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ABSTRACT

This first volume reporting the results of a study of duplications and gaps in public skill training programs in 20 major American cities was conducted by the National Planning Association under the U. S. Office of Education at the request of the National Advisory Council on Vocational Education. The report contains both a summary of findings for the 20 cities (Volume I) and a series of individual city reports (Volume II). Limited to programs which are publicly funded and provide formal classrooms with institutional training, this study covers over 390,000 enrollees, often served by vocational skill centers. The data suggest: (1) Federally funded facilities operated by public education systems could provide opportunities for skill training for those not otherwise served; (2) A need exists for increased administrative coordination; (3) Some overlap between educational institutions and manpower agencies is apparent; (4) The existence of substantial gaps for out-of-school groups, especially teenagers can be seen; (5) Whites were concentrated in post-secondary institutions, while the enrollment of blacks was distributed equally; and (6) Frequent duplications of training for occupations for which there is a surplus of workers need improved program coordination and better planning in relationship to the labor market, necessitating training services for program administrators and the provision of technical assistance. Numerous tables present the data. (Author/AG)

NATIONAL
PLANNING
ASSOCIATION

JULY 1972

A STUDY OF DUPLICATION, GAPS AND COORDINATION OF PUBLICLY FUNDED SKILL TRAINING PROGRAMS IN 20 CITIES

DUPLICATION, GAPS AND COORDINATION OF PUBLICLY FUNDED SKILL TRAINING PROGRAMS IN 20 CITIES

VOLUME I: RESEARCH REPORT

A Study Conducted

by

CENTER FOR PRIORITY ANALYSIS

NATIONAL PLANNING ASSOCIATION

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FOREWORD

This final report contains data, analyses and recommendations from a one year study of duplication and gaps in publicly funded skill training programs in 20 of the nation's cities. The study was performed for the U.S. Office of Education at the request of the National Advisory Council on Vocational Education by the National Planning Association's Center for Priority Analysis. The Advisory Council's charter required a continuing assessment of the degree of overlap of federally assisted skill training programs sponsored by various federal government agencies. As a result of a previous pilot study, the Council also requested an examination of gaps in those training opportunities provided to various target populations.

This report consists of two volumes: Volume I - a summary of findings in 20 cities; and Volume II - individual case studies for each of the 20 cities selected. Definitions of terms and the approach followed in the study have been included in the technical Appendix to Volume I.

The National Planning Association wishes to express its appreciation to those national and state officials representing the Office of Education and the Department of Labor whose cooperation made this study possible. Special thanks are due to all high schools, postsecondary institutions and manpower program personnel who were primary sources of data for the study.

The report was conducted under the overall direction of Dr. Leonard A. Lecht, Director of the Center for Priority Analysis. Project Manager was Dr. Marc A. Matland and the Principal Investigator John B. Teeple. Project staff who conducted the field work and participated in writing the final report were Gary Thomas, Louise Weintraub, Dorothy Leavitt, and Jon Gabel. The project secretary was Mrs. Pamela Gillespie. Others who contributed to the project include Michael Carbine, Ann Maust, Albert Gillespie, Kenneth Rothschild, Linda Stambaugh, Richard Rosen, Montgomery Beard, Christine Muzyk, Yon King, Beverly Chester, and Nancy Monroe.

The assistance and cooperation of the project monitors -- Emmett Fleming of the U.S. Office of Education and Reginald Petty of the National Advisory Council on Vocational Education -- is hereby acknowledged.

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SUMMARY REPORT

This document reports on the results of a study of duplications in public skill training programs in 20 major American cities. The study was conducted by the National Planning Association under contract with the U.S. Office of Education at the request of the National Advisory Council on Vocational Education. The full report contains a summary of the 20 cities (Volume I) and a series of individual city reports (Volume II).

In this report, the term "skill training" will be used to mean all of those programs, regardless of sponsoring agency, which have as a major purpose the imparting of marketable skills to enrollees preparing for their first skilled position in the world of work. Except when specifically indicated, skill training programs are limited to those which are publicly funded and provide formal classrooms and institutional training.

Adult vocational and on-the-job training programs are by their nature significantly different from institutional skill training programs. Adult vocational programs are usually courses, not programs, and provide training in a narrower range of skills than is necessary for employment in an occupation. Such training is not in preparation for entry level employment but is for upgrading or for personal use. On-the-job training is, likewise, not a training program but actual employment although they include a training component. In both cases, program administrators were unable to identify enrollments by occupational area although they did provide information on the total number of enrollees served. These data are reported where appropriate although not included in the analyses of duplication and gaps.

The study is also limited to publicly funded programs, those in the private sector being excluded. A separate study of proprietary skill training programs has been completed by the U.S. Office of Education. However, it should be noted that some private agencies are providing skill training to enrollees in Federal manpower programs on a contractual basis. Since public funds are used to support this training, these enrollees are included in this study.

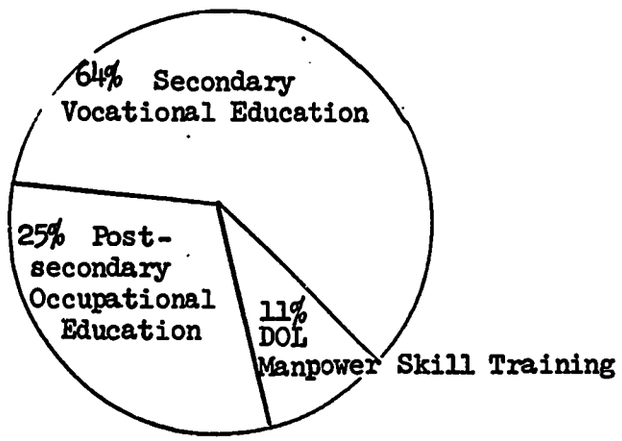
The problem of duplication in provision of skill training grew out of the priorities of the 1960's on serving the poor and disadvantaged populations, particularly through assisting them in obtaining marketable skills. This priority was implemented through a series of separate programs which were funded by Congress and developed within the Department of Labor and the Office of Economic Opportunity, each focusing on a different aspect of poverty, yet each with its own skill training component. When the Department of Labor assumed responsibility for all of these programs in the late 1960's they were left administratively intact and not combined, so that by 1970 there was a multiplicity of institutional training (classroom) programs and on-the-job training (OJT) programs being conducted in every large city.

Each program was developed either under separate legislation or with its own set of regulations, and had somewhat different entrance requirements for enrollees. Some, such as the Manpower Development and Training (MDT) programs concentrated on skill training while others such as the Concentrated Employment Program (CEP) and the Work Incentive (WIN) program, more often acted as referral agencies and still others, such as the National Alliance of Businessmen - Job Opportunities in the Business Sector (NAB-JOBS) and Manpower Development and Training, On-the-Job Training (MDTA-OJT) programs, functioned primarily as on-the-job training programs, providing some supportive services such as counseling and basic remedial education. It is therefore not surprising that Congress became concerned with the potential duplication of federally funded occupational or skill training programs in the nation's cities.

This study was conducted in 20 urban areas in all parts of the country including very large cities (Chicago and Los Angeles) and smaller cities (Allentown, Pa., Portland, Oregon, and Hartford, Conn.). More than 390 thousand enrollees in the 20 cities were enrolled in classrooms or institutional skill training programs in high school vocational education, postsecondary occupational education, and Federal manpower skill training programs, and another 20 thousand were in on-the-job training sponsored by manpower programs.

The majority of the enrollees were at the secondary level, almost 65% in secondary vocational education programs (see Figure 1). Of the remaining 35%, over two-thirds were enrolled in occupational programs in postsecondary institutions.

Figure 1: Pattern of Training Enrollees by Secondary, Post-secondary and Manpower Programs



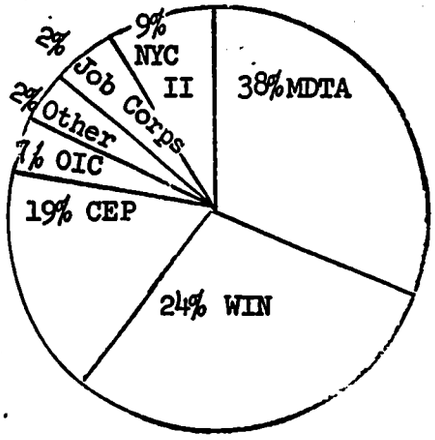
Only about 10 percent of the total were enrolled in Federal manpower skill training programs. However, in a large number of cases, these Federal manpower enrollees were trained under contract to existing public educational institutions, or in Skill Centers administered by these public institutions.

In a number of cities Federal manpower programs have financed Skill Centers to serve the skill training needs of Federal manpower program enrollees. In 17 of the 20 cities surveyed, the Skill Centers were operated as separate facilities by the public schools or postsecondary institutions. In some cities, Federal manpower enrollees are often placed directly in local postsecondary schools. Based on the available data, about 10 percent of Federal manpower enrollees are trained under contract in private institutions. This situation tends to reduce the likelihood of duplication of skill training services.

Therefore, the data suggest that there is little overlap of skill training between Federal manpower programs and other public institutions and that special facilities funded by Federal programs but operated by public education systems provide opportunities for skill training for populations which otherwise might not be served by existing public institutions.

Figure 2 presents the percent of all Federal manpower skill training enrollees served by each agency in the twenty cities. This breakdown shows the sponsoring agency, not the agency actually doing the training which, as indicated above, may be the community college, a Skills Center, or a private school.

Figure 2. Breakdown of DOL classroom skill training enrollees by sponsoring agency.



While over 43 thousand enrollees were in Federal manpower skill training programs, these manpower programs served over 100 thousand people, some with remedial education, medical or day care and others only with referral and job placement services.

More than three-quarters of the enrollees in Federal manpower programs are sponsored by MDTA, CEP, and WIN agencies. There is little overlap in offerings among these manpower programs, and in many cities most of the classroom skill training takes place in the MDTA Skill Centers, those from CEP and WIN being referred there for training.

More than four out of five of these programs offer some of the same services which are provided by other programs. In a single city there may be as many as six different Federal manpower agencies involved in recruiting, guidance and counseling, remedial education, and job development and placement activities. While these services are not all concentrated on the same population, some, such as job development and placement, are redundant. Employers in these cities have stated that representatives from several of the manpower agencies approach them about the same kinds of jobs. While many services have to be geographically dispersed and located where the trainees

are enrolled, others such as medical care, legal aid and placement are often centralized. A cost-effectiveness evaluation was not conducted, however it appears self evident that greater administrative if not geographic concentration of these services would most likely produce more efficient use of federal funds and less overlap in local administrative practices. An attempt in this direction has been made by subcontracting placement activities to the Employment Service, and in the legal aid and day care facilities funded by the Office of Economic Opportunity.

The data suggest that there is considerable administrative overlap between manpower agency programs in the nation's cities and frequently a lack of coordination in the provision of some services to enrollees. Increased administrative coordination, particularly in those instances where services have been centralized, appears to be needed in order to maintain quality programs. Further centralization or consolidation does not seem to be warranted unless the quality of services provided to target groups can be maintained or improved.

Manpower programs for those over 18 years of age generally serve individuals with a 6th to 10th grade level of educational attainment. Such enrollees can rarely find a place in postsecondary institutions which ususally have some form of restriction on entering skill training programs even where there is a policy of open admissions.

Federal manpower programs have made it possible for many disadvantaged adults to participate in skill training. In many cases they have provided the access for many of these individuals into postsecondary institutions. Many of the skill training programs provided by the Federal manpower agencies and postsecondary institutions are designed for entry level jobs and often overlap.

Several manpower programs, notably Job Corps and the Neighborhood Youth Corps, offer skill training to the high school age group normally served by secondary

vocational programs. However, these manpower programs account for only two percent of the secondary school-aged students enrolled in skill training. There are several reasons why these programs continue to exist despite the expansion of secondary vocational education programs in the last five years. In the first place, secondary vocational programs cannot serve those who have dropped out of school and for psychological reasons it is unlikely that these former students will return to the same environment. Secondly, the dropout frequently needs stipends, remedial education, and other services not generally available in the secondary schools.

The two manpower programs for youths usually offer the same occupational skills which are available in the better public secondary programs, although they offer considerably more service in terms of guidance, remedial education, placement and job coaching. Thus, while there is some overlap in occupational program offerings for youth, these programs appear to serve different target populations.

These data suggest some overlap in occupational offerings between educational institutions and the manpower agencies. However, in most cases the schools currently do not have the broad range of services required to keep this population in skill training programs until they acquire marketable skills.

In spite of the large number of manpower agencies operating programs in the cities, there are large numbers of students, even in Federal manpower programs, who are not receiving skill training even with expanded enrollments in skill training programs over the past few years.

Students taking skill training comprised over 40 percent of the enrollments in institutions providing occupational programs, although some of those at the secondary level may not be prepared for employment because they do not receive sufficient exposure to vocational education to acquire marketable skills.

Moreover, national data suggest that about 30% of high school students are college-bound, i.e., in academic programs. Many of these students will not enter college or will drop out before completion without specific occupational skills. Another 30% are in a general curriculum. Many students, therefore, are leaving school without the training necessary to enter better paid, skill entry level jobs.

Since the unemployment rate for out of school youth in our nation's cities exceeds 25% in many cases, the fact that only about 9% of 16-18 year old out of school youth are enrolled in NYC II and Job Corps programs in these cities shows that large numbers of those under 18 who are out of school are not being served. This is supported by the fact that the NYC II program reported the longest waiting list for applicants of any Federal manpower program.

<u>These data suggest that gaps in services exist and may be substantial. For the out-of-school groups, a marked expansion of skill training is needed and for teenagers with their extremely high unemployment rate, and their lack of work experience, the shortage of training opportunities is particularly critical.</u>

In assessing services to racial groups, we find the three major types of agencies (secondary, postsecondary, and Federal manpower) all serving substantial numbers of Blacks as well as whites. As Figure 4 indicates, whites and Blacks are equally represented in the secondary vocational programs.

As Bar One in this figure shows, about 33% of 16-18 year olds in these cities are Black. Bars two and three indicate, by contrast, that 44% of the enrollments in secondary vocational programs are Black, but 60% of the enrollees in Federal manpower skill training programs are Black.

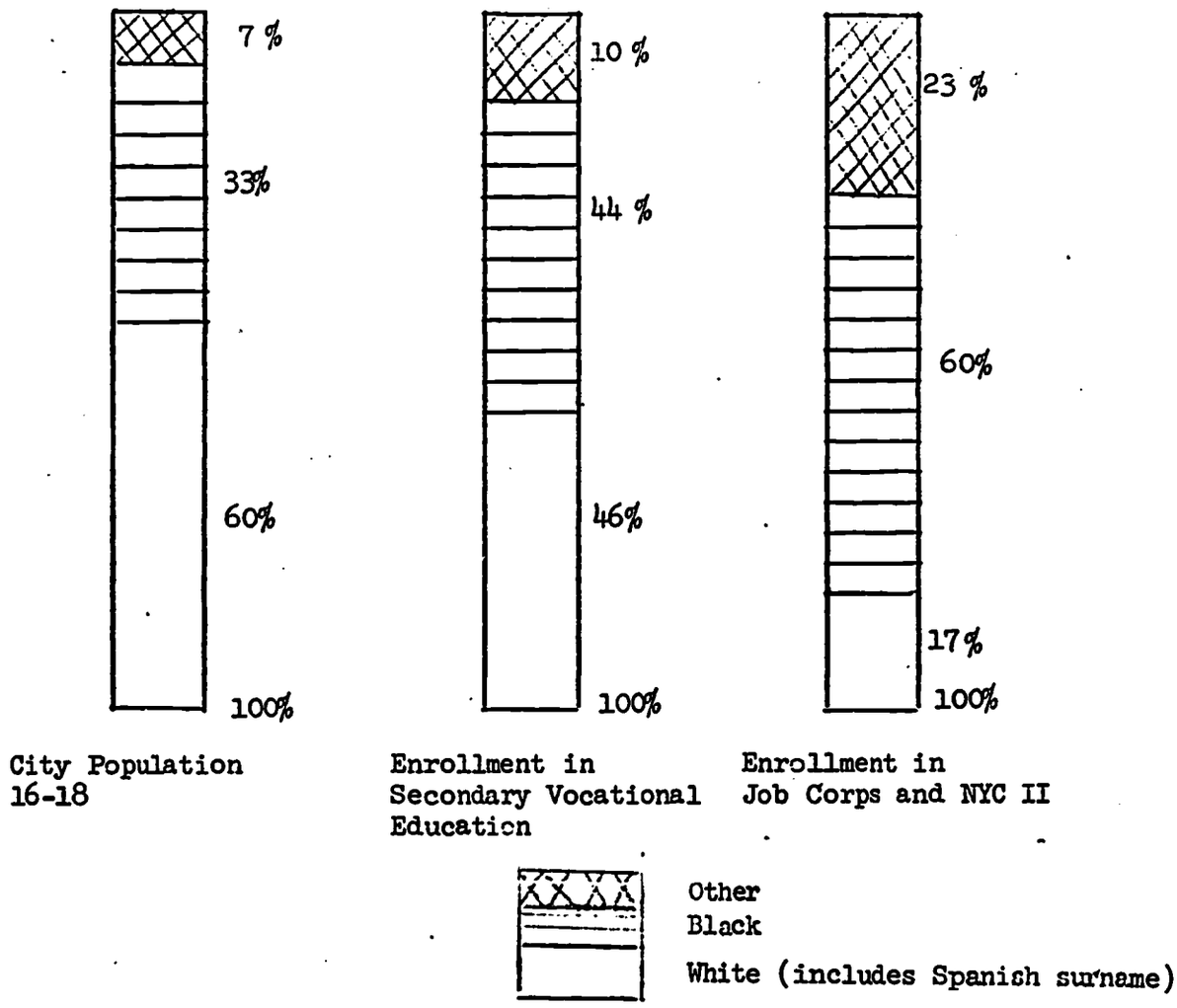


Figure 4. Percent distribution by race of the 16-18 year old population in the city, in secondary vocational, and in Federal manpower NYC II and Job Corps programs.

For the population to be served by postsecondary programs (those 19-44 years of age) the same pattern is observed when comparing enrollments of various racial groups in skill training programs to their proportion in the city's population. (see Figure 5.)

Figure 5

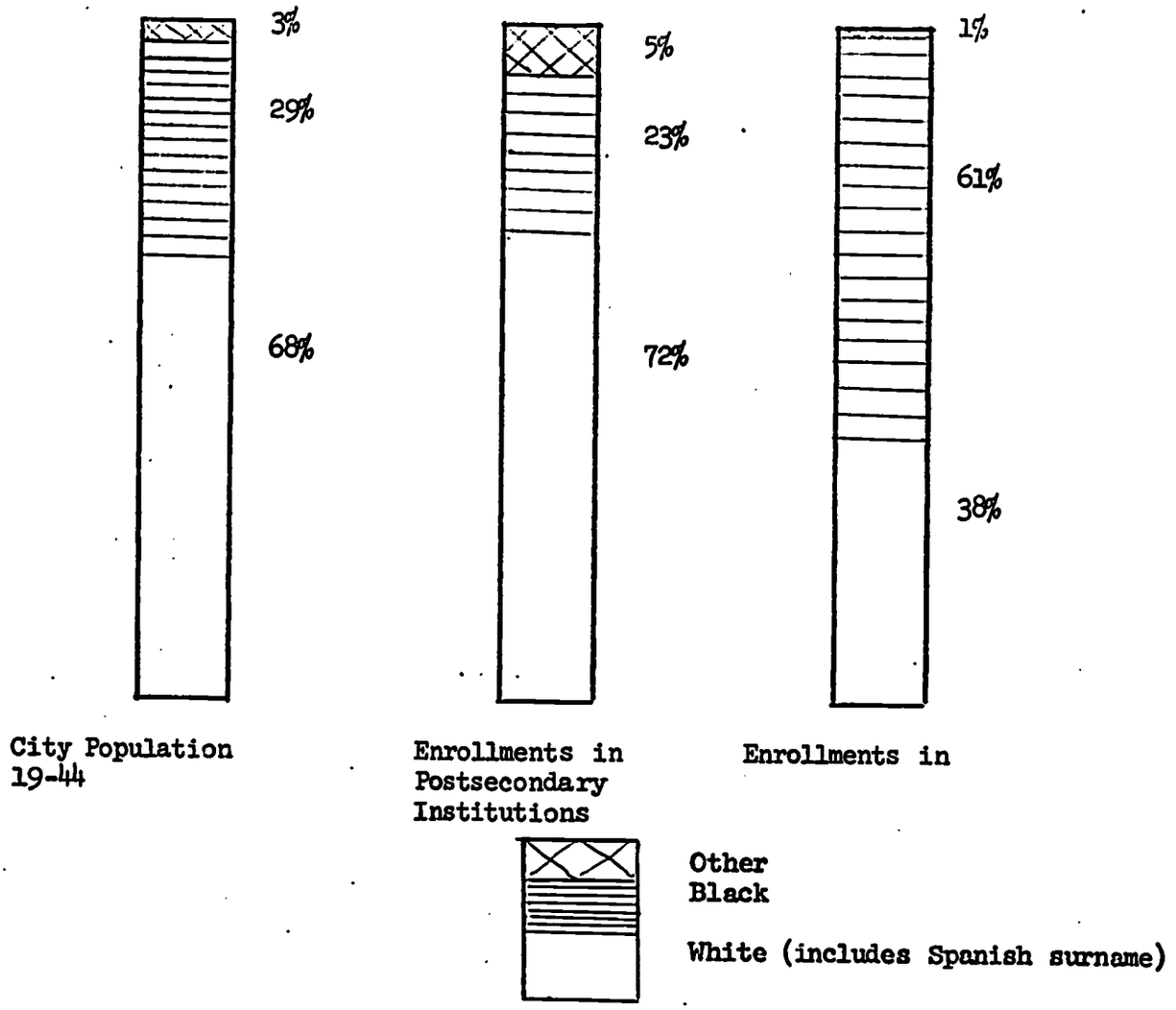


Figure 5. Percent distribution by race of the 19-44 year old population in the city, in postsecondary institutions and Federal manpower programs.

In the twenty cities studied, these enrollment percentages by race indicate that efforts have been made to enroll minority groups in all three programs. The belief that manpower programs are for Blacks only, and that postsecondary skill training programs are for whites is not true in the 20 cities surveyed. While postsecondary programs serve a larger proportion of the cities' white skill training enrollees than Blacks it is also true that more of the Blacks taking skill training in these cities are in postsecondary programs than are in Federal manpower programs.

For these 20 cities, the data suggest that vocational and occupational programs enroll all population groups. However, to some extent, the different groups tend to concentrate in different institutions. With few exceptions the secondary vocational programs served equal numbers of blacks and whites while very small proportions of both groups are served in Federal manpower programs for youth. For the adults enrolled in preparatory institutional vocational programs, however, blacks tended to be enrolled in both types of institutions equally while whites were overwhelmingly concentrated in postsecondary institutions.

The data indicate that in many cities large numbers of students were not only enrolled in skill training programs offered by more than one institution but that much of this training occurred in occupations for which there already existed a surplus of workers. This varied from city to city but in some communities this appeared to create a situation in which public skill training programs were preparing substantially more workers than required by the local labor market.

Some of this may be due to student or administrator preferences. However, where the training is provided in low skill occupations or in occupations for which there is already a surplus of workers, it clearly operates against the best interest of the student.

Duplications exist in many cities in the occupations for which skill training is offered and occurs frequently in those occupations for which there is a surplus of workers indicating a need for improved coordination between programs and better planning in relation to the labor market. It appears that efforts in this direction will require training services for program administrators and the provision of technical assistance.

Chapter 1 - INTRODUCTION

Background and Purpose

In 1968, the National Advisory Council on Vocational Education was charged by Congress with reviewing the duplication occurring in the nation's publicly funded skill training programs. To understand the need for this assessment, the history and development of various types of occupational training programs currently available in the nation's cities will be briefly reviewed.

Until the early 1960's, Federally funded vocational education consisted primarily of agriculture, trades and industry, and home economics programs in secondary schools. Distributive education and health and technical programs were also provided, but enrollment in the latter were negligible when compared to the other curricula. Office programs were not included until passage of the Vocational Education Act of 1963.

By the early 1960's it was generally felt that much of the nation's poverty was linked to unemployment resulting from a lack of education and work-related skills. The elimination of poverty through employment-oriented training thus became a national priority, and Congress established the Office of Economic Opportunity (OEO) to chart new programs for serving the poor. The Office of Economic Opportunity initiated a series of experimental programs, many of which later included their own skill training components.

Subsequently, all OEO programs in the skill-training area were transferred to the Departments of Labor and Health, Education, and Welfare, which since 1962, had been operating training programs under the Manpower Development and Training Act. These Federal manpower training programs now include the Concentrated Employment Program (CEP), the Work Incentive Program (WIN), and, since the late 1960's, the National Alliance of Businessmen's JOBS Program (NAB-JOBS).

While some changes in Federal support for vocational education were initiated under the Vocational Education Act of 1963, the Vocational Education Amendments of 1968 placed even further emphasis upon programs and services for disadvantaged and handicapped students. The Amendments also stressed the need for more postsecondary programs.

As a result of all these developments, a wide variety of separate programs, each involving some form of skill training, was created. This, in turn, created a concern about duplication in the form of excessive administrative costs, redundant facilities, the creation of a surplus of trained workers in particular occupations, or a duplication of services for one group at the expense of another.

The National Planning Association's examination and indexing of skill training programs was limited to those agencies whose programs provided training for entry-level jobs, and whose funds came primarily from the civilian public sector. These include programs carried out by (1) public postsecondary institutions, e.g., community and junior colleges, four-year colleges and branches, vocational and technical institutes and centers, and area vocational schools; (2) public secondary institutions, e.g., vocational high schools or centers, comprehensive high schools and area vocational schools; and (3) Federal manpower institutional programs, e.g., Manpower Development and Training Act programs, Job Corps, Concentrated Employment Program, Work Incentive program, Neighborhood Youth Corps II, and special manpower programs and skill centers. 1/

1/ Appendix II contains a glossary and a description of each of the major skill training programs.

Prior to defining NPA's approach to the problem and the methods employed in this study, it should be noted that while the various publicly funded programs examined possess some common elements, significant legislative differences exist, particularly with respect to the target populations served. Manpower Development and Training Act programs, for example, were designed primarily for initial training or skill-upgrading services for the adult (over 18) unemployed, while the NYC was designed primarily for out of school youth (16 to 22 years old). The Job Corps was designed for youth 14 years of age and over, while the CEP and the Model Cities Program were designed for persons living in a specific poverty area. The WIN program is designed for individuals on welfare.

Public school vocational education programs at the secondary level, on the other hand, require that students be enrolled as full-time high school students even though they may be employed part-time in a cooperative or work-study program.

The majority of the postsecondary institutions surveyed had some form of open admissions. Only a few actually required high school graduation.

Although those with open admission did not require high school graduation, there were a number of other factors what were used as criteria for admission. For example, many institutions used grades or past performance as criteria for admission into particular courses and therefore into the institution. Others required students to complete a GED before completing their programs. Some used aptitude or interest tests for placement of students. Economics often played an important part in admission where there were tuition or other charges. While financial aids were usually available in limited amounts, there were usually not enough for all who needed it. Only a very few of the postsecondary institutions surveyed attempted to serve all who could benefit from additional education and training.

Two major kinds of information were collected in this study: (1) quantitative data obtained directly from project and program reports; statistics gathered at the Federal, regional, and local levels; and data from the 1970 Census reports; and (2) qualitative information derived from open discussions between NPA staff and program people at the local level.

This data was summarized for each program in each city, and included enrollments, enrollee characteristics, and occupational offerings. Data were then totaled to provide a profile of public skill training for the entire city. Data in the city profile concerning target groups enrolled in skill training programs were then analyzed to determine the number of public institutions providing similar kinds of training, and whether or not such training was being provided for similar target groups by public programs. This volume summarizes the data from the 20 cities which are reported separately in Volume II.

Scope of the Study

In all 20 cities, data are provided on institutional, preparatory skill program enrollments by type of institution (secondary, postsecondary, and Federal manpower). Manpower programs refer to those institutional training programs sponsored by the Departments of Labor and Health, Education and Welfare.

Although some data on enrollments for on-the-job training and adult vocational programs were collected in the course of the field interviews, this data was not included in the analyses of duplication and gaps since these programs are either not institutional training or are not preparatory programs.

The 20 cities included in the study are:

Allentown, Pa.	Kansas City, Mo.
Birmingham, Ala.	Los Angeles, Calif.
Boston, Mass.	Memphis, Tenn.
Charlotte, N.C.	New Orleans, La.
Chicago, Ill.	Portland, Oreg.
Denver, Colo.	Rochester, N.Y.
Detroit, Mich.	Sacramento, Calif.
Fort Worth, Texas	Toledo, Ohio
Hartford, Conn.	Washington, D.C.
Jacksonville, Fla.	Wilmington, Del.

Details on city selction will be found in the Appendix to this report.

Data were collected at the following institutions, and summarized across the 20 cities:

- 20 secondary school systems;
- 37 postsecondary institutions;
- 14 public vocational adult programs;
- 15 MDTA programs;
- 14 CEP programs;
- 15 WIN programs;
- 14 NYC II programs;
- 6 OIC or other Department of Labor supported programs;
- 2 Job Corps;
- 42 on-the-job training programs.

To develop public skill program summaries for city program profiles (see Volume II), NPA used the U.S. Office of Education Program Codes. 2/ For purposes of this summary, seven general occupational categories were employed:

2/ Vocational Education and Occupations, U.S. Office of Education Report, OE-80061, July, 1969.

a. Agricultural

b. Office Occupations

c. Distributive Education

d. Health Occupations Education

e. Home Economics (gainful)

f. Technical Education

g. Trades and Industry Occupations

Detailed data on specific occupational offerings are included in the Appendix tables in Volume II. While precise quantitative descriptions of enrollments, racial characteristics and occupational offerings were obtained to the extent possible, it is clear from NPA's field investigations that the exact magnitude of some of these data are in question.

In almost all cases enrollment data were available from reports and other documents prepared by the various institutions as were data on program offerings. Many institutions, however, have not adopted consistent definitions of courses, or programs, or collected data on the racial composition of their students. In many cases, NPA staff requested data which had never been summarized in the format required. For example, much of the information on enrollee racial characteristics came from estimates of agency directors and not from actual head counts. For some programs, occupational enrollments are not reported by Office of Education Program Codes. The data analyzed, however, provide information on the similarities and differences between the various programs and cities included in the study. Wherever possible, the data were checked against other sources and discrepancies noted and analyzed.

CHAPTER 2 - DESCRIPTION OF PUBLIC SKILL TRAINING IN THE 20 CITIES

Status of Public Skill Training

This section summarizes total public enrollments and differences in enrollments by public institutions providing the training, and discusses occupational emphases evident in the enrollments, supportive services, and population groups served in the 20 cities. Efforts have also been made to explain similarities and differences between cities and programs by examining information on the characteristics of the cities and, where available, on institutional factors.

For the 20 cities included in the study, almost one million students were enrolled in those public institutions surveyed. Of this, over 390,000 trainees (or just over 40 percent) were enrolled in public preparatory institutional skill training programs (see Table 1).

In each of the three types of institutions surveyed (publicly funded secondary, postsecondary, and Federal manpower) some 40 percent of the students were found to be enrolled in skill training programs. Although Federal manpower programs are frequently considered as mainly skill training, many enrollees are carried by the Federal manpower agency because of other services provided them (e.g. day care, health care, counseling, remedial education, etc.). Due to differences in program objectives, manpower programs differ significantly among themselves in this regard. Nearly all of the MDTA and New Careers enrollees are in skill training, while about one-half of those enrolled in the NYC II program, and only about one-quarter of the WIN, CEP and OIC enrollees, are actually participating in skill training.

Postsecondary and high school programs together account for nearly 90 percent of the public skill training in the 20 cities surveyed, with over

Table 1

TOTAL NUMBER OF STUDENTS AND NUMBER ENROLLED IN SKILL TRAINING IN PUBLICLY FUNDED PREPARATORY INSTITUTIONAL PROGRAMS IN 20 CITIES

Program	Total Number of Students	Number of Students Enrolled in Public Skill Training 1/	% Public Program Enrollees in Skill Training
Public Secondary	607,514	253,820	41.8
Public Postsecondary	205,292	96,996	47.2
Federal Manpower	106,472	43,763 2/	41.2
MDTA	18,011	16,538	91.8
CEP	35,081	8,171	23.3
WIN	32,722	10,422	32.2
NYC II 3/	8,086	3,781	46.8
OIC	9,379	2,943	31.4
Other	3,193	1,908	59.8
Total	919,278	394,579	41.2

1/ 126,524 adult program enrollees were not included in our tabulations since they are in courses, not programs, and are not in preparatory vocational training. An additional 20,383 enrollees of on-the-job training programs have also been excluded.

2/ About 2,243 of the 44,000 Federal manpower enrollees were receiving their skill training in publicly run secondary or postsecondary institutions and are included in the figures reported by both institutions.

3/ Data for Chicago and Rochester totaling 1,500 students are not reported due to lack of information on skill training enrollments.

Note: Public postsecondary institutions which do not provide skill training were not surveyed and enrollments in these schools are not included.

60 percent of all skill training enrollments occurring in secondary schools. The postsecondary level accounts for almost 25 percent of the skill training, primarily in junior and community colleges. Institutional Federal manpower programs account for about 10 percent of the total (see Table 2).

While the schools and technical institutes were, for the most part, occupationally oriented, generalizations could not be made about community and junior colleges. NPA found many community and junior colleges with strong occupational programs in addition to traditional transfer or academic programs. In other cities, the community and junior colleges offered little or no vocational training. The distinction seemed to be in the role chosen by the institution. If the institution was community oriented, it usually offered occuptional program. If it was viewed primarily as a junior college or transfer institution, there would be a limited number or total absence of occupational training programs.

Historically, junior colleges have developed primarily in the cities. Most were transfer oriented until recently when more of an emphasis was placed on occupational programs. In several cities, the community college had been selected as a primary resource for postsecondary education, both transfer and occupational.

NPA found very few city technical institutes and area schools. This is partially explained by the decision to use the junior college or community college as a vehicle for postsecondary occupational training (see above). In addition, area schools were intended to serve primarily rural areas where small scattered institutions could not individually offer a wide range of occupational programs.

The small number of technical institutes and area schools in the cities surveyed, and the greater incidence of junior and community colleges serving the postsecondary skill training needs of these communities, explains the distribution of postsecondary skill training enrollments reported by

Table 2

PERCENT DISTRIBUTION OF ENROLLMENTS IN PUBLIC INSTITUTIONAL SKILL TRAINING BY PROGRAM 1/

Program	Percent of Total Skill Training Enrollment	Percent by Institution
Secondary	64.3%	100.0%
Public School Systems		98.4
Other Public Schools		1.6
Postsecondary	24.6	100.0
Community Colleges and Junior Colleges		71.3
Technical Institutes, Area Schools, and Regional Centers		25.9
Other (Public school post-secondary, hospitals, two-year programs at four-year institutions)		2.7
Federal manpower Classroom	11.1	100.0
MDTA		37.7
CEP		18.7
WIN		23.8
NYC II		8.6
OIC		6.7
Other		4.4
Total	100.0	

Note: Totals do not always equal 100 because of rounding.

1/ Excludes all adult and OJT program enrollments

the different types of institutions in Table 2.

The postsecondary figures include a number of Federal manpower program enrollees who have been placed in public institutions for training. If the 20 percent of the Federal manpower enrollees trained in publicly administered secondary and postsecondary institutions are excluded from Federal manpower totals, the manpower program portion of trainees in the 20 cities decreases to about 9 percent. In addition, over one-third of the manpower students receiving occupational preparation are trained at Skill Centers funded by the Federal government and run under public auspices. Less than 20 percent of manpower program enrollees in skill training are trained by the manpower agency itself and only about 10% in proprietary schools.

Table 3 illustrates the variation between cities as to the percentages of public skill training enrollments in secondary, postsecondary and Federal manpower programs. As is seen from this table, the proportion of occupational enrollments in postsecondary programs ranges from over 50 percent in Sacramento to less than 5-percent in Boston. While an average of only 11 percent of public skill training enrollees in the 20 cities are found in the manpower programs, this figure ranges from around 40 percent in Boston and Washington to about 5 percent in Chicago and Detroit.

Occupational Emphasis of Various Public Skill Training Programs

Although there are a number of factors determining the occupations in which an institution offers training (including student preferences, availability of teachers, and relative costs of different occupational offerings), concentrations of enrollees in various occupational offerings are indicative of institutional emphases, and of how institutions resolve the often conflicting demands made upon limited resources.

Table 3

PERCENT DISTRIBUTION OF PUBLIC INSTITUTIONAL SKILL TRAINING BY PROGRAM FOR EACH CITY

City	Total	Public Secondary Schools	Public Postsecondary	Federal Manpower
Allentown	100.0%	64.8%	29.0%	6.2%
Birmingham	100.0	38.1	48.4	13.5
Boston	100.0	55.6	3.9	40.5
Charlotte	100.0	55.7	34.1	10.2
Chicago	100.0	82.5	12.5	5.0
Denver	100.0	43.1	28.6	28.3
Detroit	100.0	88.2	7.8	4.0
Fort Worth	100.0	56.8	33.9	9.3
Hartford	100.0	64.3	14.6	21.1
Jacksonville	100.0	78.1	12.9	9.0
Kansas City	100.0	25.2	47.4	26.9
Los Angeles	100.0	45.7	43.5	10.8
Memphis	100.0	50.1	36.9	13.0
New Orleans	100.0	55.4	27.4	17.2
Portland	100.0	35.9	46.7	17.4
Rochester	100.0	48.6	37.0	14.4
Sacramento	100.0	38.9	54.2	6.9
Toledo	100.0	43.5	46.6	9.9
Washington, DC	100.0	24.7	33.9	41.4
Wilmington	100.0	66.0	8.3	25.7
Total	100.0	64.3	24.6	11.1

As Table 4 indicates, enrollments in agriculture, office occupations, gainful home economics, trades and industry, and distributive education are concentrated in secondary school programs which serve about six out of every 10 students in these areas. Postsecondary programs enroll the majority of students in health and technical programs.

Table 4

PERCENT DISTRIBUTION OF ENROLIMENTS BY OCCUPATIONAL AREA AND PROGRAM

Occupational Area	Total	Public Secondary Schools	Public post-Secondary	Federal Manpower
Office Occupations	100.0	61%	32%	7%
Distributive Education	100.0	59%	38%	3%
Home Economics (gainful)	100.0	59%	34%	7%
Health Occupations	100.0	15%	67%	18%
Technical Education	100.0	2%	94%	4%
Trades and Industry	100.0	66%	25%	9%
Agriculture	100.0	74%	17%	9%
TOTAL	100%	62%	28%	10%

The relative emphasis these three types of institutions place upon different occupational areas is illustrated by the percent distribution of

their enrollees in these areas. Table 5 shows that all institutions concentrate enrollments in office and trades and industry programs, while postsecondary institutions also emphasize technical programs. All other occupational areas received only slight attention.

Table 5

PERCENT DISTRIBUTION OF ENROLLMENTS BY OCCUPATIONAL OFFERING WITHIN EACH TYPE OF PROGRAM

Occupational Area	Total	Public Secondary Schools	Public Post-secondary Schools	Federal Manpower
Office Occupations	40%	43%	37%	45%
Distributive Education	7	7	7	3
Home Economics (gainful)	4	4	4	3
Health Occupations	5	1	9	9
Technical Education	7	3	17	3
Trades and Industry	37	42	25	36
Agriculture	0.8	1	0.5	1
Total[1/]	100.0	100.0	100.0	100.0

1/ Totals may not add to 100.0% due to rounding.

In terms of numbers of enrollees, Federal manpower training programs are training fewer people in all of these occupational areas than are the secondary and postsecondary schools.

Even in cases where Federal manpower programs and secondary and postsecondary institutions offer similar types of programs, the manpower and secondary programs are likely to be offered at a lower skill level. Within the health field, for example, the bulk of postsecondary programs is geared

to medical and dental technicians, Associate Degree nurses, and LPNs. At the same time, the Federal manpower and secondary programs in this category are geared to medical assistants, LPNs, nurses' aides, and orderlies.

A considerable difference also exists between cities when one examines training for each occupational area. A detailed breakdown of occupational emphases by city is found in Table 6. As can be seen from this table, Trades and Industry programs consistently account for about 20 to 50 percent of enrollees, with Jacksonville and Los Angeles registering about 50 percent and Portland and Hartford below 20 percent. Most Trades and Industry enrollments occurred in such areas as auto mechanic, machinist, and sheet metal trades, while construction trades represented less than one-fifth of enrollments and service occupations less than one-tenth. Boston, Wilmington, and Detroit report over half of their enrollees in office occupations programs, although sometimes this is the result of double counting. In Birmingham, Memphis, and Toledo, only about 20 percent of total enrollment is in these programs.

Enrollments in Distributive Education, Health, and Technical programs also show a wide variation among cities. Hartford, Kansas City, and Los Angeles report less than 5 percent of enrollments in distributive programs, while Toledo reports over 15 percent. Several cities report at least one in ten occupation enrollments to be in the health fields, while several other major cities report only one in twenty to be so classified.

Table 6

PERCENT OF STUDENTS ENROLLED IN VARIOUS OCCUPATIONAL AREAS BY CITY

City	Occupational Area							
	Total	Agriculture	Distributive Education	Health Occ.	Office Occ.	Home Economics (Gainful)	Technical Education	Trade & Industrial
Allentown	100.0	2.0	6	5	28	0	12	47
Birmingham	100.0	0.5	11	17	21	0.7	15	35
Boston	100.0	0.5	11	3	53	1.0	5	26
Charlotte	100.0	2.0	8	8	36	12.0	10	23
Chicago	100.0	*	5	2	48	8.0	2	35
Denver	100.0	0.8	9	13	30	8.0	14	26
Detroit	100.0	*	9	3	53	3.0	4	28
Ft. Worth	100.0	0	9	8	36	3.0	8	36
Hartford	100.0	0	4	7	31	0	40	18
Jacksonville	100.0	1.0	10	3	31	0	6	50
Kansas City	100.0	0.7	1	11	46	3.0	6	33
Los Angeles	100.0	2.0	3	5	33	0.6	5	52
Memphis	100.0	0.2	11	8	24	6.0	9	42
New Orleans	100.0	2.0	12	4	38	0.7	0	44
Portland	100.0	2.0	8	10	37	0.9	23	19
Rochester	100.0	0	9	9	48	0	9	25
Sacramento	100.0	0.1	11	5	45	2.0	16	20
Toledo	100.0	2.0	16	6	20	2.0	33	22
Washington	100.0	0.3	5	9	37	2.0	11	36
Wilmington	100.0	0	5	4	53	4.0	7	28
Total [1]	100.0	0.8	7	5	40	4	7	37

1/ Totals may not add to 100.0% due to rounding.

* less than .1%

Other Services Available in Public Skill Training Programs

In addition to skill training, most institutions also offer a range of additional services. Before discussing the services themselves it is important to recognize that there is a difference in philosophy between the Federal manpower programs and the educational institutions concerning those services offered in addition to skill training. This stems in large part from the fact that the primary purpose of the educational institutions is to offer training, career or academic, while the primary purpose of the Federal manpower programs is to make a person employable. The latter purpose may or may not involve skill training, depending on the particular program and the individual's skill level or "job-readiness" when he enters a program. Therefore, while the educational institutions view all other services as adjunct to or supportive of skill training, the manpower programs view skill training as just one of a range of services which may or may not be necessary to make a person employable. This difference in approach may help to explain the greater availability of some services in the manpower programs when compared with the educational institutions.

Some people entering a Federal manpower program may be sufficiently skilled for direct job placement. In this case the role of the manpower program might be restricted to counseling and arranging job interviews. Another person might be placed in an on-the-job training situation, where he would learn a skill under close supervision at the same time working and receiving wages for his work. Other persons might require more intensive training before they could be placed in a job situation, such as that offered in a classroom or institutional setting.

Many studies have shown, however, that it is not so much the lack of skills of the disadvantaged which make them unemployable, but rather a host of other problems, language difficulties, lack of child care arrangements for small children, minor medical problems, (i.e., need for eyeglasses or dental work) and lack of orientation to the world of work. The latter which is often the result of being outside of the mainstream of our society means not knowing such things as how to fill out a job application or the necessity of showing up for a job on time, or calling in when late or sick, or knowing how and when to discuss job problems with a supervisor.

Most Federal manpower programs, therefore, provide directly or through referral, a whole package of services including counseling, legal aid, transportation, child care, and medical exams, as well as skill training.

In some cities, postsecondary institutions also provided some of these services. However, postsecondary enrollees who had been referred (and were being paid for) by various Federal manpower training programs generally received a wider range of services than regular students.

While secondary schools normally reported the existence of guidance, counseling, and placement programs, only two offered special medical care services. Six schools included courses in English as a Second Language, and about one-half reported programs in remedial education.

Significant differences also exist between cities when one examines the availability of these services (see Table 7). NPA's total sample included 167 institutions providing in-house vocational guidance and counseling services, almost all including a placement component. About 50 percent of the programs provided remedial education, and less than one-fifth included medical care or legal aid services.

NUMBER OF PUBLIC PROGRAMS PROVIDING OTHER SERVICES BY CITY

CITY	Total Number of Agencies	Vocational Guidance	Counseling	Remedial Education	English as a Second Language	Legal Aid	Child Day Care	Transportation	Health Service	Job Development and Placement
Allentown	6	4	5	3	3	2	2	3	1	5
Birmingham	12	1	8	6	0	2	3	6	4	8
Boston	7	5	7	5	0	0	2	3	4	7
Charlotte	7	7	7	5	1	3	4	5	3	7
Chicago	15	14	15	12	10	9	8	6	6	15
Denver	7	3	7	4	2	4	4	3	5	7
Detroit	9	9	9	7	4	6	6	6	5	9
Fort Worth	5	5	5	4	2	5	4	3	2	5
Hartford	9	6	9	6	2	0	2	5	4	9
Jacksonville	7	1	7	6	0	2	4	4	4	7
Kansas City	8	2	8	6	0	1	4	7	7	8
Los Angeles	11	11	11	10	11	8	7	5	7	9
Memphis	6	5	6	5	2	3	3	5	1	6
New Orleans	7	6	7	6	5	4	5	4	2	6
Portland	10	6	10	8	1	1	6	7	6	9
Rochester	9	7	9	8	6	4	2	5	6	7
Sacramento	8	4	7	5	2	5	2	3	3	7
Toledo	7	7	7	7	1	5	5	4	5	7
Washington, D.C.	9	9	9	8	6	6	6	7	7	9
Wilmington	7	5	6	7	3	6	6	6	7	7

Since the Spanish speaking community frequently requires occupational training, institutions were asked if they provided courses in English as a Second Lanugage. Only 37 percent reported sponsoring such courses.

Of additional significance was the fact that only one in 20 manpower programs provided child day care services as part of their skill training program, although some 40 percent reported day care services to be available on a contract basis.

Pregnancy among unmarried teen age girls has become a serious problem in many areas. If these infants remain with their mothers it can interfere with the continuation of the mother's education. In many cases arrangements are made with relatives, friends, or private or public agencies to care for the child and permit the mother to complete her education. As in the case of working mothers, these arrangements frequently prove unsatisfactory either because of the cost which may be involved or the unreliability of many such accommodations. In Wilmington and Toledo the public secondary school systems have responded by providing day care facilities and in Memphis and Fort Worth the schools provide referrals to day care services.

In addition to the services itemized on Table 7, NPA collected data on other services which, while just as important as those on Table 7, were not

included because they did not lend themselves to aggregation, for example, recruitment, and stipends. The service which varied most widely from agency to agency and city to city in both intensity and technique was recruitment. While some Federal manpower agencies, usually Neighborhood Youth Corps, Concentrated Employment Program, and Opportunities Industrialization Center, carried on active recruitment campaigns, using newspaper ads, television spots, neighborhood outreach stations and door-to-door canvassing, other programs such as the Manpower Development and Training Act, Jobs Optional Program, and National Alliance of Businessmen-Job Opportunities in the Business Sector were generally dependent on the State Employment Service for referrals and certification. While occasionally one of these programs could take a walk-in and refer him back to the Employment Service for certification, this was the exception rather than the rule. The image which Employment Service interviewers had of a particular program, therefore, (i.e., "Manpower Development and Training Act is a black program," "National Alliance of Businessmen--Job Opportunities in the Business Sector is for white males") could exert a considerable influence on the race, age and sex composition of a program. A more extensive discussion of this factor is contained in a later section of this chapter. All referrals to the Work Incentive Program were made by the State Welfare Department and legislation or regulations requiring mandatory referral of fathers and youth on public welfare in some states (e.g., California) exerted a strong effect on student composition. Other programs, which might under other circumstances have used imaginative techniques were doing nothing but screening applicants from lengthy waiting lists.

Concerning postsecondary institutions, most of the recruitment was limited to sending counselors to local high schools to give talks to prospective students. As far as secondary schools were concerned, there was little recruitment for vocational programs. On the contrary, in some instances, vocational program enrollees in the high schools were the slower students who were referred by their counselors.

Another "service" on which NPA collected data revealing wide variations in amount, forms, and purpose consisted of stipends given to various manpower program enrollees for participating in the program. In on-the-job training programs this was actually not a stipend, but a wage paid to the enrollee by his employer who was partially reimbursed by the manpower program. In some instances, stipends included transportation allowances.

Work Incentive Program enrollees were given stipends from Welfare which included lunch money, transportation, and a certain amount for each child.

Neighborhood Youth Corps II enrollees were also given stipends. Sometimes the amounts computed hourly differed for the time spent in education, and the time spent in skill training.

While many program directors claimed that the stipends were inadequate, others claimed that the major problem with the system was that enrollees could receive their stipends for a number of weeks without showing up; until the paper work caught up with them.

Instead of stipends, postsecondary institutions usually had a financial aids program which was generally viewed by program administrators as inadequate to the needs.

Many high schools had a cooperative work study program where students could take a vocational program and receive related work experience for which they receive wages.

These figures (see Table 7) represent services provided by the training institution, either in-house, on a contract basis, or on a referral basis.

A distinction is drawn between a service provided by the training institution or by some agency which has some contractual or other legal obligation to provide the service to enrollees as opposed to services provided by agencies which serve the general population and to which the training institution merely refers enrollees. Where the service is provided in-house or by contract it is more likely that the service will be available when needed and that the student will receive the service. Referrals, on the other hand, mean that the student will be unlikely to receive preference over other applicants and with the limited facilities available the service may not be provided. In some cases training institutions were legally prohibited from providing the service, in-house or on contract, because the service was provided by some other public agency.

In a number of cases administrators of skill training programs interviewed in the 20 cities were well satisfied with the service provided on a referral basis and in other cases the administrators were strongly critical of such arrangements. Some services such as legal aid, clearly can best and most cheaply be provided by institutions specifically designed to provide the service. But to serve skill training enrollees well such agencies must be well funded or give enrollees some special preference. Details, where available, on the service and mechanism by which it was provided are discussed at greater length in the city reports, Volume II.

Populations Served

Publicly funded skill training programs included in this study differ significantly as to racial composition of enrollments. As Table 8 indicates,

public secondary school occupational program enrollments in the urban areas studied are about equally divided between white and Black students, although great variations exist between cities.

Table 8

SEX AND RACE DISTRIBUTION OF PUBLIC SKILL TRAINING ENROLLMENTS BY PROGRAMS

Program	Male	Female	White	Black	Other[1]
Secondary	58.1 %	41.9%	43.0 %	47.2 %	9.8 %
Postsecondary	56.3	43.7	63.7	22.6	13.7
Federal Manpower	48.5	51.5	21.2	61.5	17.3
MDTA	48.2	51.8	25.3	56.1	18.6
CEP	51.6	48.4	11.6	68.4	20.0
WIN	47.4	52.6	28.0	55.0	17.0
NYC II	51.8	48.2	14.2	62.8	23.0
OIC	35.6	64.4	2.8	96.4	0.8
Other	56.2	43.8	31.1	58.0	10.9

1/ Includes Spanish-speaking.

Most enrollees in postsecondary occupational training programs are white, while Federal manpower institutional skill training enrollees are predominantly Black. Significant differences exist among manpower programs also. The Opportunities Industrialization Center program is nearly 100 percent Black while only slightly over half of Work Incentive Program enrollees are Black. It is interesting to note that there are more Spanish-speaking and "other" minority students in the Neighborhood Youth Corps and Concentrated Employment Program than there are white students.

Historically the majority of the public institutions have oriented their programs to the bulk of the population which was predominantly white although there has been a great change in this situation in recent years. Civil rights legislation has removed most of the legal and most obvious barriers to full participation in public programs by minority groups, but the fact remains

that in many cities they do not fare well in these institutions. Dropout and unemployment figures confirm that minorities do not benefit from public programs as much as whites.

Very few of the secondary institutions surveyed felt that they were adequately serving the disadvantaged. Vocational administrators were often frustrated with trying to deal with problems generated in prior years of schooling or even outside the school. Since most schools had difficulty in providing programs for all the students who desired them, it has been difficult to develop special programs or provide additional services for the disadvantaged. Administrators reported a number of new programs funded under recent legislation which were beginning to improve this situation.

Most of the postsecondary institutions surveyed had flexible entrance requirements and programs and services tailored to the needs of disadvantaged individuals. However, the demand for education and training is so much greater than available spaces, it is much easier and usually cheaper to serve those individuals with fewer problems, and these tend to be white.

Many other factors influence the numbers of different minority groups attending a postsecondary institution. Some of these are open admissions, availability of remedial education and developmental courses, financial aide and other supportive services, reputation of the institution, and in some cases, the location of the institution or the programs and the availability of transportation.

Several of the postsecondary institutions surveyed were located in the center of the city and were easily accessible by either car or public transportation. Others were outside the city with little or no public transportation available and accessible only by private automobile. Some institutions have found an effective means of avoiding this problem. They

simply locate programs wherever there are individuals who want it. Jacksonville and Portland were good examples of this. In both cities, the community college had a main campus (in Jacksonville, two) but also ran programs all over the city in schools or centers.

By their definition, Federal manpower programs are designed for disadvantaged persons and particularly ethnic minorities. All of the manpower programs except the Work Incentive Program use the Manpower Administration's definition of the disadvantaged as a basis for recruitment and enrollment. For this purpose a disadvantaged person is defined as one whose family income for the past year was below the poverty level, who is currently either unemployed or under-employed, and is either less than a high school graduate, or physically or mentally handicapped, or a member of a racial or ethnic minority, or meets certain age criteria for various programs (Manpower Development and Training Act - under 22, over 44; Job Corps - youths aged 14-21; Neighborhood Youth Corps - school dropouts 16-22; National Alliance of Businessmen--Job Opportunities in the Business Sector - under 22, over 44; Concentrated Employment Program - 16 and over, also must reside within target area). The National Alliance of Businessmen--Job Opportunities in the Business Sector's definition of the term "disadvantaged" differs from the official one of the Department of Labor in that they use a "subject to special obstacles to employment" rather than "member of a minority group."

The Work Incentive program provides that if determined appropriate by state officials, any adult (or youth over the age of 16 not in school) is required to participate in a work and training project or face the loss of assistance.

These criteria explain, in large part, the heavy emphasis of Federal manpower programs on ethnic minorities.

The Employment Service provides recruitment and referral of enrollees for Manpower Development and Training Act (both institutional and on-the-job training), Jobs Optional Program, and Neighborhood Youth Corps II. They also refer individuals to National Alliance of Businessmen -- Job Opportunities in the Business Sector and to Concentrated Employment Programs, who do their own recruitment. The Concentrated Employment Program is usually sponsored by a community action group which generally is the prime recruitor of enrollees. Work Incentive Program enrollees are referred by the welfare department.

Remedial education and training are usually provided through subcontracts with public and private institutions and agencies, though some provide at least some of the services in-house. Thus, a potential enrollee in a manpower program might go to the Employment Service seeking work, be referred to one of the programs, be processed in by the program, provided with basic education in a special class at a public school or community college, and trained at a public institution or by a private contractor, and then provided placement by the Employment Service.

The most important factors influencing the characteristics of enrollees in these various programs, (secondary, postsecondary and Federal manpower) seem to be the original legislation, program design and objectives, and historical background. Other factors such as location, reputation, and availability of services, although important in some cases, do not seem to be decisive influences.

Chapter 3 - ANALYSIS OF OVERLAP, DUPLICATIONS AND GAPS

Aside from the administrative, cost, and organizational problems created when more than one institution serves the same population or provides training in the same occupations, overlap in program offerings is a major issue when more students are graduated with skills in specific occupations than can be absorbed by the local labor market. This situation would clearly indicate a duplication of effort, operating to the disadvantage of students.

Due to the limited data available, this study focuses on identifying those publicly funded preparatory institutional programs providing training for identical occupations, those providing the same supportive services, or those serving the same populations, and discusses the degree to which this occurs in the 20 cities. 1/

Even with the limited information available, it is possible to provide some insights into the labor demand and supply relationship. The number of job opportunities for dental assistants for a given year might total 100 in a given city. This demand might be completely filled by graduates of public and private training programs and trained individuals moving into the city. However, if there are more dental assistants than there are jobs, this would generate a surplus of workers. Even without knowing the numbers of workers or jobs involved, it is clear that the justification for publicly funded training in surplus occupations is suspect since there are already more trained

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1/ Information concerning the number of workers needed in the local labor market by specific occupation is not available, and the supply of workers by occupation graduating from private schools was specifically excluded under the project contract.

workers than there are job opportunities. Data concerning occupations in which an oversupply of workers currently exists in the local labor market were collected from the local Employment Service.

Data were also collected from the Employment Service on occupations for which there was a shortage of workers in the local labor market, that is, more job opportunities than there are trained workers. In this case, the justification for publicly funded training in these occupations is less clear since these jobs could be filled by workers trained by private sources. However, it should be recognized that in such shortage occupations, the failure of public programs to provide training means that students desiring training in these occupations are denied training, or limited to private sector programs.

NPA used these shortage and surplus lists as the best available indicator of the relationship of skill training programs or courses to the local labor market in the city.

Overlap and Gaps in Public Occupational Offerings

While there may be overlaps in program offerings among different agencies in a given city, these different programs often serve different populations. For example, if secretarial courses are only offered by the secondary schools, anyone attending a postsecondary institution would not be able to be trained as a secretary. In addition, out-of-school youth and adults would also be denied training in this area, unless they could afford to purchase it from private proprietary schools. Overlapping program offerings at different institutions

or agencies often means a greater choice of training opportunities for those seeking preparation in a given occupation. Overlaps are of concern when the total number of trained workers is greater than the number of jobs available or when programs could more efficiently and effectively be offered at fewer institutions and still meet individual and local labor market needs. Even if programs operate at capacity, have entrance waiting lists, and are able to place all graduates in jobs, excess costs may be incurred in the area of program administration.

Gaps in occupational offerings may result in limited occupational options for enrollees or in shortages in trained manpower to fill available jobs. These gaps may occur because of over-emphasis on some training areas or when the total level of funding is insufficient to provide a wide range of skill training choices.

The tables contained in Volume II of this report will indicate what programs or courses are overlapped. Some appear to overlap because of the very general program or course title given, others were possibly at different skill levels.

The various occupations in the Business and Office area were often overlapping. Courses to train clerks, typists, secretaries, accountants, bookkeepers, and data processors were often found in secondary, postsecondary, and Federal manpower programs.

Certain health offerings, particularly licensed practical nurse, nurse's aide, and medical and dental assistants, were often found at a number of institutions within a city. Other offerings, such as drafting, auto mechanic,

welding, auto body and fender, electrical occupations, cosmetology, and food service (quantity food occupations) were often found to overlap within a city.

Many of these overlapping programs contain substantial numbers of students. In some cities, students being prepared for those occupations offered at more than one type of institution may account for well over 75 percent of all students in public skill training programs. In several cities, these students accounted for over 60 percent of all occupational students. This is a somewhat misleading observation, however, since duplication may result from large numbers being trained in one occupation at one institution and a very small number at another. Moreover, all students may be placed in employment after graduation. Table 9 indicates the number and percentage of individuals in each city who are enrolled in overlapped programs. This is primarily descriptive and must be compared with local labor market data to see if it is significant.

Availability of identical types of skill training is not necessarily undesirable unless (1) institutions are serving the same target population, (2) overlapping programs result in a surplus of trained labor relative to the local labor market or, (3) such programs add substantially to administrative costs.

The only local labor market information common to most cities was a list of shortage and surplus occupations (surplus meaning those occupations in which there are more workers than jobs, and shortage meaning the reverse).

In the 20 cities surveyed, almost seventeen percent of all skill training

Table 9.

NUMBER AND PERCENT OF ENROLLEES BEING TRAINED IN OCCUPATIONS WHICH ARE OFFERED BY MORE THAN ONE PROGRAM (SECONDARY, POSTSECONDARY, AND FEDERAL MANPOWER) IN EACH CITY

City	Number Being Trained in Occupations Offered by More Than One Program	Percent of Total Enrollees Being Trained in Occupations Offered By More Than One Program
Allentown	304	9.1%
Birmingham	4,929	64.3
Boston	9,591	58.2
Charlotte	3,739	28.1
Chicago	103,594	82.3
Denver	3,458	42.2
Detroit	43,250	76.0
Fort Worth	3,903	55.1
Hartford	2,405	32.7
Jacksonville	7,733	41.9
Kansas City	2,759	67.1
Los Angeles	74,422	70.4
Memphis	6,092	56.4
New Orleans	3,669	51.2
Portland	12,251	67.3
Rochester	5,264	57.7
Sacramento	7,150	37.3
Toledo	2,309	34.3
Washington, D.C.	7,698	66.5
Wilmington	2,172	43.4

enrollees were being prepared for occupations in which there was already a surplus of workers. Approximately fifteen percent were training for occupations where a shortage of workers existed (see Table 10). In this respect, however, the cities differed substantially. Detroit and Los Angeles reported more than 25 percent of their enrollees to be in surplus occupations, while Jacksonville, Chicago, Hartford, and New Orleans had fewer than 5 percent of their enrollees in these occupations. On the other hand, over 40 percent of Allentown and Birmingham enrollees were being trained in shortage occupations, while in Detroit, Fort Worth, Sacramento, and New Orleans less than five percent of enrollees were being trained in this category.

By and large, cities should be training few if any workers for surplus occupations and a high proportion for shortage occupations. Three of the 14 cities for which shortage/surplus data are available fall into this category -- Chicago, Hartford, and Jacksonville. Detroit, Forth Worth, Los Angeles, and Sacramento were found to be training a high proportion for surplus occupations and a low proportion for shortages. The number of cities with substantial enrollments in occupations which were reported as surplus raises both the question of over-supply and duplication. Examination of Table 10 suggests that in some cities skill training programs are not adequately related to the local labor market.

Duplication and Gaps in Services

To summarize and compare the availability of non-training services in public skill training programs, NPA analyzed these services in terms of the total availability of such services in the 20 cities. (See Table 11.)

Table 10

NUMBER AND PERCENT OF SKILL TRAINING ENROLLEES IN TRAINING FOR OCCUPATIONS IN SURPLUS AND IN SHORT SUPPLY 1/

City	Number in Skill Training (Total)	Skill Training Enrollees Who Are Enrolled in Training For Occupations For Which There Is A Surplus of Workers		Skill Training Enrollees Who Are Enrolled in Training For Occupations For Which There Is A Shortage of Workers	
		Number	Percent of Total	Number	Percent of Total
Allentown	3349	*	*	1353	40.4
Birmingham	7584	*	*	3194	42.1
Boston	16646	2728	16.4	2577	15.5
Charlotte	12099	*	*	3591	29.7
Chicago	127989	1505	1.2	26237	20.5
Denver	8187	*	*	1574	19.2
Detroit	56881	16429	28.9	531	.9
Fort Worth	7083	1349	19.0	176	2.5
Hartford	7283	263	3.6	1619	22.2
Jacksonville	18462	868	4.7	2383	12.9
Kansas City	4110	390	9.5	345	8.4
Los Angeles	110475	39486	35.7	12338	11.2
Memphis	11009	*	*	1298	11.8
New Orleans	7189	240	3.3	284	4.0
Portland	18209	1541	8.5	3476	19.1
Rochester	9129	1965	21.5	1995	21.9
Sacramento	34028	3411	10.0	986	2.9
Toledo	6707	623	9.3	1836	27.4
Washington, D.C.	11572	*	*	2886	24.9
Wilmington	5039	*	*	1660	32.9
TOTAL	482926	70798	16.72	70339	14.57

1/ Shortage and Surplus lists were provided by the local Employment Service.
* Data not available.

Table 11

NUMBER OF PUBLIC INSTITUTIONS PROVIDING OTHER SERVICES BY TYPE OF PROGRAM IN 20 CITIES

PROGRAM		NUMBER OF INSTITUTIONS PROVIDING OTHER SERVICES									
		TOTAL NUMBER OF AGENCIES	VOCATIONAL GUIDANCE	COUNSELING	ADULT BASIC OR REMEDIAL EDUCATION	ENGLISH AS A SECOND LANGUAGE	LEGAL AID	CHILD DAY CARE	TRANSPORTATION	HEALTH SERVICE	JOB DEVELOPMENT AND JOB PLACEMENT
SECONDARY	NUMBER	25	13	24	7	9	3	4	12	4	19
	PERCENT	100%	52%	96%	28%	36%	12%	16%	48%	16%	76%
POST SECONDARY	NUMBER	50	38	46	36	19	12	14	12	15	46
	PERCENT	100%	76%	92%	70%	38%	24%	28%	24%	30%	92%
FEDERAL MAN-POWER PROGRAM	NUMBER	91	66	89	85	33	61	67	73	70	89
	PERCENT	100%	72%	98%	93%	36%	67%	74%	80%	77%	98%

NOTES: For this Table, Community College of Denver, which has its three campuses listed separately in Table 1, is carried as a single institution. Hartford-A.I. Prince Technical School is listed as both secondary and postsecondary in Table 1, is carried as one institution in this table. Boston and Rochester--Public School Postsecondary carried separately in Table 1, are combined with Public Schools in this table. Los Angeles NYC II project in Watts area carried in Table 1, but omitted from Federal manpower program list here since students during FY 1971 were OJT.

Almost all secondary institutions had some form of counseling program. The only ones that did not were those that provided skill training to students from other secondary schools. Usually, in these cases, it was available in the home school of the student. Almost half of the secondary administrators we interviewed indicated that vocational guidance was either unavailable or inadequate. Only four public secondary school administrators reported that health services were available to their students. The availability of emergency medical care such as a school nurse was not considered to constitute "health services." In Wilmington, the local administrator reported that an extensive health program extending back for a number of years had significantly reduced the number of physically handicapped children enrolled. The public schools currently employ only a limited number of teachers for the blind or partially sighted as the number of children who have this problem has dropped so drastically. Many secondary administrators expressed the need for expanded health services.

Four of the secondary school systems had child day care programs to take care of those students who had small children and wanted to return to school to finish their education and particularly to get skill training. Several of the administrators we interviewed felt that this service was needed to fully serve the populations that need skill training.

Transportation was often mentioned as a problem for some post-secondary students. Regardless of where the institution was located, some individuals had difficulty in obtaining transportation. The primary means

of transportation was usually private automobiles and this usually was more of a problem for disadvantaged students. In a few cities, such as New Orleans and Chicago, good public transportation alleviated this problem. In those cities, such as Boston, Allentown, and Memphis, where the post-secondary institutions were located outside the city, this was a significant problem.

The large percentage of Federal manpower programs with the various services is not surprising since most of them include these services as alternative means of assisting the unemployed and underemployed. The least frequent service reported by the manpower programs was English as a Second Language, which was available in about one-third of the cases and was most frequently reported in those cities with large Spanish speaking populations. In Boston, however, with a large Spanish speaking population, the Federal manpower programs did not report providing this service. Many administrators surveyed indicated that even though such programs were available, they were not always satisfactory. This was true of many of the other services. Counseling, vocational guidance, and placement which were provided by the Employment Service produced the most complaints. Program administrators often reported that the services were provided but that they were not of the quality, or closely enough related to the program, to effectively serve their disadvantaged enrollees. Most of the manpower programs are required to use other public agencies for certain of these services. For example, Welfare provides child day care for WIN enrollees, the Legal Aid Society normally provides legal services for most of the programs, and Adult Basic Education or remedial education is usually provided by the public schools or postsecondary institutions.

As might be expected from the differences in philosophy between the educational institutions and the Federal manpower programs discussed earlier in this report, we found significant differences in the availability of certain services. This is a reflection of the populations served and the fact that public education provides these services as supports to their skill training programs while Federal manpower programs provide these services along with skill training as means of getting the unemployed and underemployed into worthwhile employment.

Duplication and Gaps in Target Populations Served

Available data on target populations do not permit evaluation of the adequacy of the percentage served or the services provided since there is no measure of the degree of need for skill training or other services for target groups. It is clear, however, that disadvantaged populations will have a greater need than the nondisadvantaged since they have fewer options, need greater support services, and are more likely to terminate their education at an earlier stage. A comparison of the percentages of various target populations served by public skill training programs and services provided will reveal the relative degrees to which different programs serve those in the greatest need. A more detailed discussion of these points is presented in the book, Federal Training and Work Programs in the Sixties, by Sar A. Levitan and Garth L. Mangum. 1/

Each of the publicly funded institutions considered in this report was created at different times for somewhat different purposes. The fact that they

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1/ Sar A. Levitan and Garth L. Mangum, Federal Training and Work Programs in the Sixties, Institute of Labor and Industrial Relations, Ann Arbor, Michigan (1969).

all currently provide skill training is one reason why some suspect a serious amount of program duplication to exist. However, secondary, postsecondary, and Federal manpower skill training programs do not, as currently defined, serve the same populations.

Since high school vocational students must be enrolled at least part-time to be eligible for vocational education courses, high school vocational programs cannot be considered duplications of Federal manpower programs. Only Neighborhood Youth Corps II and Job Corps programs focus on high school age youth, but these programs are limited to out-of-school, disadvantaged youth. These two Federal manpower programs served less than two percent of the high school age students enrolled in skill training.

Those over 18 years of age who are either financially able to attend school or are able to find employment and attend school part-time can usually locate and enroll in private sector course offerings or public postsecondary programs. The unemployed and underemployed, many of whom dropped out of school before completing their education are provided very few options.

Even though many postsecondary institutions have open admissions policies and remedial education, the number of individuals desiring training is so great that the disadvantaged individual is not served or is served poorly. It was for these disadvantaged individuals that the various Federal manpower programs were created. In most cases, these populations were not adequately served five to ten years ago in secondary programs, most of which had significantly smaller vocational enrollments at that time. The manpower agencies differ slightly in the particular segment of this population which they serve, due largely to particular

features of the different pieces of legislation or administrative acts which created them. Thus, the Manpower Development Training Act serves the unemployed citywide -- primarily those over 18 and under 22 or over 44; Neighborhood Youth Corps II if they are 16 to 22; Work Incentive Program if they are on welfare; and Concentrated Employment Program if they live within defined areas within the city.

This section contains an estimate of the percentages of populations 16 to 18 and 19 to 44 who were reported enrolled in skill training programs. In developing these estimates, it was assumed that the majority of the populations served by these programs would fall primarily into the two age groupings.

Population in City	Population Served
Population Aged 16 to 18, by Race	Enrollees in Secondary Vocational Education, Neighborhood Youth Corps II, and Job Corps Programs, by Race
Population Aged 19 to 44, by Race	Enrollees in Postsecondary and Manpower Programs (Neighborhood Youth Corps II and Job Corps excluded), by Race

These comparisons indicate that high school provides most students with their first opportunity for becoming acquainted with, and for gaining, those skills required for the world of work. Table 12 suggests that overall vocational enrollments are over 41 percent of the high school population. This is based on the enrollments reported to us and to the Office of Education. However, in examining the data we collected from these institutions, we have reason to believe that some of the enrollments are course enrollments instead of program enrollments and involve double counting of many students. In two cities we were able to get data

PERCENT OF SECONDARY STUDENTS ENROLLED IN VOCATIONAL EDUCATION BY CITY

City	Number Enrolled	Number Enrolled in Vocational Education	Percent Enrolled in Vocational Education
Allentown	4,919	1,095	22.3%
Birmingham	18,411	1,860	10.1
Boston	21,375	8,579	40.1
Charlotte	17,340	5,576	32.2
Chicago	135,000	103,248 (62,248)*	76.5 (46.1)*
Denver	22,970	2,509	10.9
Detroit	60,443	42,166	69.8
Fort Worth	22,000	3,274	14.9
Hartford	6,529	3,238	49.6
Jacksonville	25,433	14,407 (8,842)*	56.6 (34.8)*
Kansas City	18,456	1,059	5.7
Los Angeles	126,599	40,422	32.0
Memphis	31,847	5,232	16.4
New Orleans	19,718	3,712	18.8
Portland	16,694	3,834	23.0
Rochester	18,469	3,264	17.7
Sacramento	10,208	2,643	25.9
Toledo	8,061	2,452	30.4
Washington, D.C.	19,432	2,759	14.2
Wilmington	3,610	2,491	69.0
TOTAL	607,514	253,820	41.8

*Adjusted enrollments and percents based on examination of school records. (For explanation, see text.)

on a school-by-school basis and while it was impossible to determine actual program enrollments, we were able to adjust some of the enrollments downward toward a more realistic figure. The adjusted enrollments for these two cities (Chicago and Jacksonville) are indicated on Table 12 along with the reported figures. These adjusted enrollments were estimated by examining the individual school records to discover which of the offerings appeared to be courses and which appeared to be programs. Those that appeared to be courses were adjusted by simply halving the enrollment since it was felt that most students in a vocational program would be taking at least two courses and would have been counted twice. No attempt was made to correct for those students who might be taking only one vocational course (such as typewriting) but were not enrolled in a program leading to employment. This information could only be obtained from the students and teachers and could not be gathered in this survey. While the data necessary to make the adjustments were only available in these two cities, we feel that it is a significant problem in many others. Examiniation of the very high enrollments in Business and Office offerings in many of the cities leads us to believe that this is a significant problem in this area. Drafting and Woodworking also raise many of the same questions.

We should mention that in several cities, particularly Charlotte and Toledo, the enrollments are program enrollments and the figures reported reflect the actual enrollments in vocational programs. Also, officials in many of the cities and states are very aware of the problems in reporting and have undertaken measures to correct these problems. Florida is currently implementing measures to prevent the double counting of enrollments. By using social security numbers for each student, they are able to prevent double reporting and counting.

It should also be pointed out that in large school systems it is very difficult to determine which students are enrolled in programs and which are enrolled in courses. Also, the criteria for reporting are not very clear at the state or federal level. Many of the local systems surveyed acknowledge the problems of reporting but point out that the reports were designed and required by the State. The states in turn point out the annual changes in the federal reporting requirements and the lack of clear definitions from the federal office. Federal officials also expressed an awareness of this problem, but indicated a lack of staff and resources to adequately work with the states in resolving these issues.

When we take into account that the enrollments reported probably in many cases involve double counting, the percentage of secondary students in vocational education overall is not very high. Consumer and Homemaking, which was excluded from this study, would have made the percentages somewhat higher, but these programs are not occupationally oriented.

The 1970 Digest of Educational Statistics 1/ reports that, on the average, only 45 percent of secondary students enter college for the first time and only half of these complete. This indicates that a much higher percentage of secondary students should have the opportunity for participation in skill training programs at the secondary level. While a limited number will be able to participate in postsecondary programs, the majority of those who drop out or graduate without any training will enter the world of work poorly prepared to find meaningful employment.

1/ Digest of Educational Statistics, 1970, (Washington: U.S. Department of Health, Education, and Welfare, Office of Education, 1970).

A major purpose of Federal manpower programs serving youth under 18 years of age is to provide skill training for unemployed youth. Most out-of-school youth do not have a high school diploma and find it difficult to obtain jobs which are not either very low paid or dead-end. Yet as Table 13 indicates, Federal manpower programs suited for out-of-school youth serve only one in ten of these youth in the 18 cities for which data are available. The 1970 Census reported that these cities contained over 50,000 out-of-school youth, while less than 5,000 were enrolled in skill training in Neighborhood Youth Corps II or Job Corps programs.

A large variation in the percent of out-of-school youth served by these programs is apparent. Two cities (Washington and Portland) serving more than a fifth of the out-of-school youth were sites of Job Corps centers. The fourth highest city in terms of percentages served was Los Angeles, which also has a Job Corps center. For other cities, the percent of out-of-school youth served reflects the size of the Neighborhood Youth Corps II program relative to the city's number of out-of-school youth -- from nearly 20 percent in Sacramento to less than 2 percent in Allentown, Denver and Jacksonville.

With the youth unemployment rate running as high as twenty to thirty percent in some of these cities, and with an average of only about ten percent of out-of-school youth enrolled in Neighborhood Youth Corps II and Job Corps programs, there appears to be a serious gap in skill training for youth who are out of school.

Table 13

ESTIMATED PERCENT OF OUT-OF-SCHOOL YOUTH IN NYC II AND JOB CORPS PROGRAMS BY CITY

City	Number out of School 1/	Number Enrolled in Fed. Manpower Prog.	Percent of out-of-school Youth Enrolled
Allentown	427	0	0.0
Birmingham	2,131	90	4.2
Boston	3,941	170	4.3
Charlotte	1,895	113	5.9
Chicago	--	N.A. 2/	--
Denver	2,145	37	1.7
Detroit	1,224	2.6	17.6
Fort Worth	2,769	189	6.8
Hartford	975	70	7.2
Jacksonville	3,992	76	1.9
Kansas City	2,971	92	3.1
Los Angeles	12,101	1,604	13.3
Memphis	3,458	176	5.1
New Orleans	4,445	246	5.5
Portland	1,667	412	24.7
Rochester	--	N.A. 2/	--
Sacramento	498	111	22.3
Toledo	830	67	8.1
Washington, D.C.	5,155	1,069	20.7
Wilmington	594	28	4.7
TOTAL	51,224	4,766	9.3

1/ Source: Unpublished 1970 Census data.

2/ Chicago and Rochester NYC II data for skill training were not available.

Overall public services to the city populations in the 16 to 18 age group can be estimated by comparing the public skill training enrollments in Neighborhood Youth Corps II and Job Corps and public secondary programs with the population in this age group (see Table 14). On the average, about 35 percent of those in this age group receive some kind of skill training. The figure is almost 50 percent for Blacks and over 25 percent for whites. Some cities which report a high percentage of their 16 to 18 year olds in public secondary vocational education programs, such as Detroit and Los Angeles, were also cities which report a high percentage of their out-of-school youth in Federal manpower programs. By contrast, significant gaps in services to this population are found in Denver and Kansas City, where less than 10 percent of this age group is enrolled in vocational education and under 5 percent of their out-of-school youth in Department of Labor programs. This suggests that the Neighborhood Youth Corps II and Job Corps programs may not provide alternative options for youth in cities where there is a relatively low priority on vocational education in the public schools.

When considering those 19 to 44 years of age, gaps in skill training opportunities are estimated by contrasting enrollment figures for public programs for those over 18 against populations in this age group in the city.

Table 14 indicates that for the 20 cities as a whole, 2.7 percent of those in the 19 to 44 age group are enrolled in skill training programs. While there is no measure of the need for training for this age group, the extremely low proportion in training indicates an area where occupational education could resonably be expected to grow.

Table 14

NUMBER AND PERCENT OF SELECTED POPULATION GROUPS IN SKILL TRAINING IN THE 20 CITIES BY PROGRAM PROVIDING THE TRAINING

Program	Number and Percent of All 16-18 Year-Olds in Skill Training 1/		Number and Percent Of White 16-18 Year-Olds in Skill Training 2/		Number and Percent of Black 16-18 Year-Olds In Skill Training	
TOTAL	258,586	34.3%	131,645	26.9%	122,781	49.6%
Secondary	253,820	33.8	129,978	26.6	119,755	48.4
Federal Manpower	4,766	0.5	1,667	0.3	3,026	1.2
NYC II	3,781	0.4	1,359	0.3	2,375	1.0
Job Corps	985	0.1	308	--3/	651	0.2

Program	Number and Percent of All 19-44 Year-Olds in Skill Training 1/		Number and Percent of White 19-44 Year-Olds In Skill Training 2/		Number and Percent of Black 19-44 Year-Olds In Skill Training	
TOTAL	135,080	2.7%	84,417	2.5%	45,577	3.2%
Postsecondary	96,134	1.9	69,708	2.1	21.752	1.5
Federal Manpower	38,946	0.8	14,709	0.4	23,825	1.7
MDTA (Inst'l)	16,487	0.3	7,122	0.2	9,219	0.6
CEP	8,171	0.2	2,554	--3/	5,588	0.4
WIN	10,422	0.2	4,472	0.1	5,726	0.4
OIC	2,943	0.1	104	--3/	2,836	0.2
Other	923*	--3/	467	--3/	456	--3/

1/ Totals include Orientals, American Indians, etc.
2/ Includes Spanish surnamed.
3/ Less than 0.1%.
* Does not include those programs which did not furnish racial characteristics.

Although the 20 cities studied had a much larger white than non-white population in the 16 to 18 and 19 to 44 age groups (Washington, D.C., Wilmington, New Orleans, and Detroit being the exceptions), a higher proportion of Blacks than whites are enrolled in public skill training programs.

The public skill training services to target populations defined by age can be illustrated by city, by comparing the enrollments in public programs in each age category with their numbers in the city. For those between 16 and 18 years of age, an average of over 34 percent are enrolled in public skill training in the twenty cities, but there is a significantly higher proportion of Black teenagers in these programs than whites. Hartford, for example, reports 60 percent of Blacks between 16 and 18 years of age in public skill training but only 17 percent of the whites in this age group, and in Boston and Detroit the participation rate is 64 percent for Blacks and 17 and 38 percent respectively for whites. Only in Charlotte are the participation rates for the two groups about the same.

The degree of participation of either Black or white teenagers in public secondary vocational education varies considerably. In Birmingham, Kansas City, New Orleans, and Washington, D.C., less than 20 percent of either group is represented in these training programs, while more than one-third of both groups are served by these programs in Charlotte, Detroit, and Jacksonville.

There is considerable variation among cities in the 19 to 44 age group as well, although there is a tendency for each racial group to be more equally represented in public postsecondary skill training. For example, in Chicago, Fort Worth, Kansas City, and Toledo, Blacks and whites are about equally represented in public skill training program enrollments. In Hartford, a slightly

higher proportion of whites than Blacks are served by these programs. The remaining cities tend to show the same pattern in the enrollments of adults as of teenagers. They have a larger percent of the city's Black adults in these programs than whites, a tendency which probably represents the differential needs of these two groups based on the quality of their prior education.

Different types of programs in these cities serve these two racial groups. Of those 16 to 18 years of age in public skill training, the secondary school was the agency which typically served nearly all of them. The Neighborhood Youth Corps II program in Washington, D.C. is unusual in that it serves (as it does in Hartford) a larger percent of whites than Blacks in the 16 to 18 year old age group. Typically, the Neighborhood Youth Corps II programs serve less than one percent of the white teenagers taking public skill training and 6 to 10 percent of the Blacks. This is probably a reflection of the higher dropout rate for inner-city Black youth who then turn to Neighborhood Youth Corps II for training opportunities.

Greater differences emerge in an analysis of the way postsecondary programs serve the two racial groups. Postsecondary skill training programs serve a larger proportion of the white students in skill training than of Blacks. For example, in Birmingham, 67 percent of the whites enrolled in public skill training took their training in local public postsecondary institutions, and only three percent enrolled in Federal manpower programs. For Blacks, 44 percent were in the public postsecondary schools and 36 percent took their training in Federal manpower institutional programs. However, while Federal manpower programs primarily serve the city's nonwhite populations, they do not serve as large a percentage

of these populations as do public postsecondary institutions. In only four of the 20 cities are larger percentages of the city's Blacks taking skill training in Federal manpower programs than in public postsecondary institutions. In seven of the cities, less than one-third of the Blacks receiving public skill training were enrolled in Federal manpower programs. In nine cities, at least as many Blacks received skill training in the public postsecondary institutions as in manpower programs.

Those cities tending to have a high percentage of one age group enrolled in skill training programs tend also to serve a high proportion of the other age group (see Table 15). Los Angeles, Wilmington, and Charlotte rank high in services to both age groups. On the other hand, New Orleans and Kansas City serve a small percentage of both age groups. In only a few of the 20 cities do the differences in ranking suggest that a city has placed a priority on one age group rather than another. Detroit ranks third in the proportion of the 16 to 18 year olds served, but last in services to those 19 to 44 years of age. At the other extreme is Sacramento, which appears to place a priority on skill training for those over 19 years of age, ranking third in that respect and twelfth in the proportion of younger students served. California's extensive junior college system may help to explain this difference, however, Los Angeles ranks high for both age groups.

Another way of examining gaps in skill training is in terms of the unemployed. Most manpower programs were designed to serve the unemployed and the underemployed, and a surrogate for the target populations over 18 years of age needing manpower training is the total number of unemployed in the city. Table 16 compares the unemployment rate in each of the 20 cities in 1970, with skill training enrollment

Table 15

RANKING OF CITIES BY PERCENT OF AGE GROUPS IN OCCUPATIONAL EDUCATION

City	19-44 Age Group in Occupational Education		16-18 Age Group in Occupational Education	
	Percent	Rank	Percent	Rank
Allentown	1.7%	17	20.5%	11
Birmingham	3.1	7	11.3	17
Boston	2.9	9	25.5	8
Charlotte	4.81	4	42.9	5
Chicago	1.9	14	61.8	1
Denver	1.78	15	9.4	19
Detroit	1.2	20	51.9	3
Fort Worth	1.69	18	16.2	13
Hartford	3.0	8	41.0	6
Jacksonville	2.1	13	48.2	4
Kansas City	1.77	16	4.5	20
Los Angeles	4.5	5	30.6	7
Memphis	2.4	12	14.7	14
New Orleans	1.4	19	11.5	16
Portland	5.3	2	20.6	10
Rochester	3.4	6	23.1	9
Sacramento	4.82	3	20.4	12
Toledo	2.6	10	12.2	15
Washington, D.C.	2.51	11	10.2	18
Wilmington	5.5	1	60.0	2

Table 16

RANKING OF CITIES BY PERCENT OF 19-44 POPULATION IN SKILL TRAINING IN FISCAL YEAR 1971 AND THE 1970 UNEMPLOYMENT RATE

City	Rank Percent of Population in Skill Training	Rank Percent Unemployed	Percent of Population in Skill Train.	1970 Unemployment Rate 1/
Allentown	17	19	1.7%	2.3
Birmingham	7	10	3.1	4.1
Boston	9	7	2.9	4.2
Charlotte	3	17	4.8	2.9
Chicago	14	14	1.9	3.5
Denver	15	16	1.8	3.3
Detroit	20	1	1.2	6.6
Fort Worth	17	15	1.7	3.4
Hartford	8	7	3.0	4.2
Jacksonville	13	20	2.1	2.2
Kansas City	15	6	1.8	5.1
Los Angeles	5	2	4.5	5.8
Memphis	12	13	2.4	3.7
New Orleans	19	2	1.4	5.8
Portland	2	5	5.3	5.6
Rochester	6	12	3.4	3.8
Sacramento	3	4	4.8	5.7
Toledo	10	7	2.6	4.2
Washington, D.C.	11	18	2.5	2.6
Wilmington	1	11	5.5	4.0

1/ Manpower Report of the President, April, 1971. Table D-8.

figures for adults as a percent of the adult population 19 to 44 years of age in Fiscal Year 1971.

Training will not offset unemployment generated by economic conditions but even in the worst of times jobs go begging because of the shortage of particular types of workers. It is for this need that skill training should be provided even in high unemployment areas. Using the data reported on Table 16, a correlation was run to determine the relationship between the degree of unemployment in the 20 cities and community responsiveness in terms of skill training. No significant correlation was found to exist, indicating that on an overall basis the 20 cities were not responding to unemployment by increasing skill training opportunities.

A correlation, however, may conceal significant relationships in individual cities. In such a case, an examination should be made of the relationship in each city. The available data for the 20 cities may be interpreted to indicate that in many cities efforts have been made to respond to unemployment through increased training efforts. But this is not universally true, and in some cities, the population's need for skill training requires added efforts. The long waiting lists reported by all manpower program administrators in these cities support this view.

With a few notable exceptions, cities with the higher unemployment rates also provided proportionately more skill training to residents indicating some degree of responsiveness to local labor market conditions. In the case of the exceptions, it may be that a high priority placed on skill training contributed to exceptionally low unemployment by providing residents with the skills necessary for employment or that a lack of emphasis on skill training handicapped many workers in their search for employment and contributed to higher unemployment in the community.

While the specific identity of the unemployed could not be determined in this study, the size and variation in the ratio of those enrolled in Federal manpower programs to those unemployed in each city suggests that increased consideration to the funding of expanded skill training programs for adults is warranted in many communities.

Gaps have been described so far in terms of age groups, the unemployed, and racial groups. It is also instructive to define gaps in public skill training programs in reference to the poverty population, as defined in the 1970 Census, in these cities. Table 17 shows the relation between the poverty population in each of the cities in 1970 and the number of enrollees in public institutional preparatory skill training in Fiscal Year 1971.

This data must be interpreted carefully, since the poverty standard is national and does not take into account local conditions. This standard, therefore, may mean different things in different parts of the country. Given these qualifications, Table 17 shows the relation between poverty and public skill training services in the 20 cities.

There appears to be no relation between the degree of poverty in a community and the level of public skill training for adults. One might assume that the higher the incidence of poverty the greater the need for public skill training and the greater effort on the part of the city to provide this service. A correlation was run for the relation between the percent of the adult population in poverty and the percent of this population in skill training. In this case, as with unemployment, no significant relationship exists between the need for public skill training as measured by poverty and the efforts made by the 20 cities to meet this need.

Table 17

RANKING OF CITIES BY APPROXIMATE PERCENT OF POPULATION AGED 18-64 IN POVERTY IN 1970 AND IN PUBLIC OCCUPATIONAL EDUCATION IN 1972

City	Estimate of 18-64 Population in Poverty 1/		Estimate of 18-64 Population in Skill Training	
	Percent	Rank	Percent	Rank
Allentown	6.6%	19	1.0%	18
Birmingham	18.0	2	1.8	8
Boston	12.8	7	1.6	9
Charlotte	11.1	10	3.2	1
Chicago	10.3	15	1.2	14
Denver	10.9	12	1.1	15
Detroit	11.0	11	.7	20
Fort Worth	10.4	14	1.1	15
Hartford	12.7	8	1.9	7
Jacksonville	13.0	5	1.4	13
Kansas City	9.4	16	1.1	15
Los Angeles	10.6	13	2.8	5
Memphis	15.4	4	1.5	11
New Orleans	20.9	1	.9	19
Portland	1.4	20	3.2	1
Rochester	9.2	17	2.2	6
Sacramento	11.8	9	2.9	4
Toledo	8.0	18	1.5	11
Washington, D.C.	13.1	6	1.6	9
Wilmington	15.8	3	3.0	3

1/ Source, unpublished 1970 Census data.

CHAPTER 4 -- IMPRESSIONS AND CONCLUSIONS FROM FIELD VISITS

After the equivalent of more than two man-years spent interviewing directors of public skill training programs in 20 major cities distinct impressions have been formed regarding the operations and problems of these programs. Although these views are supported by the quantitative data presented earlier in our report they address somewhat different issues and are best reported separately.

In particular this chapter will discuss problems of administration, management, and coordination which we observed in the operations of these programs with some discussion of a number of alternative solutions recommended by the program directors. This chapter also contains, where appropriate, our comments on these problems and the suggested solutions.

Coordination and Administration

In surveying those programs offering public skill training in the 20 cities, a wide range of program administrators were interviewed. A great deal of information concerning the management and coordination of these programs as they relate to duplications and gaps in occupational offerings, services provided, and populations served, was gathered from these people. The problems and experiences related by program administrators have been divided below into sections dealing with (a) secondary public schools, (b) postsecondary institutions, and (c) Federal manpower institutional skill training programs.

a. Secondary Programs

Little coordination exists between public secondary skill training programs and other public programs in the cities surveyed. While some efforts were made to articulate offerings between secondary and postsecondary programs, there is very little evidence of any actual coordination of efforts.

Most secondary program directors felt that it was not their role to attempt to coordinate postsecondary and Federal manpower programs with their own. In addition, local directors often face many problems in attempting to coordinate programs among different schools within a single system. In the case of area schools, there is the problem of coordinating program data, schedules, and transportation services among all sending schools.

One of the major factors influencing the administration of vocational education at the local level is the method by which programs are funded. The amount of local funds spent for public occupational programs and the manner in which these funds are allocated largely determine how much influence a local director has over programming in that city.

Moreover, some administrators have few of the skills required and little time available to undertake effective planning. Available staff time is so committed to maintaining and improving present programs and in responding to state and federal priorities that very little time is left to obtain labor market and demographic data, to carry out program evaluation, to research alternative programs, to undertake long-range planning, and to coordinate and articulate programs with other programs in the community. The fact that most programs operate without an adequate information and data base for their own program planning precludes the possibility of coordinated planning.

Another problem facing public secondary administrators is the heavy emphasis placed upon college preparatory and general education. General school administrators and school boards still consider occupational education as a necessity for only a minority of students and, for the most part, the troublesome or less able students. With attention directed to the major problems arising in general education, the vocational administrator finds it difficult to focus the attention of school superintendents and school boards on the vocational needs of the broad range of students with different backgrounds

and abilities who need skill training. Even where vocational education is supported, it may be expected to solve all the problems of the students who have not been well served by the general or academic program. Where vocational "area schools" or "centers" have been established, the administrator has a freer hand in programming but is then faced with a series of other problems, of which transportation and scheduling are often the two greatest.

While the majority of the secondary administrators do not disagree with the vocational education priorities and emphases set by the state and federal governments, they do not always fully understand the meaning of these priorities or how to integrate them into local situations. For example, they frequently indicated acceptance of the priority placed upon disadvantaged students but felt a need for assistance in obtaining and using labor market and demographic data; in developing and implementing new curricula; and in program evaluation to better serve these students.

b. Postsecondary Programs

Because postsecondary programs are offered through a variety of institutions, the administrators surveyed were from different levels and possessed varying degrees of responsibility. In technical institutes and area schools, the responsible administrator is the director; in community and junior colleges, it was the dean or director of occupational education; and in cases where the city administered a system of colleges, it was the system-wide coordinator of occupational education. In a few cities, the public schools operated a limited number of postsecondary programs, and these were included in the survey when the public schools were visited.

In those cities with a single community college system, close coordination among different campuses is usually effected through a central coordinating or supervisory office. In other cases, this is accomplished through the state office. In Toledo (where there was both a community college and a post-secondary technical college, but under different state agencies) a great deal of coordination was found to exist between the two. In Birmingham, however, where there were several separate postsecondary institutions, there was little or no communication or coordination between these institutions. As the city has no overall administrative office for its institutions, each institution reported directly to the state board of education.

In each of the 20 cities, the postsecondary institutions report communications with the secondary schools, primarily through counselors or recruiters visiting the schools. Some efforts have also been made at articulating postsecondary programs with secondary programs, so that students receiving training in the secondary schools are not required to repeat that training should they enroll in a postsecondary program.

Information collected indicated that these efforts were not really in the nature of program coordination and seldom addressed such issues as the relevance of programs to labor markets, over-emphasis upon certain areas of training, or lack of enrollments for certain programs. But there were indications that such concerns were beginning to be felt.

Many state departments of vocational education and community college boards have instituted measures designed to prevent the addition of programs at one institution if the program is generally available at another institution in the area. This does not, however, usually deal with programs already in existence.

Many postsecondary institutions provide training for Federal manpower programs. In some cities (e.g. Jacksonville), these institutions actually operate the Skill Center. Other institutions contract for specific

classes or take enrollees on an individual referral basis. In most cases, these contracts provide some contact and communication. However, meaningful coordination is still relatively nonexistent, although such procedures as mentioned above tend to prevent overlap of occupational offerings.

Even where there was concern over serving the disadvantaged, most postsecondary administrators had not communicated with manpower program administrators about possible coordination of efforts. Federal manpower program administrators and postsecondary administrators alike often expressed frustration over making those program, attitude, and service adjustments required if severely disadvantaged individuals were to be successfully trained.

In a few cities, (such as Denver), excellent coordination existed between postsecondary and Federal manpower programs with local community colleges providing at least 37 percent of manpower program skill training. It was felt however, that these programs were "creaming", and were not dealing with the severely disadvantaged; thus their enrollees were relatively successful in the community colleges. In other cities, where manpower programs enrolled the more disadvantaged, many administrators found that postsecondary programs were unsuited to their needs, usually because the educational level of their enrollees was so low that postsecondary institutions were unable to accommodate them. In some cities there were practically no contacts between postsecondary and manpower program administrators.

Most postsecondary administrators surveyed were unfamiliar with available labor market and demographic data. They offered several reasons for this, citing that data was not readily available, that it was not really applicable, or that due to current economic conditions, such efforts would be useless. Further discussions usually revealed that administrators did not fully understand the available data (such as Census demographic data, or shortage and surplus lists from the Employment Service) or how to use it in planning programs. Many did feel that, for the most part, their programs were fairly relevant and were based upon their own personal knowledge of the area. NPA's review of the available data confirms

this, in many cases, but also reveals the limits of this viewpoint since program administrations were often unaware of training opportunities in which considerable openings existed. In some cases, the administrators were aware of areas of need and intended to respond as resources and staff became available but this was not the case in most cities.

Postsecondary administrators also pointed out that when demographic and labor market data is available, there is insufficient time or staff to adequately analyze and utilize such data in planning. Moreover, program expansion is normally contingent upon the availability of additional program and facilities resources. Even with increases in their total budget, the rapid growth of programs, increases in teacher salaries, and the increased cost of maintenance and supplies have necessitated reductions in skill training programs in many cities. Even when programs are made available, students will not enroll in the courses if uninformed or uninterested, a situation often due to the lack of adequate guidance or orientation programs in secondary schools.

Postsecondary administrators, in general, play a limited role in providing new occupational programs. They require additional technical assistance and support, and the cooperation of a number of others, including institution presidents, local secondary administrators, appropriate Employment Service officials, and state officials.

c. Federal Manpower Programs

In discussions with local manpower program administrators, NPA detected considerable differences in the amount of authority and responsibility held by administrators of identical programs in different cities. This was often due to differences in funding agencies and differences in program size.

While local manpower program administrators have very little contact with secondary administrators, many are in regular contact with postsecondary administrators since many postsecondary institutions provide training resources for the manpower programs. In some cities, however, administrators had never communicated with postsecondary institutions and were unaware of the potential training resources available. The reason usually given was that these institutions had already failed the disadvantaged or were unwilling to accommodate the disadvantaged.

At the same time, increasing attention has been paid at the national, state, and local levels to assessing the human needs of entire communities and to relating these needs to available resources. While such a goal is desirable, its accomplishment is complex and difficult. The sheer number of programs and program administrators, different channels of funds and priorities, disagreement over priorities, and limited available resources, all contribute to a problem possessing no simple or timely solution.

While there is general agreement that more coordination and planning is needed, effective means of providing or assuring this have not been found.

One attempt at achieving closer coordination of training programs has been the establishment of the Cooperative Area Manpower Planning System (CAMPS), with a CAMPS committee in each city. Funded and encouraged by the Department of Labor, this system has focused community attention on some of the problems, noted previously, and has achieved some degree of communication. But it has not produced program coordinating. During the last year, each committee was restructured into an Area Manpower Planning Committee and its membership changed.

When local CAMPS chairmen were interviewed in each city, the majority felt severely limited in what they could do to achieve better coordination. They expressed their extremely limited control over secondary and postsecondary institutional programs. On the other hand, they have more impact upon some manpower programs, since these programs are required to cooperate.

While some Federal manpower programs are required to submit program information to CAMPS, very few administrators are CAMPS members or attend meetings. This was especially true in such larger cities as Los Angeles and Chicago.

Coordination within manpower programs has improved. The structure and funding of most Federal manpower programs requires coordination with the Employment Service (which often provides a package of services for the program) and with other Federal manpower programs. CEP and WIN often refer enrollees to MDTA for training and to NAB-JOBS for on-the-job placements. The Employment Service provides intake, counseling, and placement services for CEP and NYC II, although these arrangements vary from city to city, and depend upon local capabilities.

The New Orleans CEP program had its own skill center established and administered by the state department of vocational education. A Louisiana Employment Service team was assigned directly to the CEP program and housed at the skill center. While these arrangements promoted a sense of cooperation, there was little actual coordination. The program's complex structure, the large numbers of hard to serve applicants, and the limited amount of authority and responsibility discouraged any real efforts at coordination.

Both the complexities of legislative regulations and the funding uncertainty detract from better coordination in the planning for and operating of programs. Federal manpower program administration is highly structured by

program contracts, which are extremely complex and detailed and often take months to write and negotiate. The Los Angeles CEP administrators reported that it took almost four months of top staff time to write the program proposal, primarily because of the extremely specific guidelines. They felt that due to such problems, they could not be as responsive to local needs and problems as they would like to be -- a situation echoed in almost every city. There was also strong sentiment for more local input into the design, structure and emphasis of programs for the disadvantaged.

An additional problem is caused by funding uncertainty. While the number of slots or enrollees may fluctuate little from one contract to another, other changes often occur in such areas as amount of funds available for basic education, amount available for supportive services, or priorities for certain target groups -- all of which have a direct impact on training programs. MDTA programs in cities where no skill center exists face serious problems with respect to program continuity. A class in a specific area will be funded, instructors hired, and the training provided. Because of the time involved in signing a new contract, the instructor may be laid off. If a new class is funded at a later date, another instructor must be found. All of this seriously affects the quality of the training which is provided. The uncertainty of funding levels for each specific program has seriously hampered efforts to achieve program continuity and to provide adequate services and training for any extended period of time.

The Department of Labor recognizes that program administration and management is crucial to success, and is providing, through contract services, management training and technical assistance to program administrators. During the survey, however, only a few of the very large programs had actually received

any assistance-- and what was received was much less than desired or needed.

Methods for Improving Management

Methods of improving management of skill training programs were also discussed with program administrators. All administrators emphasized the need for more resources devoted to skill training, a point further documented in other sections of this report. It was also recommended that local officials, particularly program administrators, have more opportunities for input into planning and designing those programs intended to meet their problems. While they do not disagree with priorities being recommended by state and federal officials, administrators do feel that they are in a better position to determine both problems and effective solutions. They also reported frequent difficulty in attempting to make some of the highly structured federal programs responsive to local needs and problems.

It was strongly recommended that more assistance be provided local administrators in program planning, management, and evaluation. Administrators cited frequent criticism of the lack of planning and evaluation or the absence of high quality management, and the fact that technical assistance or training in these areas is generally not available. One new administrator pointed out that there was no training available that was relevant to his duties as chief administrator for a large city vocational program, and only limited technical assistance was available.

NPA concludes that these problems and concerns are valid, and should be used as a guide for designing measures to improve the quality and quantity of skill training programs at the local level. Most of these recommendations can be applied to similar problems and concerns at the state level, and can

promote courses of action at the national level which will benefit both state and local administrators.

Questions of Program Consolidation

The question of program consolidation was not presented directly to interviewees. But consolidation is one solution offered by many observers to the problem of duplication of offerings and administrative overlap. This solution is not as simple as it appears. If consolidation and coordination of training is the desired objective, this might best be accomplished by placing all skill training within one agency. But then we must ask if this would produce all the desired outcomes. For example, if all programs for the disadvantaged were transferred to the secondary schools, could they, although unable to do so in the past, provide the type of services and training currently provided through Federal manpower programs? Or would emphasis remain on the "average" or "good" student who responds and benefits from the programs currently offered by the secondary schools?

Project interviews indicated that secondary schools are neither prepared nor equipped to take on these additional responsibilities. Most school systems report great difficulty in identifying and designing programs for the disadvantaged students they have already enrolled. Except for a few of the school systems, it was almost impossible to discover exactly what programs or services were being provided for the disadvantaged.

Another solution might be to turn over all skill training to the Manpower training programs, or perhaps to the business sector (as some have suggested). Would the skill training now provided to those disadvantaged and regular students currently enrolled in educational institutions be maintained or would these groups receive less attention, thereby creating other potential problems?

Consolidation of supportive services is also a complex matter. The Employment Service was designed to perform certain community functions and while its role and function in manpower programs have been expanded considerably, these new responsibilities have caused considerable strain in many cities. A large number of Federal manpower program administrators expressed dissatisfaction with the services (e.g., counseling and job placement) provided by the Employment Service. In a few cases, administrators were successful in persuading the Department of Labor to allow them to either develop these services or to purchase them from other sources. The Employment Service has also experienced difficulty in providing local labor market data in a form suitable for planning occupational programs, a problem encountered when NPA attempted to gather local labor market data for use in this study.

Consolidation of programs and services does not always result in increased program performance or decreased costs. Increases in program size and levels of funding will not automatically insure the availability of training resources and facilities. Reviewing the experiences of all programs required to contract with the Employment Service for needed services indicates that this may, in some cases, result in a lower level of services than is needed or desired.

Technical Assistance and Data Needs

One of the most striking observations is the lack of data relating to program operations. For example, NPA attempted to collect cost data on each program surveyed. This included both total program costs and training costs. Many program administrators were unable to give any more information than total fiscal year budget amounts. Others were able to give us some information about training costs. In examining this information, we found such a wide variation in cost figures, methods of computation, and items included that no meaningful generalizations or conclusions could be drawn.

These problems have also been documented by the President's Commission on School Finance. Volumes I and II of their report outline in considerable detail the problems of discovering the actual expenditures for educational programs and in particular, programs such as vocational education which do not serve all individuals in a system. Several other studies furnish additional information that is useful in examining these problems in more depth. These include: a study done by the University of the State of New York on Federal Aid to New York School Districts (1967-68, 1968-69); several publications by the National Education Finance Project directed by Roe L. Johns at the University of Florida; a comparative study of the Belmont System and Elementary-Secondary General Information System (ELSEGIS) currently being done by Dr. Joan Turek of the National Planning Association for the Department of Health, Education and Welfare; the study of the State Grants Mechanism being done by the National Planning Association for the U.S. Office of Education; and several studies to be published soon by the Policy Institute of the Syracuse University Research Corporation relating to educational finance.

Some of the major problems we encountered are outlined below to indicate the range of issues that have to be addressed in order to arrive at meaningful cost figures for vocational education.

No consistent criteria exist nationally for determining either expenditures for, or costs of, education. Budgeting and accounting procedures vary from state to state and even from school district to school district within a state. Some states reimburse local education agencies on the basis of the number of students enrolled either on a full-time equivalency basis or average daily attendance. Other states reimburse on the basis of programs or cost of instruction. Costs which are reimbursed also vary from state to state. For

example in one state the full cost of instruction (teacher salaries, supplies, etc.) for all vocational programs are allowed. In other states, only the excess or additional costs are paid for with vocational funds, with the general education fund paying for the remainder or ordinary cost. Several states (notably Massachusetts and New York) use federal funds only to pay for new programs with state and local funds paying for on-going programs.

Many programs, especially manpower training programs, could furnish allocations or allotments but could not give us actual expenditures. Where we were given training costs for manpower training contracts, there were a number of factors which made it impossible to compare costs between cities. In some states, when training for Federal manpower programs is provided by public institutions, there was no charge for this training and the manpower program costs represented only services such as stipends or transportation. Some states make only nominal charges for training provided by public institutions while others must charge the entire cost or in some cases tuition and laboratory fees.

We also found that contracts written by manpower training programs with private schools and institutions varied widely. Some of these contracts included supportive services, others did not. Often, a private proprietary school would offer a very low training cost for enrollees because they had empty slots in training programs they were already conducting. Some program administrators reported that they had been given very low costs for training only to discover that the training provided was of such short duration or poor quality that the trainees could not be placed in jobs.

We also found that in-kind or local contributions to programs further complicated the question. Local governments may furnish buildings, maintenance, utilities, or other services in varying amounts to educational institutions and Federal manpower programs. These contributions are usually never recorded or reported.

Efforts were also made to collect data on program operations, student composition and characteristics by program, program costs by program offering, and a variety of other quantifiable measures of significance to program administrators. While the types of data requested were the kind needed for effective program planning, operating, and budgeting, they were unavailable in most of the programs interviewed. For example, programs had no information concerning the race and sex of students by skill offering, nor did they have the necessary evaluative data on the post-program experience of their graduates or on the quality of the services provided.

Effective program planning is impossible without these types of data. This situation will seriously hinder any effort to eliminate unnecessary duplications or to provide comprehensive community-wide skill training to meet the needs of students and the labor market.

The key to this problem appears to be technical assistance -- to generate necessary program data, to locate needed data external to the training institution, to develop coordinating mechanisms, and to devise methods for using this data in program development, planning, administration, budgeting and coordination. Lacking technical assistance to accomplish these objectives, duplications, gaps and the failure to coordinate program efforts are likely to continue unabated.

APPENDIX I

RESEARCH DESIGN

APPENDIX I

The National Planning Association has been awarded a contract by the U.S. Office of Education to investigate duplication and gaps in publicly funded[1/] occupational training programs in 20 major cities.

This study, which is required by the 1968 Vocational Amendments, is part of a major contract to study the impact of vocational education. These studies are expected to assist in preparing recommendations for improvement in vocational education legislation and practices.

This study was designed as a series of exploratory case studies to describe publicly financed preparatory, institutional, occupational training programs and is not intended as an evaluation of these programs or of their content, supportive services, or success. Such an evaluation is far beyond the scope of the present study and would require for more time and resources than were available. Nor is such an evaluation necessary to meet the legislative requirement for reviewing the duplication which occurs in publicly funded occupational training programs.

This survey will cover most publicly funded occupational programs in a large number of urban centers to provide a basis for further investigation and study of specific problems and situations in the future. While the primary emphasis of this survey is the various public agencies in each city, additional descriptive data (where available) will be collected

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1/ The programs included in this study are defined in Appendix II.

to provide a better context for the description of programs and examination of possible duplication and gaps.

Aside from administrative, cost, and organizational problems created by more than one institution serving the same population or providing training in the same occupations, duplication becomes a major issue when more students are graduated with skills in specific occupations than can be absorbed by the labor market. Such a comparison, however, would require detailed information about the demand for workers in specific occupations and about the total supply of workers including those trained in private proprietary schools. Information about labor market demand by specific occupation, however, is not available and the supply of workers by occupation graduating from private schools was specifically excluded by our contract with the U.S. Office of Education. The focus of this study is limited to the identification of those publicly funded preparatory, institutional programs which provide training for the same occupations, provide the same supportive services, or serve the same populations, and the degree to which this occurs in the 20 cities surveyed.

It will be possible, however, to provide some insights into the labor demand and supply relationship even with the limited information available.

For example, information on occupations in which there currently exists on oversupply of workers will be collected from the local Employment Service in the 20 cities surveyed and, it is clear that the justification for training provided by publicly funded programs in these occupations is

suspect. Information will be also collected from the same source on occupations for which there was a shortage of workers. In this situation the justification for publicly funded programs in these occupations is less clear since the demand for these workers may be satisfied from private sources. However, it is legitimate to point out that in those occupations where there is a shortage of workers the failure of public programs to provide training means that the students who desire training in these occupations are limited to programs offered by private sources.

No definitive answer to these questions can be given without a follow-up survey of graduates after they leave the program to determine the extent to which they find employment in the occupation for which they were trained. The comparisons outlined above, however, will shed light on the occupational priorities selected by public preparatory institutional training programs and their relation to occupations for which there are currently a shortage or a surplus of workers.

Similarly, available data on target populations do not permit evaluation of the adequacy of the percentage served or the services provided since there is no measure of the degree of need for occupational training or supportive services for the target groups. It is clear, however, that disadvantaged populations will have a greater need than the nondisadvantaged since they have fewer options, need greater support services, and are more likely to terminate their education earlier. A comparison of the percentages of the various target populations served by public occupational training programs and the supportive services

provided will reveal the relative degrees to which the different programs serve those in the greatest need. Definitions of the supportive services to be reviewed are included in Appendix I.

I. Objectives

The Duplication Study will be composed of Case Studies of 20 cities which will assess occupational education and training offerings, related services, and populations served in publicly funded vocational education in twenty selected urban centers to determine the extent of duplication or gaps in programs and services. The objectives of the Duplication Study will be to determine whether or not there exists:

(1) Overconcentration of programs of separate institutions in some occupational areas as defined by OE occupational codes. For example, do the priorities of publicly funded occupational programs in terms of training offered conform to the occupations in demand in the local labor market?

(2) Greater occupational training and supportive services to certain sub-populations than to others. For example, are the enrollees in training programs those who are not college bound and therefore in immediate need of occupational preparation and those who will have the greatest difficulty in finding employment such as minority groups?

Information in this study will identify, for the publicly funded programs in the twenty cities surveyed, duplications and the desirability of such duplications in terms of target populations and the occupational training priorities of these public institutions. This

will allow us to assess the gaps in training and supportive services to certain populations and areas as well as lack of emphasis on training for certain occupations. (For details of analysis plans, see Attachments A and B.)

II. Research Strategy

The procedure to be followed requires that we list all occupational training offerings in all public programs in each of the selected cities and compare this data to the occupations in demand in the local labor market and that we compare the number of students enrolled in programs by selected characteristics with the size of these target populations in each city, with special emphasis on disadvantaged groups.

To do this will require that we identify and describe public occupational training programs. The majority of these programs are operated with assistance from the Department of Labor, or the Department of Health, Education and Welfare, specifically the Office of Education.

These programs include those carried out by (1) public postsecondary institutions, e.g., community and junior colleges, four-year colleges and branches, vocational and technical institutes and centers, area vocational schools; (2) public secondary institutions, e.g., vocational high schools or centers, comprehensive high schools; (3) adult programs; (4) manpower programs, e.g., M.D.T.A., institutional, Job Corps, JOBS, CEP, WIN, NYC II, and special manpower programs and skill centers.[1/]

1/ Attached in Appendix 1 are definitions of terms employed and a description of each of the major programs of occupational training.

The data necessary to support this study will be gathered from three primary sources:

1. Program information (including data on program makeup, enrollments, characteristics of enrollees) will be obtained from program or project reports and filled out and verified through field interviews.

2. Population group information for comparative purposes will be obtained from the 1970 census.

3. Labor market data will be obtained from federal, regional, and local offices of the Department of Labor.

The major sources of the above data will be the Department of Labor (Federal, regional, and local offices); the Department of Health, Education and Welfare; State Departments of Vocational Education; and local administrators of various occupational training programs (NAB, CAMPS, NYC, CEP, community colleges, etc.). Much of the information will be obtained from program and project reports, but interviews, particularly with local program administrators, are crucial for developing much of the specific data needed.

To obtain the necessary information it will be necessary to interview local program or project directors in different cities. Some data are available in the Federal agencies, i.e., Department of Labor, but these data are inadequate for our purposes.

In Department of Labor programs, the funding for local programs is

higher proportion of whites than Blacks are served by these programs. The remaining cities tend to show the same pattern in the enrollments of adults as of teenagers. They have a larger percent of the city's Black adults in these programs than whites, a tendency which probably represents the differential needs of these two groups based on the quality of their prior education.

Different types of programs in these cities serve these two racial groups. Of those 16 to 18 years of age in public skill training, the secondary school was the agency which typically served nearly all of them. The Neighborhood Youth Corps II program in Washington, D.C. is unusual in that it serves (as it does in Hartford) a larger percent of whites than Blacks in the 16 to 18 year old age group. Typically, the Neighborhood Youth Corps II programs serve less than one percent of the white teenagers taking public skill training and 6 to 10 percent of the Blacks. This is probably a reflection of the higher dropout rate for inner-city Black youth who then turn to Neighborhood Youth Corps II for training opportunities.

Greater differences emerge in an analysis of the way postsecondary programs serve the two racial groups. Postsecondary skill training programs serve a larger proportion of the white students in skill training than of Blacks. For example, in Birmingham, 67 percent of the whites enrolled in public skill training took their training in local public postsecondary institutions, and only three percent enrolled in Federal manpower programs. For Blacks, 44 percent were in the public postsecondary schools and 36 percent took their training in Federal manpower institutional programs. However, while Federal manpower programs primarily serve the city's nonwhite populations, they do not serve as large a percentage

heavily federal with the local contribution often being "in kind" rather than in dollars. Consequently, each program files a series of reports, which, after going through the regional office end up in the federal office. These reports are fairly standard for all programs with little variation for different programs. At this time, these reports are not able to provide breakdowns by city by program characteristics. We will also need additional information only available from the local program administration. We are working, however, with the federal office of the Department of Labor to obtain those items that might prove useful.

The regional offices of the Department of Labor have essentially the same data as the federal office, but they are not as accessible. It would be necessary to tabulate the items the study requires by hand and therefore the regional offices are not as useful as sources of data. It will be necessary, however, to go through the regional offices in order to obtain access to most of the Department of Labor programs at the local level.

Interviews with local program administration are necessary to determine how many people were served in what ways for some consistent period of time. For example, an NYC II Program is funded for 200 slots from

September of one year to September of the next year. The Federal reporting system only tells us what the status is on any given date, plus the starting and ending dates of the contract. Interviews with local administrators on the other hand would reveal that some greater number than 200 persons actually received services because of turnover. This could be due to several factors such as length of training programs, some enrollees dropping out, some enrollees moving on after receiving only some services (but services that met his needs) and no longer needing NYC.

Such interviews will enable us to determine what populations are being served and what ones are not and why. It is not possible to ascertain this from the data available at the federal level.

The administrators can also tell us whether (in their opinion) these programs meet the needs they see in the city and if not, why not. We will also be able to determine the amount of coordination among programs at the local level in these interviews. Information of this sort will be used to help interpret the quantitative data. These opinions will not be tabulated or used as primary quantitative data.

Occupational programs which are operated by public education systems offer some quite different problems. They are operated, mostly with state and local funds, with some varying assistance from the federal government. The data that is available at the federal level is usually a report on the use of federal funds and is not a full report on occupational programs. Many occupational programs are operated entirely on state and local funds, particularly in the community colleges.

In those locations where the state office gathers and aggregates data on the cities in the study, we will be using this resource and using the local interviews to obtain items they do not furnish as well as obtain amplifications and insights. Information of this sort will be used to help interpret the quantitative data. These opinions will not be tabulated or used as primary quantitative data.

Since the availability of data from state sources is highly inconsistent, interviews with local administrators set up and cleared by the state office will prove the most efficient and effective means of gathering data on programs operated by secondary schools, community colleges, technical institutes, and trade schools. We will also be able to get data on programs which the state does not reimburse.

The program interview guide was designed to accommodate the fact that we will be surveying quite different programs, funded differently, administered differently, serving different populations within different contexts. We will ask for whatever records they already have on the data required for our survey and the only items that they will be asked to compile are those that are not available in these records.

The program interview guide also helps ensure that consistent data is gathered for each program so that analysis of populations served and not served can be made.

The time constraint on this study has also dictated the method and process of data gathering. This method has been field-tested and proven. The interview form has also been field-tested and revised.

Prior to visiting the cities contacts are made with regional and state officials in order to obtain clearances and contacts for the interviews. Appropriate federal officials have also sent letters of introduction and explanation to state and regional officials.

After appropriate local officials are identified, mail and telephone contacts are made explaining the purpose of the study and outlining the kinds of information and data we will need. Specific interview times are also scheduled at this time.

The form letters and Program Interview Guide attached will be directed to directors of Department of Labor and vocational educational programs in 20 cities selected by random sample of SMSA's with a population of over 400,000. This sample was stratified by size, city, and region of the country. The 20 cities selected (and approved by the National Advisory Council on Vocational Education) are:

Boston	Washington, D.C.	Detroit	Ft. Worth
Hartford	Charlotte	Chicago	Denver
Rochester	Jacksonville	Toledo	Los Angeles
Wilmington	Birmingham	Kansas City	Sacramento
Allentown	Memphis	New Orleans	Portland

For a description and rationale of the sample selection, see the following section.

It is expected from five to ten interviews will be conducted in each of the 20 cities with the interviewees being assistant superintendents of schools responsible for occupational education, occupational program supervisors of post-secondary institutions or Department of Labor project directors.

Data from each program in each city will be summarized to indicate the variety of occupational preparation programs available to the city's population characterized by age, sex, race, and general area of residence in the city. The 20 city profiles will then be compared to determine if, within the 20 urban areas generally, particular types of duplication or gaps in services occur more frequently than others.

III. Selection of 20 Cities for Duplication Study

A. Case Studies Approach

In order to get variation in the characteristics of cities for examining the duplication of vocational education programs in urban America, the following process was implemented.

a. All cities throughout the country were grouped into four sets of two or more adjacent regions. This grouping assures some degree of regional representation in the case studies.

b. Within each regional grouping, the cities were grouped into discrete clusters based on population size. This resulted in sixteen cells of cities clustered by regional groupings and by population size. The grouping by population size assures some degree of representation of all sizes of cities throughout the country with a population exceeding 400,000.

c. Within each of the sixteen cells, one city was randomly selected. The key cities so selected provided us with a series of case studies varying by size of city and geographic region.

d. Because the contract called for the inclusion of twenty cities in the application of the case studies approach, one additional city was randomly selected from among the remaining cities in each of the four regional groupings.

The practicality of this process seems apparent in view of the study requirements. However, it must be pointed out that the results of the case studies conducted in the cities selected, are in no way intended to be representative of all cities of the universe. No weighting factors were applied to the region or cities within the sample. The investigation consists solely of a compilation of case studies within twenty cities throughout the country.

FIGURE I

CENTRAL CITIES OF SMSA'S WITH A 1970 POPULATION EXCEEDING 400,000
BY POPULATION LEVEL AND NEW REGION

CITIES GROUPED ACCORDING TO POPULATION	REGIONS I AND II	REGIONS III AND IV	REGIONS V AND VI	REGIONS VII, VIII, IX AND X
(Area Population)	39,918,123	53,295,798	64,396,205	44,633,818
Top Quarter	New York City Philadelphia BOSTON Pittsburgh	WASHINGTON, D.C. Baltimore Miami Tampa	CHICAGO DETROIT Houston Minneapolis	LOS ANGELES Saint Louis Anaheim
2nd Quarter	Newark Paterson Buffalo Providence ROCHESTER	Louisville MEMPHIS BIRMINGHAM Norfolk	Dallas Milwaukee Cincinnati Indianapolis NEW ORLEANS Columbus	Seattle San Diego DENVER KANSAS CITY
3rd Quarter	Albany HARTFORD Syracuse Jersey City	Fort Lauderdale Greensboro Nashville JACKSONVILLE	San Antonio Dayton FORT WORTH Akron Gary Oklahoma City	San Bernardino San Jose PORTLAND Phoenix
4th Quarter	Springfield ALLENTOWN Harrisburg WILMINGTON	Richmond Orlando CHARLOTTE Knoxville	TOLEDO Grand Rapids Omaha Flint Tulsa	SACRAMENTO Salt Lake City Fresno Takoma

The twenty cities selected appear in upper case.

TABLE 1

AREA UNEMPLOYMENT RATES FOR THE 20 CITIES -
NOVEMBER 1970 - APRIL 1971

Area Unemployment Rate	Number of Cities	City
0.0 - 2.4%	1	Jacksonville
2.5 - 4.9%	10	Allentown, Birmingham, Charlotte, Chicago, Denver, Fort Worth, Memphis, Rochester, Wilmington, Washington, D. C.
5.0 - 7.4%	7	Boston, Hartford, New Orleans, Los Angeles, Portland, Sacramento, Toledo.
7.5 - up	2	Detroit, Kansas City.

Range: Jacksonville 2.3% - Detroit 7.9%

Source: Area Trends, Department of Labor, November 1970 - April 1971.

Note: Data is for labor market area, which coincides roughly with the Standard Metropolitan Statistical Area boundaries.

TABLE 2

MINORITY POPULATION AS A PERCENTAGE OF TOTAL POPULATION

Percentage of Minority Population	Number of Cities	City
0.0 - 9.9%	2	Allentown, Portland
10.0 - 19.9%	5	Boston, Rochester, Toledo, Denver, Sacramento.
20.0 - 29.9%	4	Jacksonville, Fort Worth, Kansas City, Los Angeles.
30.0 - 39.9%	3	Hartford, Charlotte, Chicago.
40.0 - 49.9%	5	Wilmington, Memphis, Birmingham, Detroit, New Orleans.
50.0 - up.	1	Washington, D. C.

Range: Allentown, 2% - Washington, D. C. 73%

Source: 1970 Census

Note: Spanish-speaking individuals are classified in census as Whites.[1/] Therefore, minority population encompasses only Blacks and "Others". (American Indians, Asians) It is estimated that if the Spanish-speaking population were included in the minority population figures, that the minority percentage figure in certain selected western cities would be double the present level.

1/ Source: Vocational Education and Occupations, U.S. Office of Education, 1969.

TABLE 3

SELECTED FEDERAL MANPOWER EXPENDITURES PER CAPITA, 1970

Federal Expenditures Per Capita (Number of Dollars)	Number of Cities	City
0.0 - 9.99	6	Allentown, Wilmington, Mempnis, Jacksonville, Toledo, Fort Worth
10.00 - 19.99	9	Rochester, Birmingham, Charlotte, Chicago, New Orleans, Kansas City, Denver, Los Angeles, Portland.
20.00 - 29.99	1	Detroit.
30.00 - 39.99	2	Boston, Hartford.
40.00 - up	2	Sacramento, Washington, D.C.

Range: Allentown, $1.86 - Washington, D. C. , $110.61

Source: Federal Outlays, FY 1970, OIO
1970 Census

TABLE 4

MISCELLANEOUS FACTS

A. Number of States - 18

B. Population of 20 Cities - 14,501,000

C. Population of 18 States - 135,195,000

APPENDIX II

GLOSSARY

APPENDIX II

GLOSSARY

A. Overlap occurs when more than one institution provides training in the same occupation, or the same supportive services, or serves the same target populations. Such overlaps may result in added administrative expense, but may also result in a great choice of training opportunities for those seeking preparation in a given occupation. Overlap is clearly undesirable where it results in duplication as defined below.

B. Duplication. Two types of duplication are defined.

1. Duplication in terms of service to target populations occurs when agencies provide skill training for target populations in excess of the demand.

2. Duplication in terms of the labor market occurs when public institutions provide training opportunities in specific occupations which are not in demand in the local labor market.

C. Gaps may also be considered in two ways.

1. Gaps in service to target populations occur when the percent of a target population enrolled in skill training programs is substantially less than the percentage of other target populations enrolled.

2. Gaps in occupational offerings occur when the skill training priorities of public institutions result in little or no public skill training for entry occupations which are in demand in the local labor market.

D. Supportive services reviewed in this study are: post program follow-up; job development and job placement; medical care; residential facilities; transportation; stipends; child day care; legal aid; English as a secondary language; adult basic education or remedial education; counseling; vocational guidance; and recruitment.

E. Public institutions covered by this study are: Public secondary school systems; public post-secondary institutions including junior colleges, area vocational schools, community colleges, technical institutes, and four-year colleges offering occupational training below the Baccalaureate level; and Federal manpower programs which are described on the following pages.

DESCRIPTION OF MAJOR FEDERAL MANPOWER PROGRAMS

Manpower Training Skill Centers

Skill centers were developed out of MDTA institutional training programs. These centers are designed to provide a consolidated and continuous program of skill training and a wide range of supportive services, including basic education. The centers provide centralized facilities for multi-occupational training, providing enrollees with greater occupational choice than would be available under individual training programs.

Skill centers are designed for maximum flexibility and serve all types of MDTA projects. Some centers employ classroom training, while others try to stuucture their facilities to closely resemble actual working conditions.

Job Corps

The Job Corps offers intensive skill training and basic education programs for disadvantaged youths aged 14 to 21. Basically a residential program, there are both urban and conservation Job Corps centers. Private corporations, universities, state agencies, private organizations, and some federal departments operate these centers under contract or on a reimbursable basis.

The Job Corps supplements its basic education and skill training offerings with a wide range of supportive services, including room, board, health care, recreation, and counseling. Enrollees also receive allowances or stipends.

Neighborhood Youth Corps II

The primary objectives of the original NYC program were to provide constructive work for unemployed youth and to reduce the dropout rate by providing part-time work for high school students. Considerable stress was also placed upon the provision of supportive services to improve the employability of disadvantaged youth.

The original NYC program has been redirected to provide enrollees with basic education and job training. The new program is called NYC II.

The NYC II serves disadvantaged youths aged 14 to 22, but since 1969 has concentrated on out-of-school youths aged 16 and 17. Hourly rates of pay are $1.25 an hour for those still in school and between $1.25 and $1.60 an hour for summer projects and for out-of-school youth.

NYC II projects are sponsored by community action agencies, public schools, and other public or non-profit agencies. NYC II is a transitional program, to provide some job experience and some support to young people during the years when they find it most difficult to find employment.

Job Opportunities in the Business Sector

Launched in 1968, the JOBS program is designed to increase the involvement of private employers in efforts to train and hire the disadvantaged. The program was initially set up only in the 50 largest cities, but has since been expanded to include most large metropolitan areas and many rural areas.

A group of corporate executives, the National Alliance of Businessmen (NAB), was formed to sponsor and promote the JOBS program. The sponsoring businessmen encourage others to participate and the program operates by hiring a disadvantaged person, putting him on the job, and then training him. The underlying assumption is, thereform, that one of the best ways to motivate a person is to actually put him to work and then train him.

About one-third of the participating employers have contracts with the federal government and receive some reimbursement for the extra costs involved in training their disadvantaged workers. The federal monies are designed to offset actual extra training expenses, paying the wages of the new worker while he is being trained, and paying part of his wage for the time he is on-the-job but not fully productive. About two-thirds of the participating employers are cooperating with the JOBS program without any financial assistance from the government.

The JOBS program was initially dominated by large employers, but has since been expanded to include consortiums of small businessmen, boards of trade, and chambers of commerce. The emphasis has been shifted somewhat from industrial employment to employment in services. The program has also been expanded to cover the upgrading of workers within companies that participate in the regular hiring phase of JOBS. Increased emphasis has also been put upon the upgrading of underutilized workers and the training of workers for skill-shortage occupations.

Work Incentive Program

The WIN program was established in 1967 and is designed to provide a broad range of manpower and related services to recipients of Aid to Families of Dependent Children payments. The purpose of the WIN program is to reduce welfare rolls by requiring work of "employables" and by providing special work projects and training for those who cannot find regular work.

Under WIN, an adult or out-of-school youth over age 16 on a public assistance program may face the loss of his assistance if he or she does not participate in a work or training project. Some welfare recipients are excluded from this requirement (the ill, incapacitated, aged, etc.), but employable fathers must be assigned to a work and training project within 30 days of receipt of assistance. The question of requiring female heads of households to work under WIN is still not completely resolved.

WIN helps place those welfare recipients who can find employment; refers others to training courses (where they are paid a small stipend in addition to their assistance payment); or, for those people found unsuitable for training and who cannot find work in the open market, provides for the creation of public jobs.

Concentrated Employment Program

The CEP program was designed to consolidate and coordinate the various manpower and related programs in an effort to provide a concentrated attack upon the problem of unemployability in specific geographic areas. By providing a full range of training opportunities, work experience, and supportive services to the population of a specifically-designated area, CEP has been an attempt to have a major impact upon the employment problems of the disadvantaged in the local population. Efforts are concentrated on those areas of cities or rural communities with high levels of unemployment.

CEP is supported by MDTA and EOA Title I-B funds. The EOA and most of the MDTA programs under CEP require a ten percent local matching share, either in cash or in kind.

The prime contractor of a CEP must be a public or private non-profit agency. In most cases, Community Action Agencies (CAA's) are the sponsors, but in a few instances the sponsors are cities, state employment services, or private non-profit organizations other than CAA's.

Unlike other manpower programs, a local community cannot ask to participate in the CEP program. Locations for CEP's are selected by the Department of Labor with the advice of the Office of Economic Opportunity and Housing and Urban Development.

Manpower Development and Training Act - Institutional Training

MDTA institutional training is the oldest of the manpower programs (developed in 1962) and was originally designed as a retraining program for technologically displaced but experienced adult workers. Currently, the primary objective is to make employable the residual hardcore unemployed the economically, socially and educationally disadvantaged. A secondary emphasis is upon supplying selected skills to meet specific labor shortages.

The MDTA program provides classroom-type training in a variety of occupations. Basic education, communications skills and pre-vocational orientation may be included to augment the skill training. Trainees usually attend classes full time and receive a stipend. Training courses and allowances can last up to 104 weeks. Much of the training is given in public schools, but private shcools may also be used. Individuals are sometimes trained on a referral basis when training in full classes is not feasible.

Programs are usually initiated by the local office of the public employment service. The employment service must certify both the number of workers that can be expected to be employed as a result of the training as well as the number of workers available for training who are either unemployed or underemployed and have the requisite aptitudes.

The state vocational educational agency is responsible for developing and approving the actual program of instruction for the trainees. This includes the determination of who - that is, the particular institution or facility, public or private - will actually conduct the project. After the details have been developed and certified by the employment service and vocational education agency, the jointly make a formal request for the program to the regional offices of the Departments of Labor and Health, Education, and Welfare. Programs are usually approved by regional personnel.

The training itself is administered or supervised by the vocational education agency, with the employment service supplying counseling or related services. After completion of the program, the responsibility for placing graduates in suitable jobs falls on the employment service.

Manpower Development and Training Act - On-the-Job Training

The MDTA On-the-Job Training Program utilizes the training facilities of private industry on a contract basis. OJT, like institutional MDTA, is committed to the primary goal of enhancing the employability of the disadvantaged worker.

The advent and expansion of the JOBS program has led to a corresponding decline in the OJT program, as these programs are very similar. Also, during fiscal year 1971, many OJT programs were phased out and replaced with a low-support program called the Jobs Optional Program (JOPS).

OJT programs provide reimbursement to employers for the costs of hiring and training the unemployed, or of upgrading current employees in order to open up entry-level jobs for the unemployed. The program involves both local and national contracts.

Opportunities Industrialization Centers

Founded in 1964 by the Reverend Leon Sullivan in Philadelphia, OIC is a private, non-profit, self-help organization. Centers have been established in many cities across the country. They are included in the study because they receive funds from the federal government for skill training. These funds are used to help defray the actual cost of training as OIC does not provide any stipends or allowances.

Definitions of Supportive Services

I. Vocational Guidance

Specific guidance and/or counseling personnel are available to provide vocational guidance. If a teacher, program administrator, or job developer provides vocational guidance as an ancillary service, vocational guidance is not considered to be provided by the program.

II. Counseling

Specific counseling personnel are available to counsel enrollees. If a teacher, program administrator or job developer provides the service on an ancillary basis, the service is not considered to be provided by the program.

III. Adult Basic Education or Remedial Education

This can include GED, basic reading and math, and developmental studies.

IV. E.S.L.

English as a Second Language must be a specific course or part of a basic education component with a specific curriculum for E.S.L.

V. Legal Aid

Legal services available to enrollees, including either civil or criminal counseling and representation of any kind.

VI. Child Day Care

Care for children of parents enrolled in skill training programs during periods when the parents are undergoing training.

VII. Stipends

When an enrollee receives payment for training, this is considered a stipend; wages for OJT programs were included. Scholarships at post-secondary or adult programs were not considered to be stipends.

VIII. Transportation

The program must provide compensatory funds or actually furnish transportation from home to the training site. Where compensatory funds were provided only for the first 30 days, the service was nonetheless considered to be provided by the programs.

IX. Residential Facilities

The program provides, free of charge, living facilities.

X. Medical Care

The program must provide medical care beyond emergency care. If funds are allocated for "preventive medicine," i.e., checkup, dental care, eyeglasses, the program was considered to provide "medical care."

XI. Job Placement and Development

Where Federal manpower programs subcontracted with the Employment Service to provide these services, they were considered as being provided by the program. For secondary and post-secondary institutions, there must be a specific placement person assigned to this duty by the institution.

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