sector Cooperation

The third major goal of the Perkins Act is for states to foster greater cooperation between public agencies and the private sector in:

- (1) preparing individuals for employment;

- (2) promoting the quality of vocational technical education in the state; and
- (3) making the vocational system more responsive to the labor market in the state.

The Perkins Act provides no set-aside funding to enable states to pursue this goal; rather, the states are expected to use funds from other Perkins set-asides to foster greater public-private sector cooperation. The Perkins Act authorizes as an allowable expenditure the use of funds for the creation and expansion of programs to train workers in skilled occupations needed to revitalize businesses and industries.

Cooperative efforts in Minnesota center around the use of customized training services offered through extension in order to meet industry needs. In FY 1988, more than 633,000 extension students were served; in FY 1989 more than 640,000 extension students were served; and in FY 1990, more than 643,000 extension students were served (SBTC 1988, 1989, 1990). Because the State Plan includes customized training students in its aggregate figures for extension, it is not known how many students were enrolled in customized training.

Goal 4: Improving the Academic Foundation Of Vocational Students

The fourth of the eight major purposes of the Perkins Act is to "improve the academic foundation of vocational students and to aid in the application of newer technologies, including the use of computers, in terms of employment and occupational goals."

The Perkins Act provides no set-aside funding for this goal but intends the states to use funds from other Perkins set-asides to address this objective. The act authorizes the use of funds to conduct special courses

designed to teach the fundamentals of mathematics and science through practical applications in vocational or prevocational programs.

The strengthening of academic foundations was stressed at both the secondary and postsecondary levels of vocational technical education in Minnesota in FY 1988, 1989, and 1990. Vocational programs acquired equipment, including high technology equipment, with the 12 percent Perkins allocation Minnesota uses for the purchase of instructional equipment. This provided students with an opportunity to apply emerging technologies through the use of high technology equipment. Perkins set-aside funds are used at the postsecondary institutions to assist disadvantaged students with remedial reading, writing, and mathematics (SBTC 1988, 1989, 1990).

Goal 5: Providing Programs to Train, Retrain,
and Upgrade Workers

The fifth major purpose of the Perkins Act is to provide vocational services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in Minnesota. The Perkins Act provides no set-aside funding but intends for the state to use funds from all program allocations to address this purpose. The act allows expenditures for the improvement and expansion of postsecondary and adult vocational technical education programs and related services for out-of-school youth and adults. Such expenditures may include programs for upgrading skills for (1) employed workers, (2) workers who are unemployed or threatened with unemployment as a result of technological change or dislocation, (3) workers with limited English proficiency, and (4) displaced homemakers and single heads of households. As previously discussed, the Perkins Act also authorized 20.5 percent

of the basic grant to provide funds for training and retraining special population groups of adults and single parents/homemakers.

Goal 6: Assisting Economically Depressed Areas
to Raise Employment

The State Plans for Vocational Technical Education for FY 1988, 1989, and 1990 stress the necessity of coordinating the efforts of all state agencies involved with employment and economic development in the state. Evidence of such coordination is required for programs participating in the RFP process for the JTPA eight percent coordination funds discussed in Chapter Two (SBTC 1988, 1989, 1990). The training, retraining, and upgrading of workers is also addressed through vocational education extension programs for employers and self-employed individuals (Ibid.). The plans specifically cite equipment that was purchased to update training programs as well as program administration to offer more efficient and effective programs.

Goal 7: Developing a Full Range of Support Services

The seventh major goal of the Perkins Act is "to assist the state to utilize a full range of supportive services, special programs, and guidance, counseling, and placement." While this is a stated goal of the Perkins Act, the decision on how to implement services to attain these goals is left to the individual states. Minnesota does not specifically use Title III funds to achieve this goal. Instead, the functions are spread out through all secondary and postsecondary vocational programs.

Postsecondary Support Services. A major effect of the Perkins Act for technical colleges is the necessity to expand the range of support services offered to students. The range of programs might include such new services as

child care, peer counseling, mentoring, assertiveness training, and time management. As the average age of technical college students rises and the proportion of parttime students increases, support services are now offered to more people during a larger number of hours during the day. The cost of such services is difficult for the technical colleges to meet; many such services are funded through "safe" money obtained from successful competition in the RFP process for various special populations.

Secondary Guidance and Counseling. Local school districts are responsible for the provision of guidance and counseling at the secondary level. Licensed counseling staff at each local education agency provide services to all students. All guidance and counseling positions were funded entirely through state and local funding sources; no federal funds were expended for these activities at the secondary level.

Vocational Support Services for Disadvantaged and Persons with Disabilities. A primary goal of the Perkins Act is the expansion of vocational support services for persons with disabilities and disadvantaged students. In Minnesota, each eligible recipient of federal funds (either a local education agency or a technical college) must annually submit a local application which shall contain the plan of action for program implementation in compliance with the Section 204(a) of the Perkins Act. Their plans of action are formally monitored during the regular five-year evaluation cycle. These plans provide support services for persons with disabilities as well as for disadvantaged persons. The support services include:

- (1) equal access in recruitment, enrollment, and placement activities;
- (2) vocational planning for persons with disabilities that is coordinated among all appropriate representatives of vocational education and special education;

- (3) information services provided to all disadvantaged students and students with disabilities and their parents or guardians concerning the opportunities available in vocational technical education no later than the beginning of the ninth grade, together with the requirements for eligibility for enrollment in such vocational programs; and
- (4) all other guidance and counseling services offered to all students.

Goal 8: Improving the Effectiveness of
Consumer and Homemaker Education

The last of the eight major purposes of the Perkins Act is "to improve the effectiveness of consumer and homemaking education and to reduce the limiting effects of sex-role stereotyping in occupations, job skills, level of competency, and careers." Under Title IIIB of the Perkins Act, Minnesota received a \$489,718 federal allocation each year for FY 1988, 1989, and 1990 (SBTC 1988, 1989, 1990). The state is given broad discretionary authority in determining how these funds will be used. The Perkins Act outlines three major categories in which these funds may be expended. They are:

- (1) direct costs of instruction;
- (2) support projects, services, and activities relating to the purposes of the Perkins Act, such as access, improvement, and elimination of sex-role stereotyping, and
- (3) program improvement and support services including curriculum, research, and teacher education.

In Minnesota, funds are expended on vocational guidance, counseling, assessment, and career internships; and prevocational outreach, counseling, and basic skills development. The funds are allocated to secondary and post-secondary vocational technical education according to agreements between the state education and technical college boards. A high priority is placed on awarding funds to economically depressed areas.

In FY 1988, 37 postsecondary projects were funded, 15 of which were in economically depressed areas. In the economically depressed areas, the major emphasis was placed on assisting individuals and families to cope with crises such as farm foreclosures, small business problems, and a union strike. In the non-economically depressed areas, emphasis was placed on programs to enhance self-esteem and interpersonal relationships. Secondary projects included consumer-homemaking workshops, curriculum development, and support of Future Homemaker of America (FHA) activities (SBTC 1988).

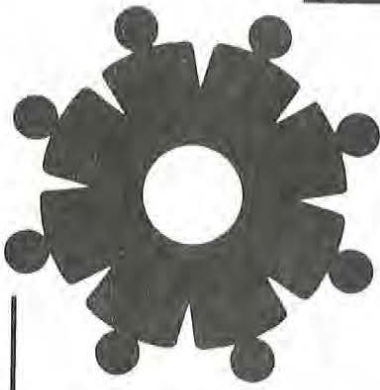
In FY 1989, 38 postsecondary projects were funded, 19 of which were in economically depressed areas. In depressed areas, special emphasis was placed on meeting the unmet needs of specific populations, especially at-risk young parents and Native American parents. In the non-economically depressed areas, emphasis was again placed on programs to enhance self-esteem and interpersonal relationships. Secondary projects included regional consumer-homemaking workshops, curriculum reorganization, a conference on "Food and Family: Global and Local Perspectives," and three statewide peer education projects in FHA (SBTC 1989).

In FY 1990, 61 postsecondary projects were funded, 38 of which were in economically depressed areas. In the economically depressed areas, special emphasis was placed on parenting school-aged children. In the non-economically depressed areas, grant recipients developed curriculum and audio-visual materials for customized training in balancing work and family and engaged in other activities. Secondary projects included regional consumer-homemaking workshops, technical assistance workshops, and projects designed to recruit male students to FHA (SBTC 1990).

Summary of Perkins Act Provisions

The Board satisfied all of the provisions and met all of the goals of Perkins Act for the categorical expenditure of federal monies. This is demonstrated in the organization of the annual Minnesota State Plan for Vocational Technical Education, which closely mirrors the Perkins Act, as well as in the annual performance reviews that tabulate the outcomes of these plans.

It is necessary when discussing the strengths and weaknesses of the vocational technical education system in Minnesota assisted by the Perkins Act to point out the federal-state partnership that was created by the act to deliver vocational services. The federal government has broad national goals for vocational technical education, and it uses financial incentives as well as legal mandates to influence states to pursue these goals. At the same time, the federal government encourages each state to pursue problems that are specific to its own student population, workforce, and economy. The positive outcomes in Minnesota of the Perkins legislation are usually a product of a healthy federal and state fiscal partnership that provides financial support for the strong local delivery of vocational services. The inadequacies are usually a product of inadequately funded goals.



CHAPTER TWO

THE JOB TRAINING PARTNERSHIP ACT OF 1983

The Job Training Partnership Act (JTPA) was initiated in October, 1983.

It has one major purpose:

to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment.

JTPA is the last of ten block grants prepared by President Reagan as a part of his "New Federalism," which assigns to states and localities, rather than to the federal government, the responsibility for administering federally funded programs, including job training. JTPA contains many references to the role of the state in overseeing the development of training activities and the implementation process at the local level (National Commission for Employment Policy 1987, 1). This gives the state license to develop programs that meet the specific economic and private sector needs of both the state and its localities defined as service delivery areas (SDAs).

An underlying philosophy of JTPA is that job training leadership should come from the private sector. JTPA assumes that local business representatives understand better than public officials what job training is most likely to be needed in their own communities. It also assumes that local business representatives will have a concern for efficiency and performance in JTPA

programs often found lacking under the Comprehensive Employment Training Act (CETA) and other earlier employment and training programs. The Reagan Administration reasoned that improper performance and low efficiency undermined public confidence in the role of the federal government in providing employment and training to the poor and unemployed (Ibid.). A second, equally important, guiding principle of JTPA programs is the emphasis placed on advice from the private sector in partnership with local and state elected officials. Private industry councils (PICs), which exist in all SDAs nationwide, must be chaired by persons from business or industry. Furthermore, local business leaders must constitute the majority of PIC membership. At the state level, business representatives constitute one-third of the membership of state job training councils, the chairs of which cannot be government employees. (Ibid.).

JTPA emphasizes a concern for "bottom line" performance. It stipulates that program funds must be treated as investments in human capital from which a profit shall be realized and not as expenditures that yield no measurable return. To calculate the actual return on the public investment, JTPA further specifies that program success be determined by measuring the increased employment and earnings and reduced welfare dependency of participants. These performance standards are established by the U.S. Secretary of Labor and accepted or modified by the individual governors (Ibid., 2).

Unlike CETA, its immediate predecessor, JTPA does not require unemployment as a condition of enrollment. Up to 10 percent of the participants in all programs in an SDA may be persons who are not economically disadvantaged or unemployed as long as they have experienced barriers to employment. Persons experiencing such barriers might include the limited English proficient, displaced homemakers, high school dropouts, teen parents, persons with

disabilities, older workers, veterans, criminal offenders, and substance abusers (Ibid., 53). JTPA recognizes that even though these populations may not have directly experienced economic hardship, they are at-risk groups that have a higher chance of becoming dependent on public assistance. Framers of JTPA saw the need to get these populations, along with those already experiencing financial hardship, into steady, long-term occupations. However, states have the flexibility to allocate all JTPA funds to programs for the economically disadvantaged.

Minnesota received a \$41,755,729 federal grant in Program Year (PY 1987), \$31,896,711 in PY 1988, and \$32,811,442 in PY 1989 to administer all JTPA programs (Department of Jobs and Training 1988, 1989, 1990) (see graphs in Figures 4, 5, and 6, Appendix A. Pages 87, 88, and 89 depict JTPA allocations to Minnesota in PY 1987-89). The JTPA grant is made to the governor, who is the primary administrator of the funds. The Governor's Job Training Council advises the governor on the distribution of JTPA funds. The Governor's Job Training Council has 20 members who represent business and industry, the Legislature, local governments, the labor movement, community-based organizations, and local education organizations. The Minnesota Department of Jobs and Training is the state administrative entity for Job Training for the Disadvantaged (Title IIA), Summer Youth Programs (Title IIB), and Dislocated Worker Programs (Title III). The Minnesota Department of Jobs and Training allocates funds to the 17 SDAs that oversee the local delivery of job training programs.

JTPA Programs Impacting the Vocational Technical Education Delivery System

Even though not all JTPA programs specifically use vocational institutions to assist recipients with training, most JTPA programs use some form of vocational technical education or related support services. In this section, JTPA programs impacting the vocational delivery system are explained.

Basic Program (Title IIA)

The majority of JTPA recipients are served through the basic program which provides job training and placement to both adults and youth who meet certain low income guidelines. Some of the services these recipients may receive are:

- (1) assessment and career counseling;
- (2) on-the-job training;
- (3) classroom training at a variety of educational institutions;
- (4) job search assistance and placement;
- (5) basic skills education;
- (6) work experience; and
- (7) support services, including child care and transportation.

Basic Program for PY 1987. From July 1, 1987, through June 30, 1988, 21,391 people were enrolled in basic grant programs. Of those enrolled, 15,242 terminated the program, and 10,958 of the terminees found jobs for an entered employment rate (the number employed divided by the number who terminated) of 72 percent. Others left the program to pursue vocational training or higher education or to enter the military. Still others continued their JTPA training beyond the close of the program year. The average hourly wage of those who found employment was \$5.36. The total cost of providing services

through the basic program for PY 1987 was \$29,946,321, including state administrative costs and funds carried over from the previous year (Department of Jobs and Training 1988). These figures translate into a cost of \$2,733 per person employed. The combined annual income of those employed, however, equals approximately \$122,168,550. (This figure was obtained through the following formula: average wage x 2,080³ hours x number of JTPA clients employed.) This suggests a healthy return on wages from the job training investment.

Basic Program for PY 1988. From July 1, 1988, through June 30, 1989, 18,942 people enrolled in basic grant programs. Of those enrolled, 12,217 terminated the program, and 8,795 of the terminees found jobs for an entered employment rate of 72 percent (see formula under PY 87). Others left the program to pursue other training or higher education or to join the military. Still others continued their JTPA training beyond the close of the program year. The average hourly wage of those who found employment was \$5.67. The entire cost of providing basic services programs for PY 1988 was \$21,024,858, including state administrative costs and funds carried over from the previous year (Department of Jobs and Training 1990). These figures translate into a cost of \$2,391 per person employed. The combined annual income of those employed, however, equals approximately \$103,724,100 (see formula under PY 1987). Again, this is a solid return on wages for the job training investment.

Basic Program for PY 1989. From July 1, 1989, through June 30, 1990, 18,776 people enrolled in basic grant programs. Of those enrolled, 11,191

³If a person works 40 hours per week for 52 weeks per year, then the person works a total of 2,080 hours in a year.

terminated the program, and 8,125 of the terminees found jobs, for an entered employment rate of 73 percent. Others left the program to pursue other training, higher education, or military service. Still others continued their JTPA training beyond the close of the program year. The average hourly wage of those who found employment was \$5.90. The entire cost of providing basic services programs for PY 1989 was \$22,095,444, including state administrative costs and funds carried over from the previous year (Department of Jobs and Training 1990). These figures translate into a cost of \$2,719 per person employed. The combined annual income of those employed, however, equals approximately \$99,710,000 (see formula under PY 1987). The basic program continued to provide a healthy income return for the job training investment.

Summer Youth Programs (Title IIB)

Minnesota's Summer Youth Programs offer youths a variety of employment and educational opportunities. These range from career exploration and training to remedial education. The combination of these services provides a comprehensive program that serves both disadvantaged and nondisadvantaged youth.

Summer Youth Program for PY 1987. JTPA's Summer Youth Program for PY 1987 (April 1, 1987, through June 30, 1987) provided 6,912 Minnesotans aged 14 to 21 with basic skills training, work experience, and income. The cost of the program for PY 1987 was \$8,947,394 or \$1,294 per participant. The program provided youths with employment opportunities while stressing the importance of returning to school in the fall. The Summer Youth Employment and Training Program is closely coordinated with the Minnesota Youth Program, which provides jobs and training for youth 14 to 21 throughout the year. It enhances basic educational skills, encourages school completion or enrollment in alternative school programs, and provides exposure to the world of work.

Summer Youth Program for PY 1988. JTPA's Summer Youth Employment and Training Program for PY 1989 (April 1, 1988, through June 30, 1989) provided 4,681 young Minnesotans, ages 14 to 21, with basic skills training, work experience, and income. The cost of the program for 1988 totaled \$8,566,766 or \$1,830 per participant. Again in PY 1988, the Summer Youth Employment and Training Program was closely coordinated with the Minnesota Youth Program.

Summer Youth Program for PY 1989. JTPA's Summer Youth Employment and Training Program for PY 1989 (April 1, 1990, through June 30, 1990), provided 4,884 young Minnesotans, ages 14 to 21, with basic skills training, work experience, and income. The cost of the program for 1989 totaled \$8,566,766, or \$1,754 per participant. Again in PY 1989, the Summer Youth Employment and Training Program was closely coordinated with the Minnesota Youth Program.

Dislocated Workers (Title III)

JTPA's Dislocated Workers Program helps people who have lost their jobs in a business or plant closing and who, because of technological changes, are unlikely to return to work in their previous occupations. Projects are proposed to the Governor's Job Training Council by PICs, businesses, organized labor, local government, and community-based organizations.

Dislocated Worker Programs for PY 1987. There were 4,812 participants in the JTPA dislocated worker programs for PY 87. From this population, 3,915 participants terminated from the program. Of those who terminated, 2,458 found employment. This is a total employment rate (the number employed divided by number of those who terminated) of 62.7 percent. The average hourly wage of those who entered employment was \$7.92. The total cost for Title III programs for PY 87 was \$2,862,014, or \$1,164 per employee termination. These employed program terminators earned \$40,492,109 in annual

wages. (This figure was obtained through the following formula: average wage x 2,080 hours x number employed.) This is a solid return on wages for training funds expended. The total funds were distributed through 42 projects established through a request for proposal (RFP) process (Department of Jobs and Training 1988).

Dislocated Worker Programs for PY 1988. There were 4,474 participants in the JTPA dislocated worker programs for PY 88. From this population, 2,415 participants terminated from the program. Of those who terminated, 1,411, or 58.4 percent found employment. The average hourly wage of those who entered employment was \$8.54. The total cost for Title III programs for PY 88 was \$2,310,087, or \$1,637 per employed termination. These employed program terminators earned approximately \$25,063,876 in annual wages (see formula under PY 1987). This, again, is a healthy return on wages for training funds expended. The total funds were distributed through 33 projects established through an RFP process (Department of Jobs and Training 1988).

Dislocated Worker Programs for PY 1989. The Job Training Partnership Act Dislocated Worker Program was phased out on June 30, 1989, and replaced on July 1, 1989, by a new federal effort provided through the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA). EDWAA programs are still funded with JTPA Title III funds. In contrast to the previous effort, the new program requires increased local level planning and operation and reinforces the importance of rapid response to displacement and labor-management cooperation. Another change is that 50 percent of EDWAA formula allocated funds are to be used to respond to small dislocations. Program funds may be used for: (1) rapid response assistance, (2) basic readjustment and support services, (3) retraining services, and (4) needs-related payments

and administration. Community task forces assist in developing appropriate response or transition activities.

The JTPA effort was funded through a competitive RFP process consisting of proposals to assist people who were dislocated because of plant closings or permanent layoffs. Funds were allocated on a case-by-case basis in response to proposals submitted by program operators. The Governor's Job Training Council determined the amount of funding for those proposals selected.

Participants received various services including job assessment and counseling, on-the-job and classroom training, job-seeking skills training, and placement. In PY 1989, 2,358 workers received re-employment training and placement services. From this population, 2,213 participants terminated from the program. Of those who terminated, 906, or 40.9 percent, entered employment. The average wage at rehire was \$8.48 an hour. The total cost for dislocated workers in PY 89 was \$3,228,172, which includes \$342,052 in carryover from Title III, \$577,452 in special grants, and \$2,308,668 EDWAAA allocation. The total cost per employed terminator was \$3,559. The employed terminators earned approximately \$15,998,029 in annual wages (see formula under PY 1987). This, again, is a healthy return in wages for training dollars expended.

8 Percent Education Coordination Funds for PY 1987, 1988, and 1989

JTPA funds set aside from Title II for educational services such as basic skills education and customized training are administered cooperatively by the Minnesota Department of Jobs and Training, the Governor's Job Training Council, and the State Board of Technical Colleges. SDAs work cooperatively with high schools, technical colleges, or other higher educational institutions to develop and implement programs to provide vocational training

services to participants. One of the primary criteria to receive funding is that the program encourages cooperation among a variety of educational and employment training providers.

Exemplary programs that provide quality services to clients and that encourage and facilitate coordination between educational job training agencies have been funded out of 20 percent of the total 8 percent funding. These funds are distributed through a competitive RFP process to programs that provide services to people with special needs. Special needs organizations and community groups are encouraged to join with the SDAs and education agencies in submitting proposals. Sixty percent of 8 percent funds are allocated by formula to the 17 SDAs and PICs. In Minnesota, all of the participants under this component had to be public assistance recipients, at-risk youth, or persons reading below the seventh grade level.

A wide range of employment and training services are available to persons utilizing these programs including: (1) intake, (2) orientation and assessment, (3) basic skills education, (4) occupational skill training, (5) classroom training, (6) job development and counseling, (7) job-seeking and keeping skills, (8) on-the-job training, and (9) job placement services. In at least 80 percent of the cases, JTPA clients are expected to receive more than one of these services, and most will attend a campus of the Minnesota Technical College System (SBTC 1987).

In PY 1987, 1,137 unemployed and economically disadvantaged youths and adults received jobs and training services. Total federal funds allocated were \$1,555,607. The state provided \$2,860,073 in documented matching training and support funds. This translates into \$4,415,680 in total funding or \$3,884 per participant. Some eight percent projects were created by cooperative agreements between the State Board of Technical Colleges and the

17 SDAs, while others were selected through a competitive RFP process (SBTC 1988).

In PY 1988, 1,603 adults, all of whom were public assistance recipients, received jobs and training services under the 8 percent education coordination funds. Total federal funds allocated were \$1,161,977. The state provided \$1,838,127 in documented matching training and support funds. This translates into \$3,000,104 in total funding or \$1,872 per participant.

Seventeen special projects were funded in PY 1988 and were targeted to special needs groups including single parents, displaced homemakers, public assistance recipients, minorities, persons with disabilities, high school dropouts, offenders and ex-offenders, limited English speakers, and farmers in crisis. Typical projects selected in the competitive RFP process included training for specific occupational areas, basic training in reading and math skills, and English as a Second Language Training (SBTC 1989).

In PY 1989, 1,698 adults, all of whom were again public assistance recipients, received jobs and training services under the eight percent education coordination funds. Total federal funds allocated were \$1,070,650. The state provided \$1,513,122 in documented matching training and support funds. This translated into \$2,583,772 in total funding or \$1,522 per participant. Fourteen special projects targeted to special needs groups were funded in 1988 and again included training for specific occupational areas, basic training in reading and mathematics skills, and English as a Second Language (SBTC 1990).

Summary

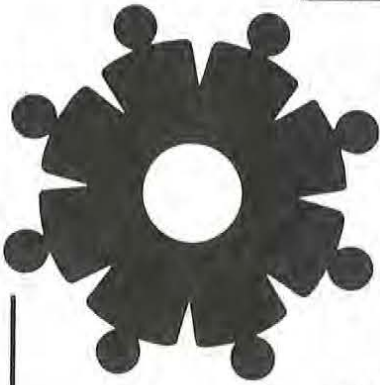
The Governor's Job Training Council, along with the Department of Jobs and Training, satisfied all of the mandates of JTPA. Each of the categories had placement rates and wages that were above the national standards.

Furthermore, the programs were designed to meet the needs of the populations they were serving. For example, many SDAs have recently created dislocated worker programs that respond quickly to plant closings and are tailored to meet the educational and occupational needs of the workers losing their jobs.

Other examples of JTPA success stories appear below:

- . a customized training program that offers 12 JTPA clients at a time the opportunity to participate in a 130-hour, industry-specific training curriculum leading directly to employment with a manufacturer of high precision parts;
- . a unique consortium of several technical colleges created to deliver JTPA classroom training programs and staffed by a JTPA specialist at each college;
- . a new career in accounting for a former over-the-road truck driver severely injured while unloading his truck;
- . a successful shift for a single Thai mother into a graphic arts career offering a salary sufficient to support herself and her four children; and
- . a transition from a life of alcoholism and unemployment for a single father with two small children to successful participation in a program for recovering chemical dependents and to successful training followed by employment in the computer maintenance field.

The PICs and SDAs had license to determine the services that were provided to those in need of job training as well as the agencies used to provide these services. This is consistent with the spirit of JTPA which was written with the belief that private industry and state and local governments are best able to understand and address their own job training needs.



CHAPTER THREE

COORDINATION BETWEEN VOCATIONAL EDUCATION AND JTPA

The third and final phase of this evaluation is to determine the adequacy and effectiveness of the coordination that took place between JTPA and vocational technical education during FY 1988, 1989, and 1990. These relationships are intertwined with a host of other social service agencies. Chapter Three will describe some of the coordination activities that occurred, while Chapter Four will discuss results of the Council's survey on coordination.

Formal State Coordination Responsibilities

The Perkins Act charges the State Board of Technical Colleges to pursue specific coordination efforts between vocational technical education and JTPA. The Board should:

- (1) adopt procedures it considers necessary to implement state-level coordination with the Governor's Job Training Council to encourage cooperation in the conduct of their respective programs;
- (2) make available to the Governor's Job Training Council a listing of all vocational programs assisted by the act;
- (3) describe methods proposed for joint planning and coordination of programs carried out under the act with programs carried out under JTPA; and

- (4) require local recipients of Perkins funds to describe the coordination with relevant local JTPA programs in order to avoid duplication of services, with such descriptions to be made available for review and comment by all interested parties, including the appropriate JTPA administrative entities.

The actions outlined below were taken by the Board and the GJTC to accomplish their coordination responsibilities.

State Board of Technical Colleges

The State Plan for Vocational Technical Education outlines the following priorities for coordinating efforts with JTPA. (SBTC 1988, 1989, 1990):

- (1) joint planning and coordination of programs at the local and state level;
- (2) strengthening the coordination between the Board and the Governor's Job Training Council;
- (3) administering the 8 percent education coordination funds in cooperation with the State Job Training Office and the Governor's Job Training Council; and
- (4) requiring attendance by a Board representative at the monthly meetings of the Directors' Partnership Association (made up of the 17 SDA Directors).

Governor's Job Training Council

JTPA mandates that the Governor's Job Training Council carry out specific responsibilities relating to coordinating efforts with vocational education. These include:

- (1) identifying, in coordination with the appropriate state agencies, the employment and training and vocational technical education needs throughout the state and assessing the extent to which employment and training, vocational technical education, rehabilitation services, public assistance, economic development, and other federal, state, and local programs and services represent a consistent integrated, and coordinated approach to meeting such needs; and
- (2) commenting at least annually on the steps taken by the Board to ensure the effectiveness of programs assisted under this act in meeting the needs identified in the State Plan for Vocational Technical Education.

Coordination Activities

The primary mode of direct support of vocational technical education made by JTPA agencies was tuition, books, and supplies for qualified students in ongoing vocational programs. This support occurred in both FY 1988, 1989, and 1990.

A special focus of coordination activities in FY 1988 were two formal evaluations, both favorable, of the 8 percent education coordination efforts in Minnesota. In addition, the State Board of Technical Colleges implemented through its JTPA/Education Coordination Unit, a number of new program initiatives designed to assist dislocated workers including: (1) the creation of customized retraining programs, (2) the linking of retraining efforts with economic development initiatives in the trade and business communities, (3) the establishment of several interagency task forces charged with program oversight, and (4) in-service training for all technical colleges on the needs and characteristics of dislocated workers (SBTC 1988).

In both FY 1989 and 1990 the State Board of Technical Colleges acted as an "advocate/ombudsman" between SDAs and 200 Minnesota postsecondary institutions, community-based organizations, and secondary schools in the administration of the 8 percent education coordination funds.

In addition, the Board's JTPA unit provided assistance to all JTPA-eligible students through individual referral programs and continued its efforts to coordinate training for dislocated workers. For example, the United Auto Workers dislocated workers program at FMC, the NOW Foods/Johnson Controls program, and the STRAUS/Allied project enrolled 126, 60, and 77 dislocated workers respectively.

Two other instances of exemplary coordination in FY 1989 and 1990 were the provision of computer software to identify and coordinate training demands from dislocated workers in the metropolitan area at seven technical colleges and the installation of satellite downlinks at all Minnesota technical colleges (SBTC 1989, 1990).

Review and Comment on State Plan for Vocational Technical Education

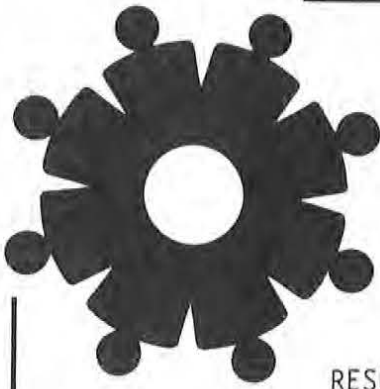
The Governor's Job Training Council reviews and comments on the State Board of Technical College's annual Plan for vocational technical education. The Board considers and responds to these comments and incorporates them into the appendix of the plan. Many useful developments can evolve from this procedure. Three examples are given below:

- (1) The State Board of Technical Colleges finished a complete reorganization of the curriculum at all 34 technical college campuses from a program and clock hour basis to a course and credit hour basis. One of the major purposes of the curriculum reorganization was to meet the needs of part-time students for more flexible scheduling. This major initiative was based in part on recommendations from Governor's Job Training Council (SBTC 1988).
- (2) At the Governor's Job Training Council's suggestion, the Board developed a new student data system to assist in monitoring services to special needs students (Ibid.)
- (3) In part due to the ongoing concerns of the Governor's Job Training Council about the continuing expansion of SBTC efforts to assure vocational equity, the Board developed a 34-page, 147-question and answer vocational equity evaluation process to be used at each technical college (SBTC 1989).

Summary

The enhancement of coordination is an ongoing process that is as necessary as it can be elusive. It requires mutual efforts and clear communication. Responses to the questionnaire that is the subject of the next chapter

indicate that a good level of communication exists among vocational technical education and job training service providers. The systems appear to be mutually supportive and to supplement each other. With all relationships, mutual trust is a crucial ingredient. It must be continually reinforced and strengthened in order to develop, administer, and evaluate sound, efficient job training and vocational technical education programs.



CHAPTER FOUR

RESULTS OF A SURVEY OF TECHNICAL COLLEGE PRESIDENTS AND SDA ADMINISTRATORS

The first three chapters described the separate and combined accomplishments of vocational technical education and job training funded by the Perkins Act and JTPA during FY 1988, 1989, and 1990. This chapter contains additional information on the adequacy, effectiveness, and coordination of the Perkins Act and JTPA as experienced by some of the individuals most closely involved with implementing them in Minnesota: the presidents of the technical college campuses, the service delivery areas (SDAs) administrators, and the chairs and local elected officials of the private industry councils (PICs).

Separate multiple choice and short answer questionnaires were devised for each group in order to reflect both the unique and shared statutory responsibilities of the technical colleges, SDAs, and PICs under these two federal programs (see Appendix B, Page 91). In addition, the Minnesota Council was strongly influenced by the Common Evaluation Elements document prepared by the National Association of State Councils on Vocational Education (NASCOVE 1990). NASCOVE suggested common evaluation elements that each state council might consider as they planned and carried out this evaluation. The following key evaluation elements were identified in the NASCOVE report:

1. Carl D. Perkins Vocational Education Act
 - a. Accessibility for Special Populations
 - b. Set Asides for Special Populations
 - c. Funding Formula for Disadvantaged/Handicapped
 - d. Private Sector Involvement
 - e. Allocation of State Allotments
2. Job Training Partnership Act
 - a. Populations with Serious Barriers to Employment
 - b. JTPA (Performance) Standards
3. Vocational Education/JTPA Coordination
 - a. Public Education Delivery System
 - b. Local Coordination

Information about NASCOVE's common elements was gathered through the questionnaires and will be reported in this chapter.

Twenty-nine of the 34 technical college campus presidents and 14 of the 17 SDA administrators returned their questionnaires. Although separate questionnaires were sent to the chairs and the local elected officials serving on the 17 PICs, only five chairs and three elected officials completed and returned the questionnaires. Because of the low response rate of PIC chairs and elected officials, only anecdotal evidence from these groups will be used.

There are four major themes of this chapter under which the data will be reported. They are:

- . Theme 1: the nature and range of services provided to and needed by special populations, with special attention to the effect of Perkins set-asides and funding formulas;
- . Theme 2: the nature and quality of joint planning and program coordination between job training service providers and vocational technical training providers;
- . Theme 3: the equitability of the request for proposals (RFP) process used to distribute JTPA 8 percent coordination funds; and
- . Theme 4: the effect of performance standards on recruitment and enrollment practices in JTPA programs.

Theme 1: The Nature and Range of Services Provided
to and Needed by Special Populations

A group of questions on the questionnaires for technical college presidents and SDA administrators centered on the nature and range of services provided to and needed by special populations. Special populations include: (1) persons with disabilities, (2) disadvantaged individuals, (3) dislocated workers, (4) individuals who are single parents or homemakers, (5) individuals who participate in programs designed to eliminate sex bias and stereotyping in vocational technical education, and, (6) incarcerated criminal offenders.

When asked directly to rate how well various components of the Minnesota vocational technical education system, i.e., instructors, student support personnel, child care, instructional facilities and equipment, scheduling, curriculum, career counseling, personal counseling, employment placement services, student follow-up, and interagency coordination, serve special populations, the vast majority of respondents in all three categories said that the system "usually"--as opposed to "always," "occasionally," or "never"--served special populations well. Technical college presidents consistently rated the ability of the technical college system to serve special populations more favorably than did SDA administrators.

Both groups were asked to list the factors which have contributed the most and detracted the most to the accessibility of special populations to quality vocational technical education programs. There was a wide range of factors that contribute to the accessibility of special populations, including the following:

- . provision of strong support services for students with special needs (counseling, career assessment, special needs tutoring, advocacy);
- . co-location of PIC/JTPA offices in technical colleges and other sharing of staff, facilities, equipment;

- . customized training;
- . cooperative efforts of social service agencies and technical colleges;
- . improved communications, including joint planning and service delivery;
- . on-site child care facility [at a technical college];
- . formal contracts between SDAs and technical colleges;
- . technical college curriculum modification;
- . training for staff so they understand who the special populations are and how to serve them;
- . availability of financial resources to address costs of tuition, books, transportation, child care, and housing; and
- . federal legislation and state guidelines mandating accessibility.

The only difference among the responses is that more than half of the 28 technical college presidents who replied mentioned the creation of strong support services as a key factor in creating accessibility, whereas fewer than 25 percent of the 14 SDA administrators who replied listed this factor.

When asked what factors detract the most from accessibility of special populations to a quality vocational technical education, technical college presidents and SDA administrators responded:

- . not enough resources, including fiscal resources in general, fiscal resources for child care, equipment, and facilities;
- . lack of qualified counseling staff at technical colleges;
- . inadequate marketing techniques;
- . lack of coordination with high schools;
- . need for better placement activities;
- . rising tuition costs;
- . lack of public transportation;
- . poor communication among agencies;

- . inflexibility in course scheduling;
- . bias and lack of flexibility in instructors;
- . curriculum (specifically: "shift to a 'college' mentality may limit access" and "high course enrollment and highly specialized courses");
- . limited ability to respond to the changing needs of industry; and
- . lack of employer acceptance of persons less able within the workplace.

There were no differences among the two groups in their responses to this question. The most common answer for all three groups was lack of resources.

The Effect of Perkins Set-asides

All three groups were asked to assess the extent to which the Perkins set-asides affect vocational technical education programs and services provided to the six specific populations with special needs targeted by the legislation. (See Page 64 for population categories.) There were five possible ratings on the scale: strongly positive effect, moderately positive effect, no effect, moderately negative effect, and strongly negative effect.

There was a disagreement between technical college presidents and SDA administrators regarding the strength of the set-aside effects. Approximately 25 percent of the 28 technical college presidents who responded said that the Perkins set-asides have had a strongly positive effect on programs and services for the seven special needs populations, while approximately 25 percent of the 14 SDA administrators who replied said that the set-asides have had no effect on programs and services to the seven special populations. Almost no technical college presidents said the set-asides have no effect, and almost no SDA administrators said they had a strong effect. The majority of both groups said that the set-asides have had a moderately positive effect.

One possible explanation is that federal funding equals only about 9 percent of funds spent on vocational technical education in Minnesota.

The Effect of Perkins Funding Formulas

Only the technical college presidents were asked a question about the degree to which the Perkins funding formula within Minnesota affects the ability of technical colleges to serve the needs of the economically disadvantaged and persons with disabilities. There was unanimous agreement among the 28 technical college presidents who responded to this question that the Perkins money has been essential in providing services to persons with special needs. Many added that while the money was crucial, it was also inadequate.

Representative comments appear below:

- . I feel a lack of information regarding Perkins funding.
- . It's been a godsend!
- . Currently the economically disadvantaged are supported when they are also at an academic disadvantage.
- . Helps us--but we need additional equipment in order to do a proper job.
- . We have a large group of economically disadvantaged people due to the mining industry instability. The formula has provided folks the opportunity they would otherwise not have had.
- . The metro technical colleges need more funding. Money should go where the need is!
- . Some disabilities have their needs met better than others.

Theme 2: The Nature and Quality of Joint Planning and Program
Coordination Between Job Training Service Providers
and Vocational Technical Training Providers

With both the Perkins and the JTPA legislation, the U.S. Congress sought greater cooperation between the public and the private sectors. There were several questions on the questionnaires addressing different aspects of public-private collaboration and Perkins-JTPA coordination.

The technical college presidents were asked to assess the extent that vocational technical education has involved the private sector in the improvement and expansion of its programs. (See Appendix B, Technical College Presidents' Questionnaire, Question 5, Page 94.) The activities are listed below:

The presidents agree that

- the private sector participates far more in planning activities than in evaluation activities and somewhat more in planning activities than in implementation activities;
- the private sector participates more in implementation activities than in evaluation activities;

Public and Private Sector Cooperation
in Vocational Technical Education

The technical college presidents were asked to describe effective public-private educational program activities in their technical colleges. The most frequently given response was customized training. Another frequent response was interdependent committee structures including advisory committees with PIC and JTPA representation and PIC boards with technical college representation. Other representative comments appear below:

- Our Small Business Management program is an excellent example of working with private enterprise.
- All our health programs interact with the private sector.

- . JTPA and PIC work cooperatively with us in funding, recruitment, placement, and support.
- . Involvement with Chambers of Commerce and economic development groups.
- . Employment of private sector personnel as instructors.
- . We sent out an employer perception evaluation.
- . Project Discover, Minnesota Job Skills Partnership program with local businesses, open house/career fair, and business expositions.
- . Through adult extension training provided to industry in the areas of firearms training, fire fighting, business development, farm management, hospitality management, and private industry training.
- . Industry specific training to 160 different companies during 1989-90.
- . Placement of special needs students on jobs.

Barriers to Private Sector Involvement
in Vocational Technical Education

Technical college presidents were also asked to list the barriers to private sector involvement in vocational technical education and to suggest ways to remove those barriers. Responses include the following:

- . The barrier is ourselves. We must take time to work with business people. We need to visit them at their places of business to identify their needs and communicate to them how we can assist them.
- . Turf struggles.
- . Time and money.
- . I'm not sure there are major barriers.
- . We need tax incentives so business will help us with our equipment needs.

- . The technical college system with local control is archaic in that we do not have freedom to change [our curriculum to meet] the needs of industry.... We continue to spend too much money supporting students who continue to go into the traditional programs such as cosmetology, welding, auto mechanics, auto body, etc. We should cut back funding [on unnecessary traditional programs] ... and redirect the money that would be freed up to programs in aviation mechanics, CAD [computer assisted drafting], etc.
- . The private sector doesn't see the advantage of working with the technical colleges or they see only parts of the technical college system as relevant to them.

To remove the barriers, the technical college presidents suggest additional outreach activities, improved staff training, improved marketing, "starting at the state level to improve image, and implementation of an effective [tech prep] curriculum in conjunction with secondary education."

Opportunities for Technical Colleges to Provide JTPA Services

Technical college presidents and SDA administrators were asked the extent to which technical colleges are given the opportunity to provide JTPA programs and services. Responses to this question were uniform: JTPA clients needing vocational education receive it almost all the time at technical colleges. However, one respondent said that competition in the metro area is fierce for JTPA clients and that they do not always enroll in his technical college. Several respondents pointed out that providing more dollars to JTPA for longer-term technical training would, of course, benefit the technical colleges as well.

Coordination Activities Between Job Training and Vocational Technical Education

Technical college presidents and SDA administrators were asked to assess the extent to which various joint activities such as planning, grant review, information exchange, and cooperative agreements reduce duplication at the

local level (Appendix B, Technical College Presidents' Questionnaire, Question 13, Page 96, SDA Administrators Questionnaire, Question 11, Page 105).

There appeared to be no differences among the two groups in responding to this question. Approximately 50 percent of all the respondents said that the joint activities "usually" occur and "usually" reduce duplication of effort. About 25 and 20 percent respectively said that the joint activities "occasionally," "always," or "never" occur.

All the groups were asked to list the three most important things they do to achieve coordination between technical college and JTPA programs. Again, there appeared to be no important differences among the groups. The most frequent responses were:

- . Serve on each other's committees;
- . Share fiscal and other resources;
- . Co-locate JTPA/PIC staff and/or offices on technical college campuses;
- . Have regular joint meetings;
- . Do joint planning and program implementation;
- . Keep open lines of communication with problems discussed and resolved at line staff level;
- . Keep paperwork at a minimum;
- . JTPA and technical colleges contract for classroom training; and
- . Refer clients and exchange client information.

Other comments included:

- . Participate in the development and delivery of orientations [for STRIDE⁴ participants, welfare recipients, and other special populations];

⁴Success Through Reaching Individual Development and Employment (STRIDE) is a program jointly administered by JTPA and the Minnesota Department of Human Services which helps AFDC recipients achieve self-sufficiency.

- Help technical colleges lobby for more funding to increase services and classes;
- Create awareness among community-based organizations; and
- Have JTPA staff teach continuing education classes and act as guest speakers in regular classes.

Membership on Committees

Finally, both groups were asked to describe significant contributions of technical college representatives on PICs and of PIC members who serve on technical college general and/or program advisory committees. Comments about the benefits of technical college representatives serving on PICs did not differ among the three groups of respondents. Sample comments are listed below:

- We are at least at the same table for discussions.
- Representation on the PIC provides visibility throughout our region for the technical colleges and helps us market our services.
- We can use each other's expertise. Our SDA benefits from the technical college expertise.
- This [representation of technical college staff on PICs] helps us better serve students and eliminates duplication of efforts.

Judging by the survey responses from technical college presidents, SDA administrators, and PIC representatives, there is much more participation by technical college staff on PICs than there is participation by PIC members on technical college general and program advisory committees. Only 12 out of a total of 51 survey respondents commented on significant contributions of PIC members serving on technical college committees. These comments included the following:

- PIC members [on technical college general and program advisory committees] make jobs available for students, offer business experience, and spread awareness of JTPA programs.

- [Committee members from PICs] express the needs of the populations they represent.
- [Serving on each other's boards and committees] helps in information exchange and coordination.

Theme 3: The Effect of Performance Standards in JTPA Programs

Two questions about the effects of performance standards on recruitment and enrollment practices in JTPA programs were asked only of SDA administrators and PIC representatives (Appendix B, SDA Administrators Questionnaire, Questions 4 and 5, pages 93 and 94). Asked to what extent performance standards influence recruitment and enrollment practices in JTPA programs, four of the 14 SDA administrators and eight PIC representatives responding to the survey said "Always"; six said "Usually"; nine said "Occasionally"; and three said "Never." Asked to what extent performance standards hinder JTPA from serving the populations most at risk, only three respondents said "Always," four said "Usually," 13 said "Occasionally," and two said "Never."

None of the respondents seemed to underestimate the powerful impact of performance standards on funding. For example, one PIC chair wrote:

[Performance standards] force SDAs to meet the standards, not to provide the best possible service for those most in need. If the standards are not met, incentive funds are reduced or eliminated, and for most of the small SDAs every dollar lost has a great impact on the program!

Most of the respondents seem to regard performance standards as either useful or necessary in providing a rationale for providing or refusing service to clients and in remaining accountable to taxpayers. Typical comments in this vein include the following:

- We have found that the performance standards system responds positively to hard-to-serve groups!

- Employment and retention being two key issues, program participants will be guided toward programs that lead to specific occupations which are in demand in the labor market. Participants are made aware that we won't approve just any type of training.
- Individual needs must be weighed against the probability of positive termination, particularly when considerable financial incentives are at stake.
- We must consider the potential success of the client within a certain time frame.
- The standards become lower as the population becomes more difficult. If there is any barrier to seeing at risk [clients] it is LACK OF DOLLARS rather than performance standards.

Some comments about performance standards were negative. The criticisms of performance standards were varied and did not focus on "creaming" as may have been anticipated. "Creaming" refers to the practice, alleged by some to be a flaw of the JTPA performance standards system, of recruiting the easiest to serve clients in order to meet performance standards, thereby ignoring those in greatest need. Some of the comments appear below:

- Federal and state standards may not reflect local needs.
- Long-term follow-up standards increase the chances of not making standards because the especially hard-to-serve often move much and don't maintain contact. Therefore it is often impossible to contact them for follow-up, and this jeopardizes our chances of making standards.
- Categories of barriers are only a statistically generated illusion of objectivity. Many people who are most at risk fall somewhere "between the cracks." The [extra] categories that are created to "close the cracks" require more money spent on computers and paper-work which detracts from actual service.
- With funding being determined by placement rates, agencies enroll only the most likely to succeed.

Summary

The survey portion of this analysis of adequacy, effectiveness, and coordination of the Perkins Act and JTPA activities in Minnesota was based on

separate questionnaires administered to technical college presidents, SDA administrators, and PIC representatives. Twenty-nine of the 34 technical college campus presidents, 14 of the 17 SDA administrators, and eight PIC representatives returned the questionnaires.

The questionnaires were based on previous Council questionnaires, interviews with state officials and others, and a list of "common elements" that NASCOVE recommended for inclusion in state council Perkins-JTPA evaluation instruments. Data from the questionnaires were reported in this chapter under four major themes: (1) the nature and range of services provided to and needed by special populations; (2) the nature and quality of joint planning and program coordination between job training service providers and providers of vocational technical education; (3) the equitability of the RFP process used to distribute JTPA 8 percent coordination funds; and (4) the effect of performance standards on JTPA programs.

Regarding the nature and range of services provided to and needed by special populations, technical college presidents differed from SDA administrators in three ways:

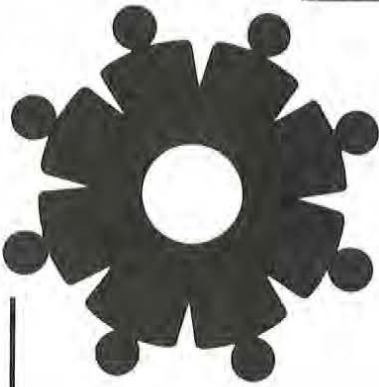
- (1) they rated the ability of the technical college system to serve special populations more favorably;
- (2) they were more than twice as likely to stress the importance of strong support services as a key factor in creating accessibility of special populations to quality vocational education programs; and
- (3) they were more likely to say that the Perkins set-asides have a strongly positive effect on programs and services for special populations.

Regarding the nature and quality of joint planning and program coordination between job training service providers and providers of vocational technical education, there were no differences among the three groups of respondents. Technical college presidents, SDA administrators, and PIC

representatives seem to agree on the importance of joint planning and program coordination and provided a wide range of examples of coordination. However, the sheer variety of these examples indicates the lack of clear guidelines for coordination, a point which will be further discussed in Chapter Five under Recommendation Two.

Regarding the equitability of the RFP process used to distribute JTPA 8 percent coordination funds, approximately half each of the 29 technical college presidents who responded think the process is fair and half do not. In contrast, seven of the 14 SDA administrators who responded found the process unfair.

Regarding the effect of performance standards on JTPA programs, SDA administrators find them powerful forces, not the least because funding rests upon meeting them. Seven of the 14 SDA administrators who responded seem to regard performance standards as either useful or necessary in providing a rationale for giving or refusing service to clients and in remaining accountable to taxpayers.



CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

This chapter presents the conclusions and recommendations based on the evaluation of the program delivery systems assisted under the Perkins Act and JTPA in terms of their adequacy and effectiveness in achieving the purposes of the two acts. It also addresses specifically the adequacy and effectiveness of of the coordination between the two acts.

Conclusions

It would appear from the report that both vocational technical education and job training in Minnesota are healthy. Both sectors have exceeded most federal standards while serving clients. The State Board of Technical Colleges has satisfied the eight specific purposes of the Perkins Act that are outlined in Chapter One of this report. Along with this, the Board developed innovative program strategies that helped students develop skills and competencies that allow them to remain flexible in a dynamic workplace.

The Minnesota Department of Jobs and Training along with the PICs and SDAs also fulfilled all of the requirements of JTPA and on many levels exceeded these requirements. Along with this, the Department of Jobs and Training developed programs that responded to specific needs in Minnesota such as the training requirements of workers dislocated from employment as a result of

regional plant closings. The PICs worked in the spirit of private and local involvement in employment and economic development issues.

The two sectors also made strides towards enhancing the coordination between each other's service providers. This is evident in both programs and perceptions. The following conclusions regarding coordination can be made from the report:

- (1) Service coordination occurs between vocational technical education and job training.
- (2) Service coordination is perceived by both sectors as being important, both in serving all client groups and in maximizing resource usage.
- (3) Both sectors believe that service coordination should be enhanced.
- (4) The PICs, SDAs, and technical colleges engage in joint planning.
- (5) Half of the SDA administrators that responded found JTPA performance standards as either useful or necessary in providing a rationale for giving or refusing service to clients and remaining accountable to taxpayers.
- (6) Technical college president respondents unanimously agree that the Perkins funding has been essential in providing vocational services to special populations.

Recommendations

The State Council of Vocational Technical Education offers one new recommendation as a result of the study and restates one made in the 1987 Perkins-JTPA evaluation report. This is not to suggest that other recommendations are not in order. Rather, the Council's approach is (a) to target specific areas that would achieve significant broad-based, long-term improvement and (b) to take it one step at a time. Furthermore, the Council sees these two recommendations as reasonable and achievable now with the resources at hand. Taking it one step at a time for the Council means staying with a recommendation until it is appropriately and successfully implemented.

Recommendation One: Coordination Guidelines. The State Council on Vocational Technical Education recommends that the State Board of Technical Colleges and the Governor's Job Training Council cooperatively develop guidelines that identify and define exemplary forms of job training and vocational education coordination.

Rationale: Language in both the Perkins Act and JTPA define coordination as an inherently good and necessary way to design and deliver vocational technical education and job training services. Service providers, however, have no firm definition or model of coordination activities. Guidelines would help these service providers to both identify and plan coordination activities in their areas.

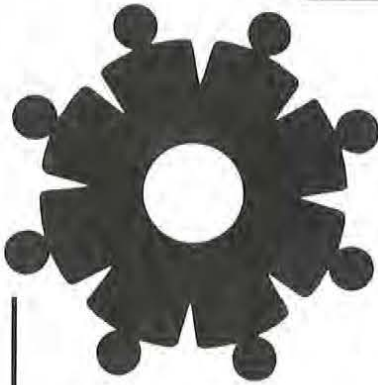
Since the passage of the Perkins Act and JTPA, there is much anecdotal evidence which seems to suggest that both local and state coordination of job training and vocational technical education continues to improve. However, no systematic effort has yet been made to list all the methods of Perkins-JTPA coordination being used in Minnesota and to evaluate which methods are most effective. A clear definition of coordination is especially crucial in meeting the increased accountability standards in the new Carl D. Perkins Vocational and Applied Technology Act of 1990. This definition of coordination would give the Council benchmarks by which technical colleges and SDAs could be evaluated in the future. This would lead to an improved Perkins-JTPA evaluation to meet congressional mandates. Therefore, the Council suggests that the Board and the Governor's Job Training Council jointly establish guidelines for coordination.

Recommendation Two: Regarding Advisory Committee Membership. The State Council on Vocational Technical Education continues to recommend that the technical colleges appoint representatives of private industry councils and

service delivery areas to serve on their general and program advisory committees.

Rationale: The Council originally made this recommendation in its last Perkins-JTPA evaluation (Council 1989). Results of the current survey of technical college presidents, SDA administrators, and PIC representatives indicate no substantial progress in this area. Despite the fact that all three groups agree that serving on each other's boards and committees is a critical ingredient in serving JTPA clients, technical college presidents continue to be more likely to serve on PICs than PIC members are to serve on general and program advisory committees. The program advisory committee is an existing structure that would involve job training service providers directly with vocational curriculum review. It would also give vocational educators a chance to influence the education programs used by JTPA service providers.

Program advisory committees are central to the process of prescribing and validating the curriculum to meet current and future labor market needs. Job training service providers are an important source of this information. Their increased involvement in program advisory committees should increase the overall communication essential for effective coordination.



EPILOGUE

One of the topics that arose during the Perkins-JTPA evaluation is the effectiveness, efficiency, and fairness of the request for proposal (RFP) process in allocating JTPA funds from the state level to local service providers. Funds provided to programs under several titles of JTPA are distributed using an RFP process. These programs are:

- * 8 Percent Education Coordination programs funded under Title II
- * 3 Percent Older Worker programs funded under Title IIA
- * 50 percent of Dislocated Worker programs funded under Title III (40 percent of the funds are JTPA Dislocated Worker Funds and 10 percent are from JTPA funds that can be spent at the Governor's discretion)

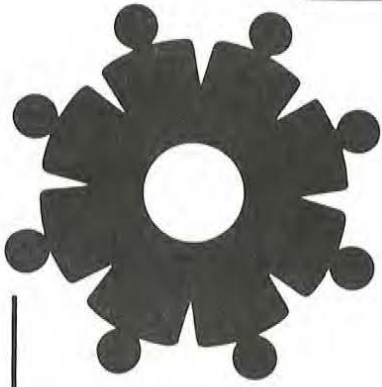
Discussions with state level job training and vocational education administrators as well as questionnaires to technical college presidents and SDA administrators indicate that there is a wide range of opinions on all aspects of the process indicating degrees of understanding and a variety of experiences regarding the RFP process. Some find the process fair in funding creative programs that serve specific populations in need. Others say it favors experienced grant writers. The various sides of the issues appear to be strongly committed to their opinions. Because of the wide range of opinion and the pervasiveness of the RFP process, the State Council on Vocational Technical Education has decided to withhold conclusions or recommendations on

the RFP process until it can be evaluated further. This is necessary to gain an understanding of the RFP process, its supporters, and its critics in order to make informed conclusions about the efficiency, effectiveness, and fairness of the RFP process. The State Board of Technical Colleges and the Minnesota Department of Jobs and Training have committed their support and assistance to a detailed study of the RFP process.

The study will address a number of questions regarding the JTPA RFP process including:

1. Does the RFP process ensure that JTPA funds serve populations most in need?
2. Does the RFP process lead to the creation of innovative programs?
3. Is the RFP process accessible and visible to all service providers eligible for funding?
4. Does the RFP process facilitate coordination between job training service providers and vocational educators?
5. How do the state offices and grant recipients account for the use of these RFP funds in meeting the needs of populations targeted by JTPA?

This study will be performed as part of the Council's workplan during the FY 1992-93 biennium.

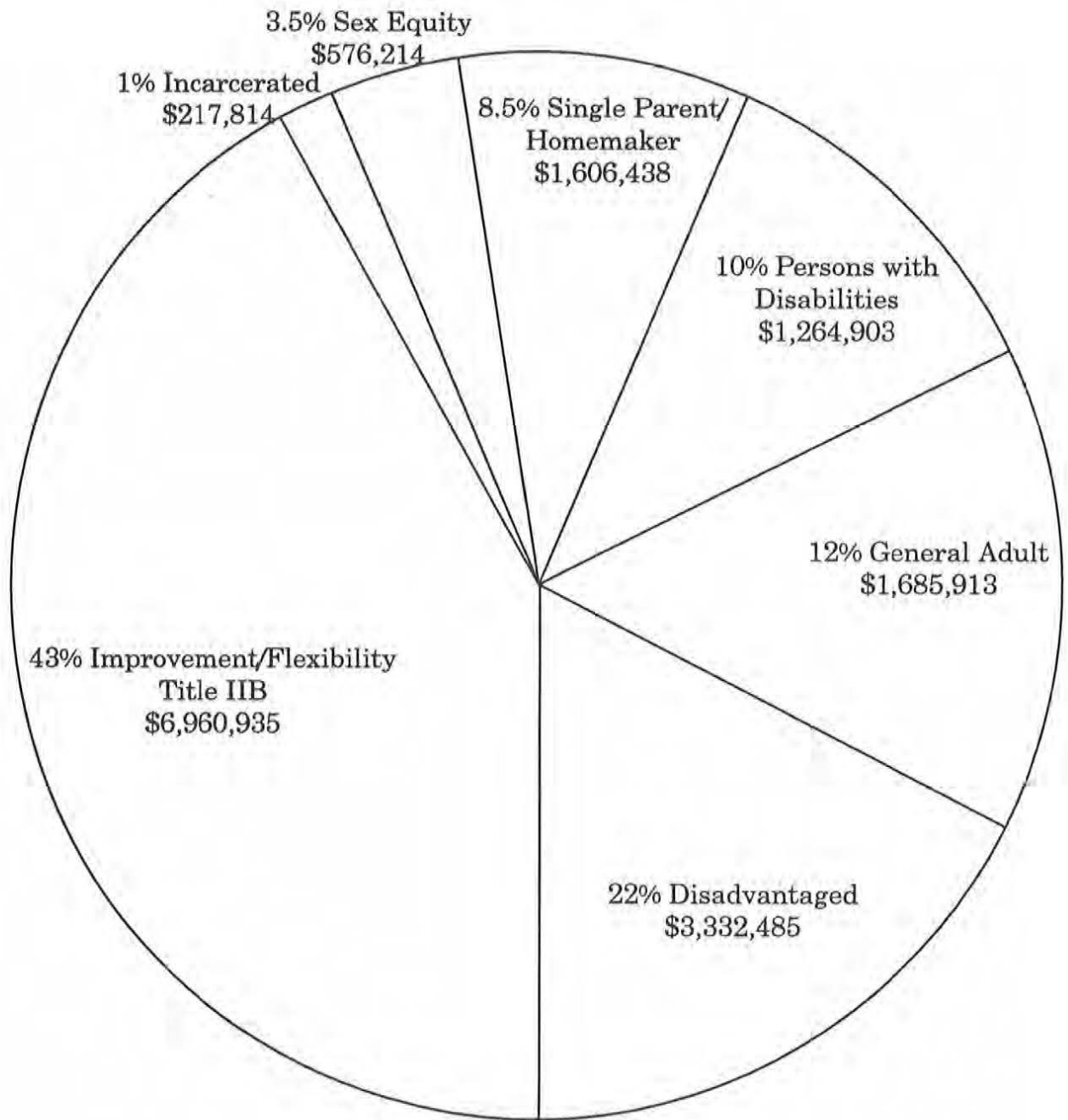


APPENDIX A

GRAPHS DEPICTING PERKINS AND JTPA ALLOCATIONS

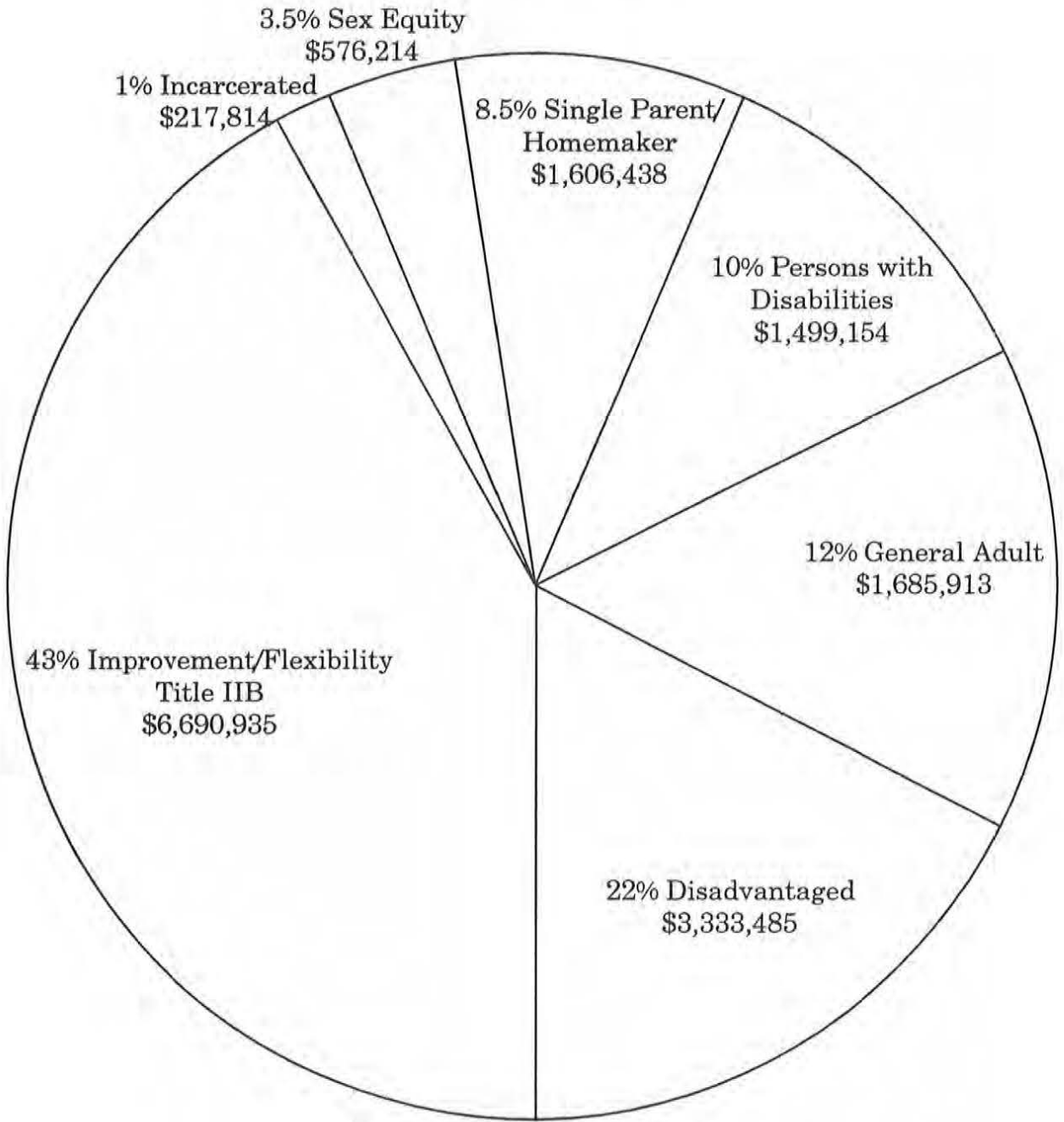
JULY 1, 1987 - JUNE 30, 1990

Figure One
FY1988 Title II
Budgeted Perkins Funds



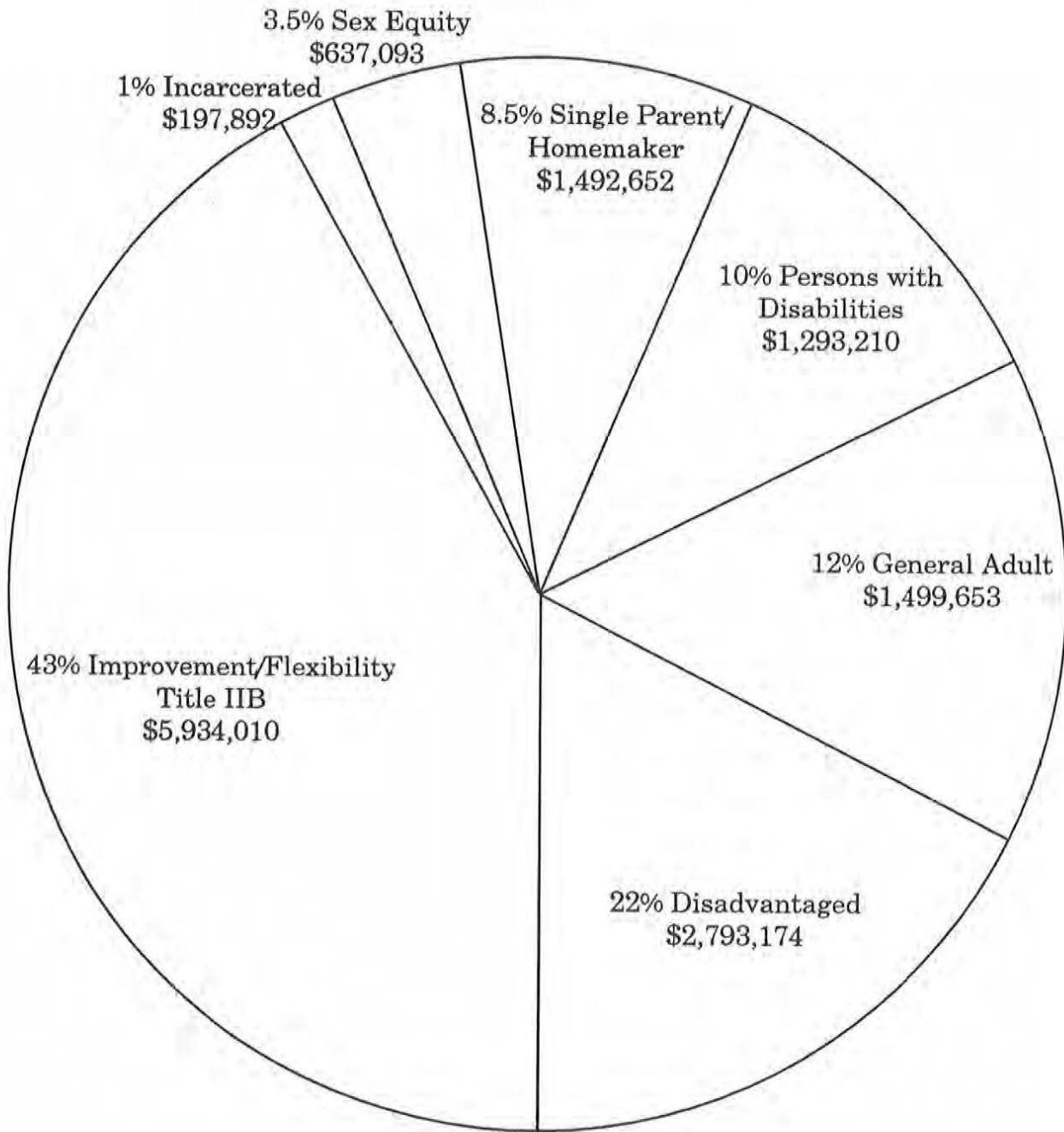
Total Budgeted Funds for FY1988 — \$15,644,702

Figure Two
FY1989 Title II
Budgeted Perkins Funds



Total Budgeted Funds for FY1989 — \$15,609,702

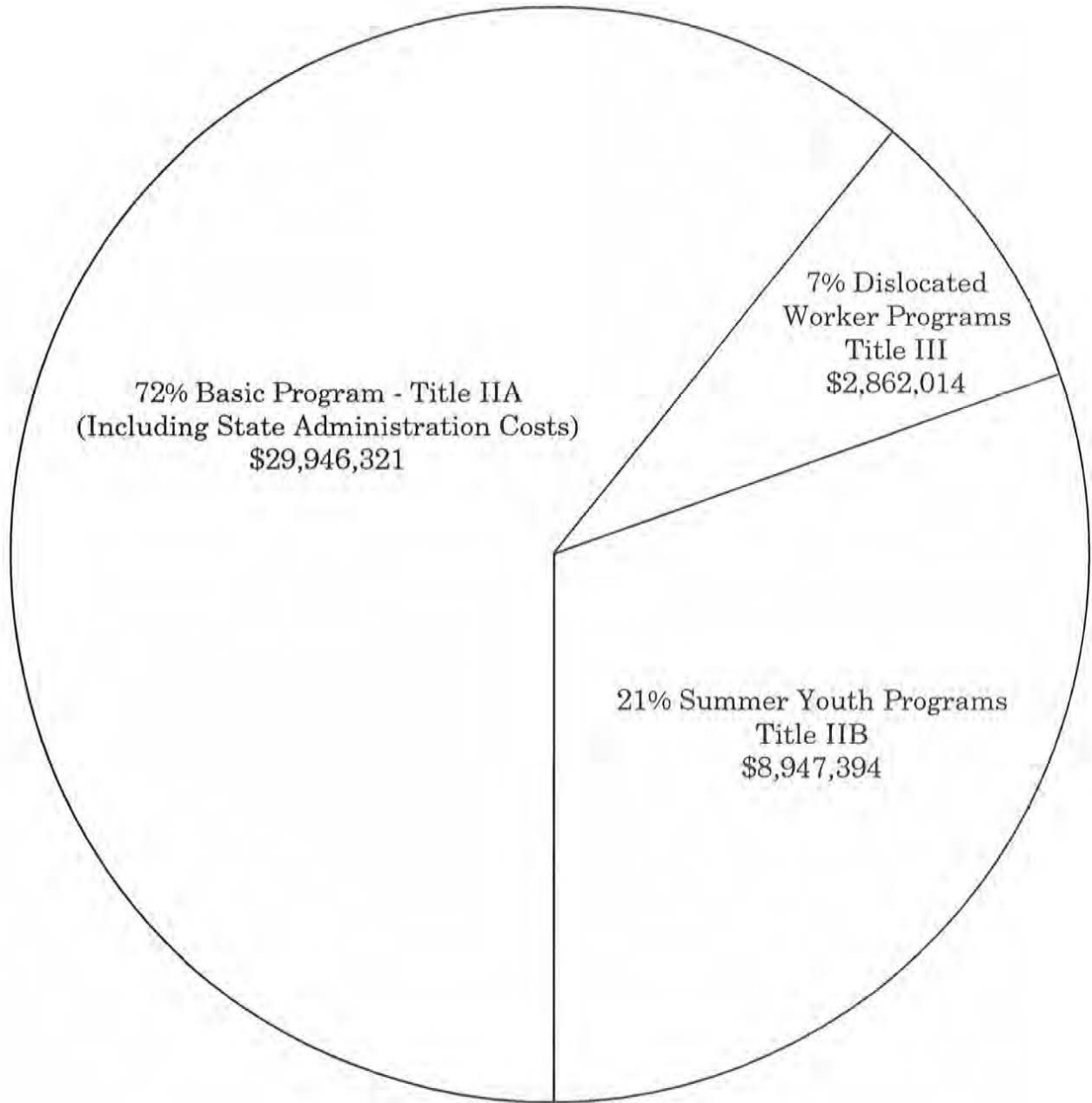
Figure Three
FY1990 Title II
Budgeted Perkins Funds



Total Budgeted Funds for FY1990 — \$13,847,684

Figure Four

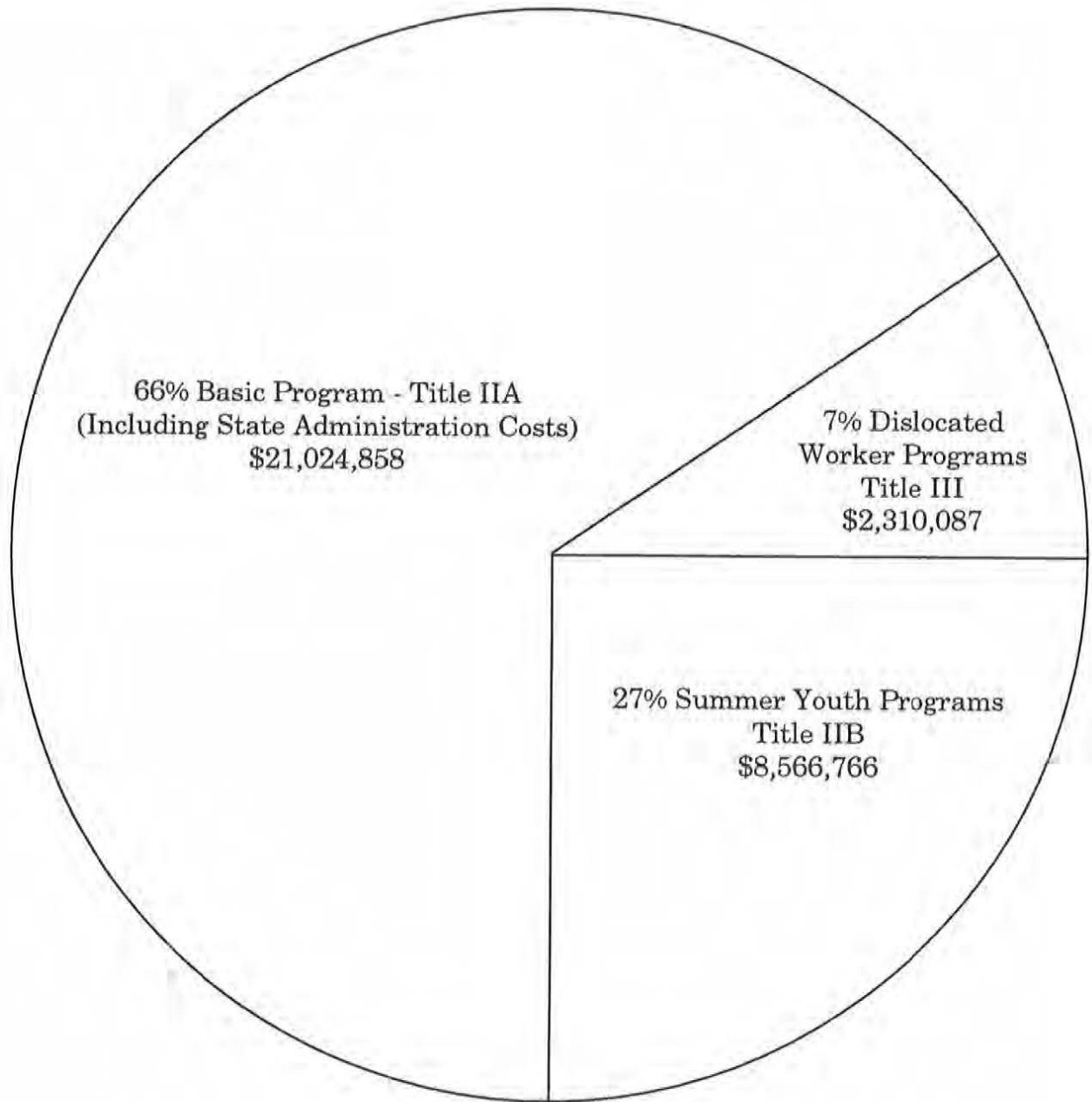
PY1987 Budgeted JTPA Funds



Total Budgeted Funds for FY1987 — \$41,755,729

Figure Five

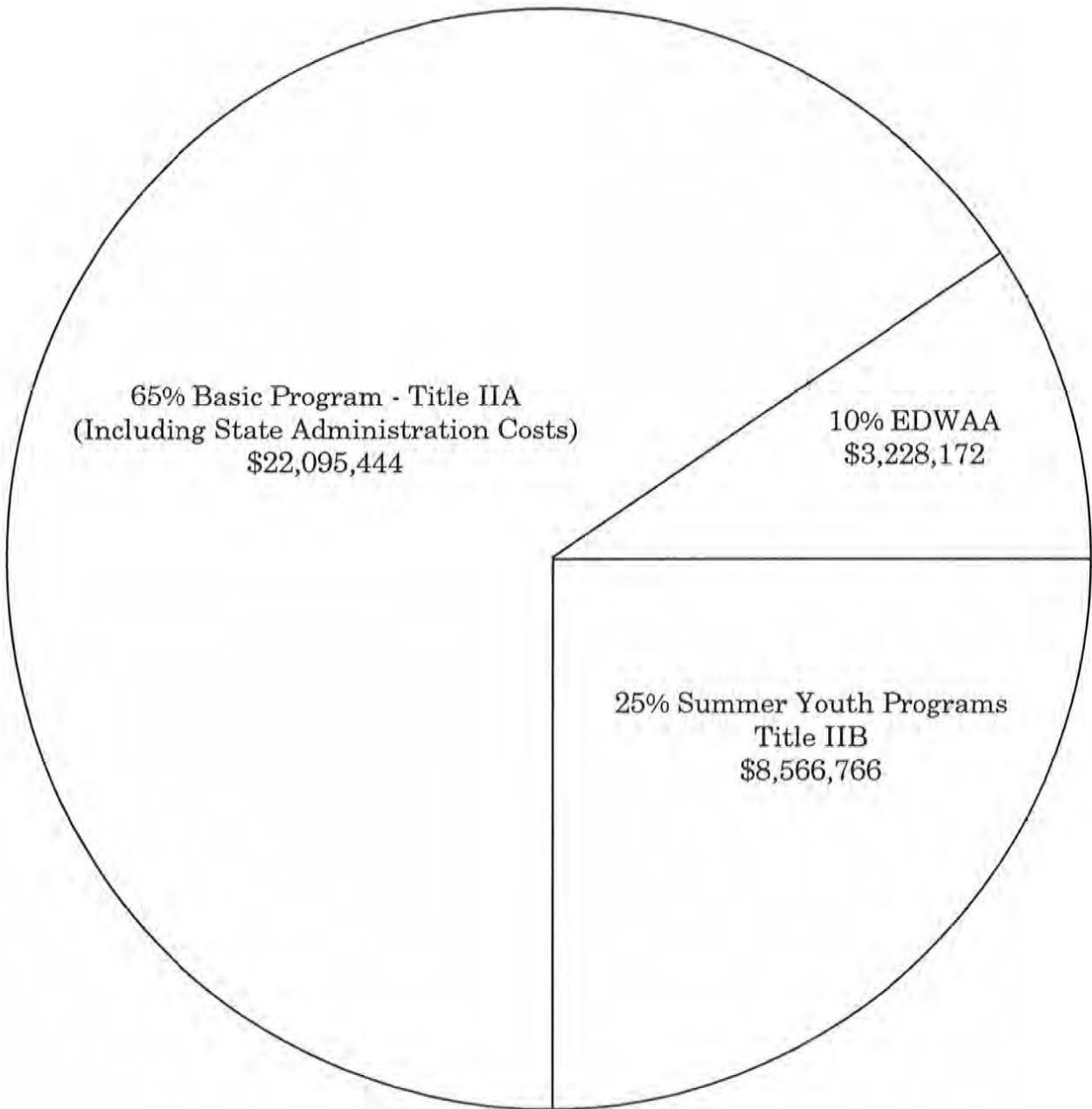
PY1988 Budgeted JTPA Funds



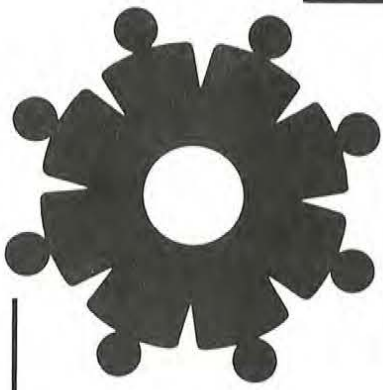
Total Budgeted Funds for FY1988 — \$31,901,711

Figure Six

PY1989 Budgeted JTPA Funds



Total Budgeted Funds for FY1989 — \$33,890,382



APPENDIX B
QUESTIONNAIRES

**Perkins-JTPA Evaluation Questionnaire,
Technical College Presidents**

Instructions: The State Council on Vocational Technical Education is required by the Carl D. Perkins Vocational Act to evaluate the coordination of programs funded through the Perkins Act and the Job Training Partnership Act. The Council is surveying those persons who play a key role in administering one or both of these Acts. This survey covers the period July 1, 1987-June 30, 1990 (Fiscal Years [FY] 1988, 1989, and 1990). We have kept the survey as short as we could; it has 17 questions.

As the President of a Minnesota technical college, your opinions are important to the Council in conducting this evaluation. For this reason, **the Council requests that you complete and return this questionnaire by Friday, January 11, 1991.** The Council is located at 407 Gallery Building, 17 West Exchange Street, St. Paul, MN 55102. A reply envelope is enclosed for your use. Thank you!

1. To what extent do the following vocational technical education system components adequately serve special populations?

Please circle the letter on the rating scale that most closely corresponds to your opinion.

Rating scale: Always = **A** Usually = **U** Occasionally = **O** Never = **N**

Note: "Special populations" include persons with disabilities, disadvantaged individuals, dislocated workers, individuals who are single parents or homemakers, individuals who participate in programs designed to eliminate sex bias and stereotyping in vocational education, and incarcerated criminal offenders.

<u>Components</u>	<u>Rating Scale</u>
a. Instructors	A U O N
b. Student support personnel	A U O N
c. Child care	A U O N
d. Instructional facilities and equipment	A U O N
e. Scheduling	A U O N
f. Curriculum	A U O N
g. Career counseling	A U O N
h. Personal counseling	A U O N
i. Employment placement services	A U O N
j. Student follow-up	A U O N
k. Interagency coordination	A U O N

2. (a) What factor has contributed the most to the accessibility of special populations to quality vocational technical education programs?

- (b) What factor has detracted the most?

3. To what extent have the Perkins set-asides affected vocational technical education programs and services provided to special populations?

Please circle the appropriate number from the rating scale.

Rating scale:	Strongly Positive Effect	5
	Moderately Positive Effect	4
	No Effect	3
	Moderately Negative Effect	2
	Strongly Negative Effect	1

<u>Special Populations</u>		<u>Rating Scale</u>				
a. Persons with disabilities	5	4	3	2	1	
b. Economically disadvantaged persons	5	4	3	2	1	
c. Dislocated workers	5	4	3	2	1	
d. Single parents or homemakers	5	4	3	2	1	
e. Persons who participate in programs to eliminate sex bias and stereotyping	5	4	3	2	1	
f. Incarcerated criminal offenders	5	4	3	2	1	
g. Adults in need of training or retraining	5	4	3	2	1	

4. (a) To what degree does the Perkins funding formula within Minnesota affect the ability of technical colleges to serve the needs of the economically disadvantaged?

(b) the needs of persons with disabilities?

5. To what extent has vocational technical education involved the private sector in the improvement and expansion of its programs?

Please indicate to what degree the private sector has contributed to the planning, implementation, and evaluation of each of the activities listed below by circling the appropriate letter from the rating scale.

Rating scale: Significant = S Moderate = M Little = L None = N

	<u>Degree of Contribution</u>											
	<u>Planning</u>				<u>Implementation</u>				<u>Evaluation</u>			
Identifying workplace requirements	S	M	L	N	S	M	L	N	S	M	L	N
Addressing needs of targeted populations	S	M	L	N	S	M	L	N	S	M	L	N
Addressing statewide education needs	S	M	L	N	S	M	L	N	S	M	L	N
Addressing statewide job training & retraining needs	S	M	L	N	S	M	L	N	S	M	L	N
Local advisory committees	S	M	L	N	S	M	L	N	S	M	L	N
State technical committees	S	M	L	N	S	M	L	N	S	M	L	N
Economic development	S	M	L	N	S	M	L	N	S	M	L	N
Private Industry Councils	S	M	L	N	S	M	L	N	S	M	L	N
Other (please specify) _____	S	M	L	N	S	M	L	N	S	M	L	N

6. Please describe effective public/private educational program activities at your technical college.

7. (a) What are the barriers to private sector involvement in vocational technical education?

- (b) How would you remove these barriers?

8. To what extent are the technical colleges given the opportunity to provide JTPA programs and services?

Always Usually Occasionally Never

Please explain your answer.

9. Is your technical college on the mailing list for JTPA Eight Percent Requests for Proposals (RFPs)?

Yes No

Does your technical college respond to Eight Percent RFPs? Why or why not?

10. Is the Eight Percent RFP process a fair and equitable way to distribute JTPA funds? Why or why not?

11. What are the strengths of the RFP process, and who benefits?

12. What are the weaknesses of the RFP process, and who loses?

13. To what extent do the following activities coordinate planning and reduce duplication at the local level?

Please circle the letter on the rating scale that most closely corresponds to your opinion.

Rating scale: Always = A Usually = U Occasionally = O Never = N

<u>Activities</u>	<u>Rating Scale</u>
a. Joint planning of JTPA-funded activities	A U O N
b. Joint planning of Perkins-funded activities	A U O N
c. Review of JTPA grant applications	A U O N
d. Review of Perkins grant applications	A U O N
e. Exchange and use program information	A U O N
f. Cooperative agreements	A U O N
g. Other (please specify) _____	A U O N

14. What are the three most important things you do to achieve coordination between technical college and JTPA programs?

15. Describe significant contributions of technical college representatives on Private Industry Councils (PICs).

16. Describe significant contributions of PIC members who serve on technical college general and/or program advisory committees.

17. How do JTPA programs make a difference?

Please return by Friday, January 11, 1991, to the State Council on Vocational Technical Education, 407 Gallery Building, 17 West Exchange Street, St. Paul, MN 55102. If there are any questions regarding the survey, please call Leo G. Christenson at 612/296-4202. Thank you!

CBB:cbb 12/19/90

**Perkins-JTPA Evaluation Questionnaire,
SDA Administrators**

Instructions: The State Council on Vocational Technical Education is required by the Carl D. Perkins Vocational Act to evaluate the coordination of programs funded through the Perkins Act and the Job Training Partnership Act. The Council is surveying those persons who play a key role in administering one or both of these Acts. This survey covers the period July 1, 1987-June 30, 1990 (Program Years [PY] 1987, 1988, and 1989). We have kept the survey as short as we could; it has 15 questions.

As a SDA Administrator, your opinions are important to the Council in conducting this evaluation. For this reason, **the Council requests that you complete and return this questionnaire by Friday, January 11, 1991.** The Council is located at 407 Gallery Building, 17 West Exchange Street, St. Paul, MN 55102. A reply envelope is enclosed for your use. Thank you!

1. To what extent do the following vocational technical education system components adequately serve special populations?

Please circle the letter on the rating scale that most closely corresponds to your opinion.

Rating scale: Always = **A** Usually = **U** Occasionally = **O** Never = **N**

Note: "Special populations" include persons with disabilities, disadvantaged individuals, dislocated workers, individuals who are single parents or homemakers, individuals who participate in programs designed to eliminate sex bias and stereotyping in vocational education, and incarcerated criminal offenders.

<u>Components</u>	<u>Rating Scale</u>
a. Instructors	A U O N
b. Student support personnel	A U O N
c. Child care	A U O N
d. Instructional facilities and equipment	A U O N
e. Scheduling	A U O N
f. Curriculum	A U O N
g. Career counseling	A U O N
h. Personal counseling	A U O N
i. Employment placement services	A U O N
j. Student follow-up	A U O N
k. Interagency coordination	A U O N

2. (a) What factor has contributed the most to the accessibility of special populations to quality vocational technical education programs?

- (b) What factor has detracted the most?

3. To what extent have the Perkins set-asides affected vocational technical education programs and services provided to special populations?

Please circle the appropriate number from the rating scale.

Rating scale:	Strongly Positive Effect	5
	Moderately Positive Effect	4
	No Effect	3
	Moderately Negative Effect	2
	Strongly Negative Effect	1

<u>Special Populations</u>	<u>Rating Scale</u>				
a. Persons with disabilities	5	4	3	2	1
b. Economically disadvantaged persons	5	4	3	2	1
c. Dislocated workers	5	4	3	2	1
d. Single parents or homemakers	5	4	3	2	1
e. Persons who participate in programs to eliminate sex bias and stereotyping	5	4	3	2	1
f. Incarcerated criminal offenders	5	4	3	2	1
g. Adults in need of training or retraining	5	4	3	2	1

4. To what extent do performance standards influence recruitment and enrollment practices in JTPA programs?

___ Always ___ Usually ___ Occasionally ___ Never

Please explain your answer.

5. To what extent do the performance standards hinder JTPA from serving the populations most at risk?

Always Usually Occasionally Never

Please explain your answer.

6. To what extent are the technical colleges used to provide JTPA programs and services?

Always Usually Occasionally Never

Please explain your answer.

7. Is the Eight Percent RFP process a fair and equitable way to distribute JTPA funds? Why or why not?

8. What are the strengths of the RFP process, and who benefits?

9. What are the weaknesses of the RFP process, and who loses?

10. How are the following categories of people identified and recruited by the SDA?

- (a) Economically disadvantaged persons (a) _____
- (b) Dislocated workers (b) _____
- (c) Summer youth (c) _____
- (d) Older workers (d) _____
- (e) STRIDE participants (e) _____

11. To what extent do the following activities coordinate planning and reduce duplication at the local level?

Please circle the letter on the rating scale that most closely corresponds to your opinion.

Rating scale: Always = A Usually = U Occasionally = O Never = N

<u>Activities</u>	<u>Rating Scale</u>
a. Joint planning of JTPA-funded activities	A U O N
b. Joint planning of Perkins-funded activities	A U O N
c. Review of JTPA grant applications	A U O N
d. Review of Perkins grant applications	A U O N
e. Exchange and use program information	A U O N
f. Cooperative agreements	A U O N
g. Other (please specify) _____	A U O N

12. What are the three most important things you do to achieve coordination between technical college and JTPA programs?

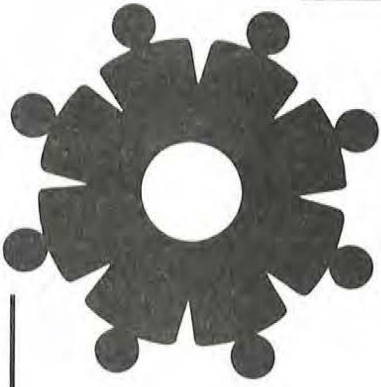
13. Describe significant contributions of technical college representatives on Private Industry Councils (PICs).

14. Describe significant contributions of PIC members who serve on technical college general and/or program advisory committees.

15. How do JTPA programs make a difference?

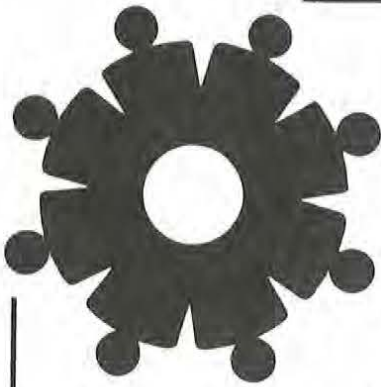
Please return by Friday, January 11, 1991, to the State Council on Vocational Technical Education, 407 Gallery Building, 17 West Exchange Street, St. Paul, MN 55102. If there are any questions regarding the survey, please call Leo G. Christenson at 612/296-4202. Thank you!

CBB:cbb 12/19/90



APPENDIX C

ACRONYMS



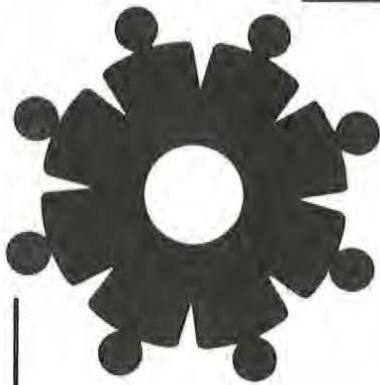
APPENDIX C

ACRONYMS

The following is a list of acronyms that were used in this report

- A.A.S. - Associate of Applied Science
- AFDC - Aid to Families with Dependent Children - A federal support program for disadvantaged children and their parents, administered by the Department of Human Services in Minnesota
- Board - Minnesota State Board of Technical Colleges (SBTC)
- DHS - Department of Human Services - A department of state government which, among other duties, supervises locally administered income maintenance and community social services programs; medical assistance; and AFDC.
- FHA - Future Homemakers of America
- FY, PY - Fiscal year and program year - both FY and PY define a 12-month period from July 1 - June 30. However, a PY is defined by the year in which it begins, and an FY is defined by the year in which it ends. For example, PY 1988 begins on July 1, 1988, and ends on June 30, 1989, whereas FY 1988 begins on July 1, 1987, and ends on June 30, 1988.
- GJTC - Governor's Job Training Council. Required by JTPA to advise the governor on the planning and coordination of employment and training activities in the state.
- JTPA - Job Training Partnership Act of 1983 - Focuses on job training for the economically disadvantaged. Established a new service delivery system to assure the sharing of program design and responsibility between the private sector and local elected officials. Strengthened the role of the state.
- NASCOVE - National Association of State Councils on Vocational Education
- Perkins Act - Carl D. Perkins Vocational Education Act of 1984

- PIC - Private Industry Council - The group of persons within each service delivery area appointed to plan, oversee, monitor and review JTPA programs in coordination with local elected officials. The majority of PIC members are from the private sector, while others represent education, labor, rehabilitation, community-based organizations, economic development organizations, and Job Service. The PIC prepares the local job training plan, which describes how JTPA funds will be spent to meet local labor market needs as well as the governor's goals.
- PY - Program year - See FY, PY, above.
- RFP - Request for Proposal
- SDA - Service Delivery Area - Geographic area within which JTPA programs are administered on a local level. Minnesota has 17 SDAs. Within each SDA, a PIC applies for job training funds in cooperation with local elected officials.
- SBTC - State Board of Technical Colleges - The governing body overseeing Minnesota's system of technical colleges.
- STRIDE - Success Through Reaching Individual Development and Employment - A program jointly administered by the Department of Jobs and Training and DHS that helps AFDC recipients achieve self-sufficiency.



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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 College, the design was selected in 1982 from 69 entries submitted by vocational students in Minnesota's high schools, secondary cooperative centers, and technical colleges. 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 comprises 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 Technical Colleges, 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 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.

Information on the date, time, and location of meetings and other activities is available by calling the Council Offices at 612/296-4202.

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