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ABSTRACT

This collection of papers describes the role of the public community college in contracting with local Private Industry Councils (PIC) through the Job Training Partnership Act (JTPA). Some papers examine training programs and special assessment and intake projects funded by the JTPA, while others discuss vocational assessment procedures that are part of most programs and offer insight into the concerns of special populations. The collection includes: (1) "JTPA and the Community College: The Development of a New Training Relationship," by Armando R. Ruiz, Jess Carreon, and Harry Smith; (2) "Three California Community Colleges and Job Training Partnership Act Projects," by William M. Vega and Kenneth D. Yglesias; (3) "Performance Contracting: As Much Art as Science," by Linda M. Thor; (4) "Serving LEP (Limited English Proficient) Participants in JTPA Programs," by Nick Kremer; (5) "Job Training Partnership Act: A Hispanic Perspective," by Richard Wilkes; (6) "Client Assessment: JTPA Programs and the Training Match," by Kenneth D. Yglesias; and (7) "Assessment," by Patricia Rickard and Richard Stiles. (UCM)

COMMUNITY COLLEGES AND JTPA: ISSUES AND PROGRAMS

Edited By:

Kenneth D. Yglesias, Ed.D.

COMMUNITY COLLEGES AND JTPA: ISSUES AND PROGRAMS

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INTRODUCTION

There has been much debate about the role of the public community college in contracting with local Private Industry Councils (PIC) through the Job Training Partnership Act (JTPA). Some colleges are quite active in seeking contracts from one or more PIC's while other colleges have perceived JTPA funds and PIC actions as counterproductive of the community college role and mission.

In vocational educational circles there are those who have continued to provide opposition to Performance Based Contracts and maintain that JTPA short-term training solutions to long-term generational unemployment is naivete gone amuck. Yet for all the rhetoric, there are many in public community colleges who have embraced JTPA and have entered into contracts with local PIC's in providing a plethora of services and products. Some colleges have gone to extreme lengths to innovate and create wholly new and unique services and products that have been customized to the administrative entity of local PIC's and their Service Delivery Areas (SDA).

The papers included herein describe the community college role in JTPA, outline some training programs and special assessment and intake projects funded, and discuss vocational assessment procedures that are a part of most JTPA Programs. Also presented are papers on Limited English participants (LEP) in JTPA Programs and the Hispanic perspective of JTPA. The papers presented in this monograph are intended as discussion papers and are the thoughts and ideas of practitioners who work on a daily basis on JTPA funded programs and projects.

JTPA AND THE COMMUNITY COLLEGE:

THE DEVELOPMENT OF A NEW TRAINING RELATIONSHIP

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The Job Training Partnership Act of 1982 set forth new initiatives for employment and training programs. Some in the community college sector are just beginning to decipher what appropriate role the community college is to play in this new Federal training legislation. JTPA has been presented as the new, low-cost answer to the continuing and complex problem of unemployment. The "newness" in JTPA is said to be focused on attacking unemployment by providing short-term training in demand occupations for the unemployed who are eligible for JTPA services. Demand occupations and the necessary skills to compete successfully for those occupations are shaped and identified by individuals who, JTPA maintains, are best positioned to be knowledgeable about job opportunities. Members of the business community provide the necessary guidance to JTPA at the local level through the Private Industry Council (PIC). The local PIC is made up of members representing the private sector with an occasional educator or private sector labor leader. Some PIC's also have public sector managers and other public sector employees as members. In the main, PIC's are reflective of the business community and represent a pro business and industry frame of reference.

JTPA's "low-cost" feature flows directly from the fact that JTPA legislation emphasizes job training rather than employment subsidies and income maintenance. Given this makeup, it is believed of the PIC, training activities will reflect the needs of the marketplace, thereby reducing the per-unit training costs vis-a-vis successful job placements. Another less heralded cost-cutting feature is that significantly less, and in many instances, no financial support is provided through JTPA to the trainee population.

Although JTPA seems to be totally new, it is in reality just a different version of employment and training programs of the past. All focus on securing employment for the unemployed. JTPA has been preceded by the following legislation:

Manpower Development and Training Act (MDTA) in 1960
The Economic Opportunity Act (EOA) 1963
Neighborhood Youth Corps
Project Mainstream
Job Corps
The Vocational Education Act (VEA) 1963
Comprehensive Area Manpower Planning Systems (CAMPS) 1965
The Public Employment Program (PEP) 1966
The Emergency Employment Act (EEA)
The Comprehensive Employment and Training Act (CETA) 1973
The Job Training Partnership Act (JTPA) 1984

Regardless of program design or impact that it is supposed to have and upon whom, the key individual at the community college level is the president. If the president is uninterested or uncommitted, then any attempt at developing a strong, viable JTPA component will be wasted time. Since the president sets the tone for the college, it is critical that he or she offer demonstrative proof of the belief in the support of JTPA as a legitimate component of the institution's programming. As JTPA contracts are issued by the SDA's, frequently on a competitive basis in a public and often political environment, pro-active involvement by the president usually is required for the institution to successfully pursue JTPA contracts. Understanding and commitment of the president to the JTPA program will be strategic in addressing the risk-taking syndrome.

It is absolutely critical to learn about the local JTPA Plan including the priorities and allocations for each title of the Act. Community college presidents can plan and develop strategies for action whether on a state, regional, or local level. In addition to knowledge of state policies it is crucial that the colleges have good representation on the local PIC (Private Industry Council). It is perhaps the most important element in the successful development of programs. It seems obvious, but too often we forget that meetings can be good forums for support. Persistence at PIC meetings and consistently championing the cause of community colleges will definitely increase the chances for positive results.

As one looks at training the unemployed, it is important to remember that the community colleges have a long history of quality employment training programs. In many instances, the community colleges began to expand its role in employment training under the enactment of the antipoverty program -- the Economic Opportunity Act (EOA). Additionally, many EOA programs targeted unemployed youth, especially high school dropouts, for services and training. The antagonism of that population toward the public school system and the greater maturity and prestige of the community colleges made them particularly appealing to the program managers and administrators who were mostly college educated, had often attended community colleges themselves, and were somewhat acquainted with the capacity for flexibility with those institutions.

The CETA program operators recognized in the community colleges the strengths that interpreted into major assets for their programs at the time, and which are being recognized in many areas by the JTPA program. Community colleges are capable of:

Providing flexible scheduling, hours, and locations
Providing state-of-the-art equipment, materials, and facilities
Being flexible and responsive in staff assignments
Designing training modules that are directly responsive to program needs
Responding to one-time-only training needs

Additionally, community colleges have highly developed record keeping, accounting, disbursement, and procurement systems and are experienced in the management and accountability requirements that accompany public funds. They understand and are accustomed to regulatory and paperwork requirements and generally have fiscal and management information systems in place.

Obviously, the community college system has much to offer JTPA, and as JTPA moves away from the political and organizational issues that have preoccupied PIC's for the past three years and begins to focus on program performance and outcomes, the JTPA partnership will reach out to embrace the critical partner that often is being overlooked. The partner that is too often missing in the employment training and development partnership is the provider of training and education.

Currently, JTPA services that are commonly contracted to community colleges include:

Vocational Training
Pre-employment Training
Job Search Assistance
Remedial and ESL Instruction
Pre-apprenticeship Training

Sometimes these services also include:

Participant Recruitment and Eligibility Determination
Participant Counseling and Career Planning
Placement Services
Coordination Administration of Support Services Such As Child Care and Transportation to Training
Post-Placement Counseling and Monitoring
Development and Administration of On-the-Job Training Agreements

With the new JTPA regulations came a new set of performance standards. Some accountability was built into the legislation and the result were specific performance standards. These standards are an attempt to force programs to focus on program outcomes rather than processes. The outcomes are supposedly to: 1) increase employment opportunities, and 2) reduce welfare dependency in the unemployed. Whether or not the outcome will have the desired effect remains to be seen.

One of the most important performance standards is the "Enter Employment Rate." Specifically, how many of the participants enrolled in the SDA's programs actually enter the job market?

There is legislation, politics, new standards, and PIC's representatives of business/industry. The problem/dilemma still remains in a college developing sound training components that meet JTPA needs. Colleges that can produce solid training programs which also meet the program design needs of JTPA participants will have a strong possibility of receiving funding. In fact, it seems reasonable to believe that the most important elements of a colleges' approach to JTPA are flexibility and a willingness to customize, innovate, and experiment with programs. It is usually not enough to simply give a new title to an old program which is run on a traditional semester or a quarter format.

Finally, it should be noted that performance is the critical element for JTPA and has many implications for implementation and programming of administrative entities across the nation. Careful planning, accurate labor market information, quality staff, aggressive marketing, and well-planned training programs are but a few of the activities that can combine to assure effective performance. The most elusive, and yet the most significant, variable affecting program success, however, is the client.

However an administrative entity chooses to interpret or balance training projects and JTPA external funding, a college must be comfortable that JTPA projects are consistent with the colleges' mission. The fact, nevertheless, remains that the expenditure of finite resources brought to bear on tremendous employment and training needs faced in America today require informed decisions about those expenditures and the resources necessary to effectively carry out employment and training projects. At the same time, genuine opportunity for the disadvantaged can be obtained only when a match has been created between applicants (including his or her attitudes, abilities, and aptitudes) and the local labor market (including jobs, opportunities, training and other resources available).

THREE CALIFORNIA COMMUNITY COLLEGES AND JOB TRAINING PARTNERSHIP ACT PROJECTS

William M. Vega, President, Coastline Community College
Kenneth D. Yglesias, Associate Dean, Coastline Community College

This paper provides a description of the projects funded by the Job Training Partnership Act (JTPA) through local Service Delivery Areas (SDA) in three Southern California Community Colleges. The three case studies represent three colleges which are quite different but share many commonalities. The colleges described in the paper are El Camino College, Cerritos College and Coastline Community College. El Camino and Cerritos are single campus districts while Coastline College is one of three colleges which constitute the Coast Community College District.

EL CAMINO COLLEGE

El Camino College located in Los Angeles county in the South Bay area near the City of Torrance is a large diverse institution with just under 30,000 students and an operating budget in excess of 40 million dollars. The college is noted for its strong traditional and academic programs as well as sound vocational courses serving the high technology needs of coastal Los Angeles. The college chose to apply for JTPA funding in training as well as an 8% allocation in coordinating and systematizing an assessment process for JTPA participants. Training funds were sought and secured in the curricular areas of Food Services Preparation, Nurses Aid, Computer Repair Technician, Office-Clerical skills and Bilingual Teachers Aid. The needs of local businesses and labor market studies provided data indicating a need for entry-level employees in the areas listed above.

Coordination or 8% funding was also secured to standardize and recommend vocational aptitude and basic skills assessment instruments. The assessment process utilized was the Comprehensive Occupational Aptitude Test of Employment Skills (COATES) (Job Preference and Job Experience), the job match computer analysis, the Test of Adult Basic Education Form M and the COATES Employability Attitudes Test. From the data provided by the aforementioned tests, an individualized training plan was provided to JTPA clients for use by operating cities counselors in client job placement, on-the-job training placement or job training placement.

Food Service Worker

Training Curriculum

Weeks	Subject Matter	Competency Measure
1-2	Identify components of food industry and employment opportunities; personal hygiene requirements; effective work-site behaviors.	Instructor Evaluation

Weeks	Subject Matter	Competency Measure
3-5	Basic counter duties; use of cash register and making change; sandwich preparation; introduction to, and use of knives.	Written Examination; Instructor Evaluation
6-9	Food storage, assembly and packaging; recognition of basic ingredients, fruits and vegetables; clean deep-fat fryer; use and clean beverage machines; use and clean grill.	Instructor Evaluation
10-12	Proper customer relations; develop positive worker relations.	Instructor Evaluation

Nurses Aide

Training Curriculum

Subject Matter

Weeks	Theory	Clinical	Competency Measure
1-2	Orientation to patient care; roles and function of nurse attendant, patient rights.	Body mechanics; transfer of patients; range of motion; patient safety.	Written examination and instructor evaluation.
3-4	Personal hygiene; skin and Decubitus care; observation of patients; communications	Bedmaking; baths, showers, tub; Peri care; oral care - dentures; bed pans, commodes; urinals.	Written examination and instructor evaluation.
5	Vital signs, height and weight	Temperature, pusle, and respiration, blood pressure. Measure and weigh patient.	Written examination and instructor evaluation.
6-7	Dressing change; heat and cold; specimen collection; bowel and bladder care; principles of tubes.	Surgical asepis, dressings and Foley cath care; enemas - types of O_2 equipment.	Written examination and instructor evaluation.
8-9	Nutrition, basic four and cultural influences; intake and output.	Serving trays; feeding patients; assist with tube feeding; measure I and O.	Written examination and instructor evaluation.

Weeks	Theory	Clinical	Competency Measure
10	Psychological needs; socialization, diversional activities, behavior of patients.	Communication with patients, oral and written; report to staff.	Written examination and instructor evaluation.
11	Concepts concurring: Rehabilitation, long-term care, geriatric needs.	Patient positioning; reality orientation, involvement of family.	Written examination and instructor evaluation.
12	Spiritual needs; death and dying.	Patient expression of feelings; postmortem care.	Written examination and instructor evaluation.

Computer Repair Technician

Length: 16 weeks

Days - Time: Monday through Friday, 8:00 a.m. to 1:00 p.m.

Skill Level required of clients for entry:

9th grade reading and Comprehension, Math-pre Algebra, 10-11th on TABS.
General knowledge of keyboard (computer or IBM Selectric).

Competencies

1. Work independently in problem solving, troubleshooting.
2. Understand the role of the service technician in the
   a. microcomputer personal market
   b. business commercial market
   c. high technology administrative and engineering market
3. Able to read schematics and blueprints (small electronic assembly and transistorized).
4. Skill understanding in diagnosing software loaded modules in the repair and trouble-shooting of micro-malfunctions.
5. Module exchanging skills.
6. Elementary knowledge of programming languages (i.e., Basic, Pascal, Fortran, Cobol, RPG II) (not performance knowledge, literacy knowledge)

JTPA PROPOSAL
For South Bay Area
(Contracted by El Camino College)

Secretarial/Clerical Skills

PROPOSED:

An intensive 18-week training course to prepare JTPA students for entry-level secretarial/clerical positions is proposed. Training will consist of a comprehensive program incorporating most aspects of general office and secretarial duties. A six-hour per day, five-day a week program is recommended for maximum training effectiveness to meet entry-level requirements within a 18-week training period.

ADMISSION REQUIREMENTS:

Basic Reading Competency
Four Function Whole Number Competency

COURSE SUBJECT MATTER:

Typing (Learning the keyboard, letters, memos, manuscripts, forms), Gregg Shorthand, filing and records management, general office procedures (phone usage, mailing procedures, bookkeeping functions, 10-key calculator usage, interpersonal relations), business English and letter writing, resume writing, interviewing procedures, and job selection.

MINIMUM EXPECTATIONS FOR COURSE COMPLETION:

Minimum expectations for completion of the proposed course subject matter will be measured by completion of 25 percent, 50 percent, 75 percent, and 100 percent of the subject matter to be covered. In addition to speed tests for typing and shorthand, each subject matter can be roughly divided into fourths to facilitate completion of each percentile.

<u>25 Percent</u>
(Approximately
1st four weeks)

Typing, Chapters 1-15, 15-20 w.p.m.
Shorthand, Chapters 1-18, 15-20 w.p.m.
Filing, Chapters 1-3
General Secretarial Procedures, Chapters 1-3
Business English, Chapters 1-10
Bookkeeping Functions
10 key calculator
Business Math

<u>50 Percent</u>
(Approximately
2nd four weeks)

Typing, Chapters 16-32, 25-30 w.p.m.
Shorthand, Chapters 10-37, 25-30 w.p.m.

Filing, Chapters 4-7
General Secretarial Procedures, Chapters 4-7
Business English, Chapters 11-20
Bookkeeping Functions
10 Key Calculator
Business Math

75 Percent
(Approximately
3rd Four Weeks)

Typing Chapters 33-52, 35-40 w.p.m.
Shorthand, Chapters 38-56, 35-40 w.p.m.
Filing, Chapters 8-11
General Secretarial Procedures, Chapters 8-11
Business English, Chapters 21-30
Bookkeeping Functions
10 key calculator
Business Math

100 Percent
(Approximately
4th four weeks)

Typing, Chapters 53-75, 45-50 w.p.m.
Shorthand, Chapters 57-75, 45-50 w.p.m.
Filing, Chapters 12-14
General Secretarial Procedures, Chapters 12-15
Business English, Chapters 31-40
Resume Writing, Interviewing Skills, and
Job Selection

SCHEDULE:

Monday, Wednesday, Friday

8:00 a.m. to 10:00 a.m. - Typing
10:00 a.m. to 11:30 a.m. - Shorthand
12:00 p.m. to 2:30 p.m. - Business English

Tuesday - Thursday

8:00 a.m. to 10:00 a.m. - General Office Procedures
10:00 a.m. to 11:00 a.m. - Filing-Records Management
11:00 a.m. to 12:00 p.m. - Typing
12:30 p.m. to 3:00 p.m. - Business Math, Bookkeeping Functions

Bi-Lingual Teacher Aide

Training Curriculum

Weeks	Subject Matter	Competency Measure
1-2	Introduction to School Workplace Norms	Written Examination; Instructor Evaluation

Weeks	Subject Matter	Competency Measure
3-5	Foundations of bi-lingual education; role of bi-lingual education in local district programs.	Written Examination
6-10	Introduction to instructional methodologies and styles; role of instructional aide in furthering teacher learning strategies.	Written Examination
11-12	Internship	Instructor Evaluation

COASTLINE COMMUNITY COLLEGE

The Coast Community College District came into being in 1947. In 1948 Orange Coast College began it's existence and in 1966 Golden West College opened its doors. In 1976 the Coast Board of Trustees decided the best way to meet the diverse needs of the district was to establish a non-traditional community college. That college became Coastline Community College and began to present an innovative instructional program which continues to this day to foster alternative learning systems. Coastline Community College has its administrative offices in Fountain Valley, California, in Central Orange County. In 1984 Coastline Community College established several JTPA programs manifested in three contracts budgeted at approximately $134,000 for 1984-85.

Two programs were in the training area. They were Copier Service Training and a Clerical Training component. One program in the 8% funding category is in the area of remedial/basic skills training and utilizes a Computer Assisted Remedial Basic Skills Training methodology. The program is tailored to match existent occupational training programs within the local Service Delivery Area.

Extensive research indicated that basic skills deficiencies in the SDA restricted employment and training opportunities of JTPA Clients. The program provided for skills acquisition and improvement in English usage and grammar, basic math, work habits and job survival skills and instruction in work etiquette, personal hygiene and social conventions in the work place. Pre- and post-testing was employed to measure student progress and clients used a compliment of Apple Computers with appropriate software in the following areas: language skills, basic math, positive attitude/self-confidence, English grammar, electronics, writing skills, personal hygiene, spelling, GED motivation, communication skills and customer relations. Each student had access to a full-time instructional associate and five certificated instructors who conducted workshops and lectured on selected topics.

Description of Program

Copier Service Technician

O.T. 633-281

The Copier Service Technician Program is designed to serve unskilled persons with some mechanical ability and/or interest to become copier service technicians. The training is a college certificated program offering college credits and shall be conducted through 14 weeks of classroom training and a 2-week practicum component which is a non-paid "ride-along" experience to gain customer relations skills and the opportunity to apply and demonstrate technical training under supervised conditions.

The program is designed as an open entry-open exit program to train and place 17 students.

Note: Presently there are 485 copier service and business machine repair firms in Los Angeles and Orange Counties. There is a demand for trained female and male technicians in this field.

Work Experience

During the 16-week program, it is anticipated that work experience slots will be available whereby the students shall have an opportunity to work at one of the Coast Community College District's offices on a part-time basis to earn some income to help them continue in the program.

Course Prerequisites

The main requirement needed for acceptance into the Copier Service Technician Program is a real interest in the field and a willingness to make a commitment to the program. The levels of reading, math, and other skills needed are listed below:

Functional Reading Level -- 8th grade
Math -- 6th grade
Language Level -- 6th grade
Bennett Mechanical Test -- 60%
Small Tools, Valpar -- 70%
Dexterity with small tools -- 70%

Note: We encourage female participants in this program since many firms have already requested trained females.

Curriculum

Following is the curriculum we plan to use to train and place the participants in copier service technology. Hours are 8:30 a.m. to 4:30 p.m.

Monday through Friday for 16 weeks. Total hours of training are 560.

Course	Competency	Hours of Training
BMT Electromechanical Functions	Knowledge and ability to read electrical and mechanical blueprints, describe kineatics functions, operate electrical mechanical testing instruments, and describe power drive systems related to business machines.	100
BMT Copier Services	Ability to describe the operational principles and repair function of both electrostatic and bond copiers, explain and perform overhauling procedures of both types of copiers, perform trouble-shooting techniques, and demonstrate ability to read both electrical schematics and engineering drawings when performing trouble-shooting.	240
Customer Relations Services	Skills to effectively work with different behaviorial types; ability to apply the elements in developing effec-tive customer communication. Knowledge and skill in addressing customer relation problem solving techniques.	60
BMT Copier Service Trend - Practicum	Public relations skills in working directly with customers and employers. Demonstrate copier service classroom technical training under supervised conditions. Perform technical and communication skills in business and industry.	80
Job Search	Learn how to conduct a job market campaing; develop resumes that work; identify jobs via referral method; learn interviewing techniques.	80
		Total hours 560

Schedule

Specify days and hours services are to be provided:

Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
--	8:30 a.m. to 4:30 p.m.	same	same	same	same	--

Indicate your classes will be open entry and include the last date your program can accept an enrollment. Also, indicate if your program will provide flexible scheduling for individual participants to accommodate their schedules. Attach a time table that shows your enrollment requirements following the attached format.

Program to be open entry/open exit and hours can be altered slightly to accommodate individual special scheduling needs.

Last date for enrollment: April 9, 1985

Clerical Component

Description of Program

General Office/Word Processing/Data Entry

D.O.T. Codes:

General Clerk 209-562
Receptionist 237-367
Typist 203-582
Word Processing/Data Entry 203-582
Account Clerk 210-382

The General Office/Word Processing/Data Entry Program is designed to serve both unskilled persons desiring entry-level office work as well as those individuals who possess minimal typing and office skills and desiring a position in word processing/data entry. The program mainstreams participants directly into regular secretarial science courses at Coastline Community College; i.e. Business English, typing word processing, secretarial procedures, accounting, business machines, and bookkeeping.

The training period is for 16 weeks, open entry-open exit, and designed to train 18 and place 12 participants. Hours of training total 560 on a 35-hour/week basis and can be slightly altered to accomodate individual needs.

Work Experience

After 8 weeks of training, participants will be elgible for placement in a work experience position within the offices of the 3 colleges in the Coast district. Ten to twenty work experience slots shall be identified for participants who have had no previous office experience and/or must have supplemental income in order to complete their training.

Job Placement

Job placement activities shall be provided by instructors and staff. Self-directed job search campaigns will be instructed as well. Participants will be taught how to identify jobs via the referral method, how to prepare resumes that work, and how to interview effectively. Staff will present participants as candidates for open positions and shall provide reference information to prospective employers when needed.

Course Prerequisites

The most important requirement for acceptance into the clerical program is a real interest in the field and willingness to make a commitment to the program. The reading, math, and other skill levels are listed below:

Functional Reading Level -- 8th grade
Math -- 5th grade
Manual Dexterity -- 35%
Language Level -- 6th grade
Spelling -- 8th grade

General Office/Data Processing/Data Entry

Proposed Curriculum

Course	Competency	Approx. Training Hours	Recep-tion-ist	Clerk Typist	Acct. Clerk	Data Entry	Word Proces-sing
Typing	Speed to 40 wpm; letters, table, forms	192	X	X	X		
Business English	Basic, grammar, sentence construction, punctuation, dictionary use, word usage, and vocabulary	112	X	X	X	X	X
Filing	Learn basic filing systems -- alpha, numeric, subject	48	X	X			X
Job Search	Interviewing techniques, resume writing, and job development via referral method.	24	X	X	X	X	X
Business Machines	Operate 10-key electronic calculator at 120 spm; problem solving for business applications.	64	X	X	X	X	X
Math - AVT	Basic office math to include fractions, percentages, banking, payroll.	44	X	X	X		X
Word Processing	Basic test editing functions of a word processor. Entry-level skills, basic applications, and knowledge of components of a word processor.	64				X	X

Course	Competency	Approx. Training Hours	Recep-tion-ist	Clerk Typist	Acct. Clerk	Data Entry	Word Proces-sing
Intro. to Micro-computers	Concepts of technology, programming and applications. Use of programming and software in laboratory setting.	72				X	
Office Procedures	Ability to perform major duties of a clerical position.	56	X	X	X	X	X
Micro-computerized Accounting	Survey accounting systems; analyze accounting transactions; input variable accounting systems; receive accounting problems.	92					X
Micro-computerized Bookkeeping	Generate balance sheets, charts of accounts, journals, micro ledgers, incoming statements, merchandise invoicing, and payroll.	36			X		

CERRITOS COLLEGE

Cerritos College was established in 1955 when citizens of Bellflower, Norwalk, Artesia, Carmenita and surrounding areas decided a junior college was necessary. The college is located in Los Angeles County and borders the eastern tip of Central Orange County. The college is a comprehensive public institution with more than 20,000 students enrolled in vocational and academic courses. The college has fostered innovative programs in satellite courses, televised instruction and open/entry exit classes.

Cerritos College is in the unique position of having a campus administrator serving as executive director of the Service Delivery Area. The college provides fiscal and managerial support to the Private Industry Council (PIC) in the administration of JTPA funds. The College assesses JTPA clients through a structured Job Matching comprehensive examination and in concert with the client, counselors develop an individualized training plan. Cerritos College has utilized a variety of vocational aptitude and interest screening devices including the Apticom and COATES systems.

Cerritos College has had a contract to provide Title II training in word processing, emission control, and brake and wheel alignment. These programs accommodate persons with disabilities, limited English proficiency and those with criminal records. The college has two Title III programs; word processing and computer aided drafting.

Word Processing

An open entry, open exit training program of approximately 18 weeks which includes instruction (20 hours weekly) in beginning word processing, advanced work processing, keyboarding and formatting, typing speed build-up and business communication. Equipment used: IBM-PC with Wordstar, TRS - 80 with Scripset and other common office equipment.

Entrance requirements:	Type 35 w.p.m., basic skills level 5-7 grade level
Number of clients:	100
Type of Program:	II A and III
Number of Hours of Training:	360

Emission Control

A twelve week intensified course having the following core learning modules:

A. Basic tune-up
B. Electrical systems
C. Fuel systems
D. Emission control
E. Employability Skills

Entrance Requirements:	None
Number of Clients:	30
Type of Program:	II A
Number of Hours of Training:	300

Brake and Wheel Alignment

A twelve week intensified training curriculum consisting of:

A. Automotive lubrication
B. Tire service
C. Brake service
D. Front wheel suspension
E. Employability skills
F. On the job attitudes

Entrance Requirements:	5 - 6 grade reading level, mechanical ability
Number of Clients:	50
Type of Program:	II A
Number of Hours of Training:	300

Computer Aided Drafting

The college will recruit and train 20 computer aided drafters. This is a 10-week intense program of studies on CAD terminals utilizing software compatible to that which is used in industry. Employment skills in drafting, designing and engineering technology as related to CAD is the major focus.

Entrance requirements:	1 year college drafting or 2 years high school drafting or experience and/or employment as drafter/designer/engineer technician.
Number of clients:	20
Type of Program:	III
Number of Hours of training:	200

PERFORMANCE CONTRACTING: AS MUCH ART AS SCIENCE

Linda M. Thor, Senior Director
Occupational and Technical Education
Los Angeles Community College District

More than $350 million will be distributed in California alone during 1985-86 in employment training contracts. These funds are available through Federal and State initiatives designed to address the gap between the skills of individuals and the requirements of the workplace. These initiatives are making employment training one of the largest growth areas in education. Community colleges, as the primary provider of vocational education to adults, should be major recipients of employment training dollars. However, the introduction of "performance contracts" in employment training has discouraged some community colleges from participation.

Performance contracting is a financing mechanism in which the provider of services agrees to a payment schedule based on the successful completion and placement of trainees in jobs for a specified period of time. Failure to perform results in non-payment. Performance contracting is a relatively new practice in employment training. Usually training providers such as community colleges are reimbursed for programs on a cost recovery or cost reimbursement basis. Such methods cover the direct, and in most cases, the excess cost of instruction and do not place the ability to recover the investment in employment training at risk as does performance contracting. The introduction of performance contracting is in response to continuing concern by the Congress and the state Legislature for accountability in employment training. By rewarding a training provider for good performance and penalizing poor performance, it is believed that the overall success of employment training programs will improve.

In California there are two major funding sources for employment training using performance contracts, the Federal Job Training Partnership Act (JTPA) and the State Employment Training Panel (ETP). Both are relatively new programs, JTPA having been implemented on October 1, 1983, and ETP having become effective nine months earlier on January 1, 1983.

JTPA replaced the decade-old Comprehensive Employment and Training Act (CETA) and is designed to create a public/private partnership to provide employment and training activities to economically disadvantaged youths and adults, dislocated workers, and people with special barriers to employment such as limited English proficiency, criminal offenders, people over age 55, veterans, and addicts.

JTPA is "performance-driven," meaning the law requires local service delivery areas (SDA) to produce measurable results for trainees in terms of actual jobs at the end of training, increased earnings and reduced welfare dependency. Because of this pressure, many SDAs are utilizing performance contracts: if trainees do not get jobs at the end of training, the provider does not get full payment.

The term "performance contract" does not appear in JTPA nor in its implementing regulations. However, this method of contracting is acknowledged in JTPA regulations at Section 629.38, Classification of Costs, as follows:

> (e) (2) Costs which are billed as a single unit charge do not have to be allocated among the several cost categories but may be charged entirely to training when the agreement:
>
> (i) Is for training;

(ii) Is fixed unit price; and

(iii) Stipulates that full payment for full unit price will be made only upon completion of training by a participant and placement of the participant into unsubsidized employment in the occupation trained for and at not less than the wage specified in the agreement.

In addition to the need to meet performance standards, the fact that "costs which are billed as a single unit charge" do not have to be allocated among cost categories is the major reason for the shift from cost reimbursement contracting to performance contracting. Under JTPA, the grant recipient or service delivery area is not allowed to expend more than 15% of its grants on administrative costs nor more than 30% on administration plus client support costs, and must spend at least 70% on training costs. A program operated on a cost reimbursement contract basis must allocate its costs into the three JTPA cost categories: administration, support, and training. These costs for all programs are accumulated and then charged to the service delivery area in its own similar cost categories. In order to reduce the expenditure of its own limited administrative funds, the SDA will want to enter into performance contracts in which administrative costs incurred are not charged to the administration cost category but to training as part of the single unit charge.

In comparison, the Employment Training Panel legislation allows only for fixed-fee performance contracts. The ETP is funded by diverting a small fraction of the Unemployment Insurance Fund, up to $55 million annually, to "establish an employment training program which shall foster job creation, minimize employers' unemployment costs, and meet employers' needs for skilled workers by providing skills training to unemployment insurance claimants, recent exhaustees of unemployment insurance who have remained unemployed, and potentially displaced workers who would otherwise become unemployment insurance claimants." The California Legislature's intent that all training funded result in jobs for those who successfully complete the training dictates performance contracts. Further, in contrast to the ability to earn partial payments under JTPA performance contracts, ETP contracts are 100% performance based. This means that even though progress payments may have been made, payment is not considered to have been earned until the trainee has been retained in employment for 90 consecutive days with a single employer. Progress payments made for trainees not placed and retained must be returned to ETP. This places the contractor at considerable risk.

Why, then, would a community college want to enter into a performance contract? The National Alliance of Business in its Performance Contracting Handbook (1984, pp. 5-8) presents pros and cons. Advantages from the contractor's point-of-view include the following:

Relief from Cost Limitations--Performance contracting allows the contractor higher costs in certain categories than is permitted under a JTPA cost-reimbursement contract. For example, JTPA limits administrative costs to 15%. Administrative costs in performance contracts, which do not break out costs into categories, can exceed this limit.

Opportunity for Profit--In performance contracts, there are penalties for poor performance and incentives for good performance. Commonly, a contractor will estimate programmatic costs and ensure that those costs will be covered if performance is "reasonable" or to some standard. Performance that exceeds "reasonable" or is superior will result in a profit. (Likewise, performance which falls short will bring a loss.)

Limited Red Tape--Performance contracting reduces reporting and record-keeping requirements. Since these contracts do not contain line-item budgets, costs do not have to be tracked and are not subject to financial audits. This reduces the need to keep

documentation for all expenditures by line item and category, eliminates the requirement that personnel keep track of their time by project, and allows for adjustments in the budget to be made without a contract modification or funding source approval. Further, equipment purchased under performance contracts is the property of the college and is not subject to cost proration, inventory tracking or other encumbrances of cost-reimbursement contracts.

Focus on Results--Cost-reimbursement contracts place the emphasis on managing the budget. The financial incentives in performance contracting encourage contractors to focus on results. With less attention on accounting, the contractor can address improvements in the program needed to enhance the success rate of trainees.

The primary disadvantage of performance contracting is that if a contractor fails to reach its performance goal, it will be unable to recover its costs, even if the college is not at fault and has operated with integrity and good intentions.

Issues in Performance Contracting

Although the practice of performance contracting is limited largely to the past two years, already many issues and controversies have arisen. Following is a discussion of some of the most frequently occurring problem areas.

The role of the line-item budget during the negotiation, implementation, and auditing of performance contracts has generated such confusion and disagreement, according to NAB (Performance Contracting Handbook, 1984, p. 11). Some contractors have protested against the practice largely to maintain confidentiality and avoid confusion during the audit stage when an auditor may try to audit the program based on a line-item budget that was intended for discussion purposes only. Others feel that if they are carrying the risk, a "safety margin" must be included which is difficult to account for in a line-item budget. These contractors suggest basing costs on competition among contractors, some form of cost analysis based on historical data, or uniform reimbursement rates.

Funding sources argue that without the use of some sort of cost information, it is difficult to answer such basic questions as how equipment-intensive is a program. Competition among vendors may work in areas with few potential service providers, comparative financial analysis based on historical/cost data requires extensive work-ups, and uniform reimbursement rates ignore all factors except total cost and total performance (p. 11).

The Employment Training Panel relies on such indicators as number of hours of training and previous prices negotiated for a particular type of training to determine the fixed fee price. Arthur Young & Company, in its May 1985 study of the ETP, recommended a review of this method for determining the fixed fee prices to ensure that the prices are reasonable, yet at the same time are not set so low that potential contractors are discouraged from participating in programs. Arthur Young recommended consideration of adding into the fixed cost a set percentage that would either represent the profit margin for profit-making contractors, or the amount to cover administrative costs for not-for-profit contractors (pp. 35-36).

Related financial issues are cash flow and shared risk. According to Johnston (1985), an immediate effect of performance-based contracting is that payment for services is delayed. Some SDAs have discontinued giving advances, progress payments are delayed by the need to provide proof of attendance or completion of various phases of training, and a portion of the fee is withheld until placement and proof of work retention (p. 3).

"A governing principle of performance contracting is that the risk of the program should be shared by the parties to the contract," assert Gonzales and Nisenfeld (1985, p. 92). However, Johnston (1985) is concerned that a contractor's penalty for underperformance on a contract is non-recovery of costs while the SDAs penalty for non-performance is a one year probation followed by reorganization or defunding, if performance does not improve in the second year. But in the meantime, they do recover all of their costs (p. 3).

Gonzales and Nisenfeld (1985) similarly feel that it is not a tenable situation for an SDA to put all the risk on the shoulders of the training agencies. The college must have some protection in case the SDA doesn't perform as planned. For example, it is unfortunately not uncommon that an SDA will approve a training program, the contractor will go to considerable expense setting it up, then the SDA does not refer applicants in an appropriate manner. Either they are not screened according to the agreement or else they are not referred on a timely basis, if at all. It then becomes impossible for the contractor to perform and recover its investment. Therefore, there must be provision (or sanctions) for the non-performance of either party to the agreement (p. 93).

How participants will be selected for a training program is a critical issue for contractors operating under a performance agreement. The contractor must have some control over the selection of program participants in order to ensure performance. The emphasis on placement in performance contracts leads to "creaming" where those who are difficult to serve are excluded in favor of those who are low risk and more easily placed. Therefore, according to Gonzales and Nisenfeld (1985, p. 93), most SDAs will want to be involved in the selection process to ensure that those "most in need" are being served. They warn that it is important to avoid situations where the contracting parties blame the success or failure of the contract on questionable selection practices. For this reason, it is recommended that applicants be referred based upon some mutually agreed upon qualifications.

Defining the completion of training is a multi-faceted issue. Completion of training can be defined in different ways:

1. Units of time completed in class
2. Percentage of curriculum completed
3. Mastering of specific competencies
4. Positive termination
5. Placement in training-related job

Each definition requires different documentation, the easiest being the time-based definitions. However, "seat time" alone does not translate to learning and an unprepared trainee might be a completer based on hours alone. On the other hand, a bright trainee might be held in class rather than placed in order to be a "completer." However, to include "positive termination" and "placement in a training-related job" as part of the definition of completion may turn a classroom training program into a direct placement program.

Another consideration is the length of training. If a curriculum is longer than average, dropout rates may be higher. Therefore, the proportion of the course a trainee must complete to meet contract requirements should be adjusted downward in lengthier training programs.

Similar problems arise with defining training-related placement. One of the key requirements of a performance contract is that the placement be "in the occupation trained for." This issue is often addressed by using the Dictionary of Occupational Titles (DOT) codes. Many contractors feel that an overly restrictive definition is unnecessarily punitive when the primary concern should be the total number of placements overall. Gonzales and Nisenfeld (1985) advise that "the contract should leave some room for individual negotiations if unusual and compelling circumstances arise" (p. 94).

Section 629.38 of JTPA and Section 10205(c) of ETP stipulates that performance contracts must specify a minimum wage for trainees placed in jobs. Some contractors believe this minimum wage requirement creates an "all or nothing" payment that can cause a contractor to hesitate in placing a trainee where, because of a somewhat lower wage, no placement payment would be made. Arthur Young & Company, in its May 1985 study of the ETP, recommended permitting contractors to collect payment for trainees paid wages lower than the specified minimum when the jobs are with participating employers and "the employer can demonstrate that there have been severe changes in the marketplace or economic outlook since the initial agreement with the Panel was reached" (p. 36).

What happens if a trainee places him or herself? Some contracts stipulate that the contractor does not receive full payment for such self-placements. Gonzales and Nisenfeld (1985) believe that "such rules are of no value and cause much conflict because it is impossible to determine the exact nature of the involvement of the several parties. The reasonable test should be whether or not the participant secured employment. If employment was secured, the training program should be presumed to have been a positive factor in the outcome" (p. 93). NAB agrees that "to refuse to pay for self-placements forces the provider to discourage participants from seeking jobs on their own. This is clearly counter-productive and should be avoided" (Performance Contracting Handbook, 1984, p. 13).

Providers under performance contracts often complain that trainees refuse placements. If the contractor loses a payment because the trainee has refused placement, the contractor feels unfairly penalized after having performed in good faith. On the other hand, if payment is made even if the trainee refuses placement, there is the possibility of abuse.

Similarly, to what extent should the funding source hold a contractor harmless in the case of unforeseen events? Although such occurrences are rare, the question of which party should bear the risk for such things as national emergencies, acts of God, etc. has arisen. NAB advises that in discussing escape or reopener provisions, it is important "to distinguish between inability to perform due to external factors, and inability to perform due to poor management of the program" (Performance Contracting Handbook, 1984, p. 18).

Finally, the strength of incentives, and concurrently how high the risk, are major issues. Here the funding sources and the contractor have diametrically opposed interests. The first prefers a system that provides no payment until training-related placement and retention is achieved for each trainee. The contractor, on the other hand, seeks a low-risk system whose payments are based on training time more than on placements. NAB feels both approaches have serious disadvantages. The first approach is inordinately risky for the contractor and the latter provides little financial incentive to produce results.

While the development of the system of incentives is the "real art of performance contracting" (Performance Contracting Handbook, 1984, p. 16) for funding sources, managing the risk involved is the "real art of performance contracting" for contractors. Therefore, it is prudent for contractors to examine characteristics of successful employment training programs.

Characteristics of Successful Programs

"Knowledge is power," assert Gonzales and Nisenfeld (1985, p. 7). This includes mastering the politics, learning the funding sources' plans and priorities, and knowing the actors. Many feel that membership on the local private industry council is a critical element in successful program development under JTPA. If representation is not possible, membership on advisory committees or attendance at PIC meetings can also produce results.

Lapin (1980) agrees that "a partnership does not just happen. It is developed and nourished over years" (p. 9). Time and energy must be spent in building and maintaining effective communications and trust.

Successful interorganizational collaboration, according to Beder (1984), is built on four themes: flexible, adaptive structures; a posture of openness to the external environment; a sense of commitment that engenders trust; and adherence to the principles of reciprocal benefit (p. 90).

D'Aversa (1979), in her doctoral study of Illinois community colleges and CETA, found three primary determinants of interorganizational linkage: "domain consensus" which establishes a compatibility or a complementarity of mission and goals which permits interaction to occur; "awareness of the other party" which requires that a sufficient level of information about the goals, programs, operations and personnel exist to permit choice to be made; and the "resource/program benefits" which accrue (p. 194).

Institutional and top-level commitment are cited by Lapin (1980, p. 9) as characteristics of successful linkages and endorsed by Kaplan (1984), "An extensive program of business and industry training requires support from the college president, board of trustees, administration, and faculty. To maintain this support, the college must establish a communication network that includes all constituencies in order to foster a team concept and to ensure that the program has knowledgeable spokespersons and supporters throughout the institution" (p. 83).

However, a successful program needs an identified leader. According to Lapin (1980, p. 10), the leader or liaison person should be chosen for his/her credibility in academe and skills in program planning, implementation, administration, and evaluation. He/she must be given the authority to act and be credible in the eyes of the funding source.

To maintain support within the college, employment training must benefit the regular program as a whole. Some benefits are:

1. Serving a significant portion of the community not served in the past.
2. Obtaining seed money for high cost new occupational programs.
3. Obtaining new equipment and resources.
4. Bridging the gap between education and work.
5. Building a community college constituency among employment training students and encouraging them to return to the college and enroll in regular classes.
6. Strengthening ties to the private sector, and receiving equipment, technical assistance, and jobs for students (Lapin, 1980, p. 9).

Flexibility and quick response to need are attributes that must be developed if a college is to be successful in training, according to Kaplan (1984, pp. 85-86). Beder (1984) agrees, "Organizations that collaborate effectively generally adopt fluid and flexible structures that can adapt well to those of their partners" (p. 89).

Rose and Nyre, however, believe that "proper planning and organization guided by both educational and management principles are of utmost importance to the success of employment training programs" (p. 10). They have developed a planning process model which includes seven components: planning, program design, recruitment/identification, screening, program delivery, hiring/upgrading, and evaluation.

Noting that not all programs succeed for exactly the same reason, Long (1985) cites six characteristics common to all good programs (p. 40):

1. The program meets the needs of the private sector and the clients. Good programs grow out of heavy involvement by private industry and a thorough assessment of the community's needs. They treat each trainee as an individual and thoroughly assess all clients to determine what education and training they need the most.

2. The curriculum of the program is based on employer input so that graduates are equipped to meet employer needs.

3. The program selects participants according to who is best suited to the training.

4. Training is as close to real-world situations as possible.

5. Instructors are highly experienced.

6. The program includes counselor involvement and follow-through. Clients who are having trouble adapting to the curriculum, the course or fellow students receive immediate assistance.

The bottom line, of course, is performance. The most successful programs result in jobs for the trainees and dollars for the contractor.

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SERVING LEP PARTICIPANTS IN JTPA PROGRAMS

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Current practices in the JTPA system make it difficult to serve limited English proficient youth and adults. Performance based contracts emphasize immediate results, most often placement in a job. By definition non-English language background participants are a higher risk for programs as limited proficiency in English may make it harder to serve participants in training or may cause employers to be reluctant to hire them. The pressures to fulfill contract commitments for as many positive terminations as possible at the least cost make it hard for concerned community college JTPA programs to meet the needs of the LEP (limited English proficient) in their communities.

While the JTPA system has yet to directly address the question of LEP participants, it is likely that it must soon do so. The LEP do make up a significant and increasing portion of the entry-level work force, particularly in certain geographic areas of California. While a direct, up-to-date measure of the LEP adult population does not exist, the LEP enrollment in California public schools grades K-12 serves as a good indicator of the numbers of the older youth and adult LEP. The dramatic 49% increase of LEP students in grades K to 12 between 1980 and 1984 suggests a parallel increase in the out-of-school youth and adults who have limited proficiency in English. It is important to note that the impact of the LEP is both an urban and a rural concern. While the largest numbers are in urban areas, the largest relative impact (LEP as a proportion of the total population) is in rural areas. (Rezabek)

The other pressure on the JTPA system is that the pool of possible participants is getting smaller. The system has already served many of the "easier to serve populations" and the improvement in the job market has taken additional would-be participants.

The LEP are a problematic population to serve because of language proficiency problems, cultural differences, lack of skills or at least transferable skills, and lack of relevant work experience. While any one of these problems would be significant in itself, LEP youth and adults have all or most of these working against them.

The LEP have a limited ability to function in English which affects their ability to understand a training manual on electronics, or fill out a job application, or to respond to a supervisor's directions on the job. While for work purposes understanding and speaking skills are apt to be the most important, reading and even writing skills may be essential for learning occupational skills.

Cultural as well as language factors will affect how the participant does in preparing for employment. The reticency of many Asian students leads them to being quiet when they should seek help in the vocational classroom. The expectation of immigrant Latin American participants that a middle man arranges a job for them, as it might be in their home country, can lead to a misunderstanding of the role of the job developer.

Many LEP participants have few job skills, or at least few transferable skills. Often they are not good candidates for direct job placement programs; their lack of skills make them difficult to place in open job slots. They may not only have few job skills but they may also have little or no education even in their own language. There are some groups that do not know how to read and write their own language, let alone English. Consequently, they have not developed the cognitive skills necessary for learning in a training setting in any language.

Finally LEP tend to have little or no work experience in the U.S. They have no local references or demonstrated ability to function in a work setting in this country. Additionally, prior work experience in another country is extraordinarily difficult for an employer here to verify, causing some to not accept prior experience.

PROGRAMMING IMPLICATIONS

These problems have important programming implications for JTPA service providers, implications that frequently call for more resources. They include:

1. The development of alternative delivery models including unique components such as cultural orientation, vocational English as a Second Language, and use of the student's first language.

2. It may take the LEP trainees longer to complete training as their progress is likely to be slower because of the language problem.

3. It is important to build the capacity of the training staff to serve linguistic minority populations through staff development activities. Such activities can prepare trainers to cope with the cultural differences they will face, to communicate with limited English proficient students and to adapt instruction.

4. Curriculum and instruction will need to be adapted to make them more accessible to participants who have significant language problems. Easier reading materials, more demonstrations, and structured study guides are techniques typically used to adjust the delivery of course content to LEP learners.

Returning to the dilemma of how to serve a "harder- to- serve" population under a performance based contracting system, the answer is two fold. Both the service deliverers and the PIC's need to adapt.

The agencies delivering training and employment services need to explore alternative program models such as those used to serve LEP populations in vocational education and refugee programs to find ideas that can be readily adopted and adapted to the JTPA system. They may include things such as bilingual vocational training and vocational English-as-a-Second-Language support classes. Additionally service deliverer's need to combine their JTPA money with other sources of funds and other resources. For example, some community college JTPA programs may work with the English-as-a-second-language department persuading them to designate some of the classes already offered (and thus paid for by other sources) as vocational English-as-a-second-language classes to which the JTPA participants can be referred.

However, there is a limitation on how far service can go without an accommodation in the contracting system. Local PIC's need to carefully assess the impact of LEP populations on their local area. If LEP are a significant part of the local potential work force, it may call for alterations in local priorities for JTPA monies along with accompanying adjustments in performance based contracting. For example, in one service delivery area the LEP are classified into three sub-groups depending on their education, language ability, and skills. The expected placement rights are adjusted to allow a lower rate for the more difficult to serve.

The LEP population presents JTPA with a challenge, one which can be met if service providers and PIC's make the necessary adjustments.

RESOURCES

The following are some key resources which have additional programming ideas and information for serving the limited English proficient in employment training programs.

1. Approaches to Employment Related Training for Adults who are Limited English Proficient. Edited by Nick Kremer and K. Lynn Savage. Ideas for program design. Available from Dissenemnation Network for Adult Educators, 1575 Old Bayshore Highway, Burlingame, CA 94010.

2. California VESL Directory. Joanne Low and David Hemphill. Listing of instructional and program resources. Available from DNAE (see number 1).

3. Horizon: An Overview of Education and Employment Services for Limited English Proficient Persons in California. Dale J. Rezabek. Detailed description of the need for improved services and profiles of programs addressing the need. Available from California State Department of General Services, Office of Procurement, Publications Section, P.O. Box 1015, North Highlands, CA 95660.

4. New Perspectives in VESL. Gustavo Valadez. Extensive annotated bibliography of instructional and background resources. Available from VOICE; 721 Capitol Mall, Fourth Floor; Sacramento, CA 95814.

5. Vocational Education for the Limited English Proficient: Patterns and Practices. David Hemphill and others. A study of successful programs with accompanying recommendations for implementing such programs. Available from Chancellor's Office, California Community Colleges, 1107 9th Street, Sacramento, CA 95814.

JOB TRAINING PARTNERSHIP ACT:

A HISPANIC PERSPECTIVE

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Hispanics in the United States continue to bear a heavy burden of discrimination, poverty, and lack of simple justice. This burden becomes even more odious when it is realized how well they have, as a people, discharged their responsibilities to their nation in peace and in war. But despite the odds, there exists in the nation a dedicated, seasoned, committed, and competent group of people who care very much about the status and future of what may be the largest minority in the country, and what is merely the most neglected and systematically excluded people in the United States.

Then, of course, they're faced with monotonous regularity the attitude that Hispanics should wait their turn at the end of the line while grant makers maneuver in an attempt to ration funding from federally mandated legislation. For example the Job Training Partnership Act (JTPA) was passed by congress and signed by the President in October 1982. JTPA replaced the Comprehensive Employment and Training Act (CETA) as the nations primary Federal employment and training legislation on October 1, 1983. JTPA was developed to continue the Federal commitment to assist youth and unskilled adults for entry into the labor market and to afford job training to economically disadvantaged individuals who are in need of much training to obtain productive employment. Thus, its purposes are not unlike CETA.

However, JTPA introduces significant changes to the employment and training system. One of the major issues to emerge during JTPA's development was the appropriate relationship between the Federal, state and local governments. Under JTPA, within the contest of President Ronald Reagan's "New Federalism," the state now assumes many of the functions previously performed by the Department of Labor. Governors are thus given significantly increased authority to shape the state employment and training system, including designation of Service Delivery Areas (SDA's), general oversight of state and local programs, and management of performance.

Concurrently, JTPA expands local decision-making authority to give local areas great flexibility to decide how programs will be administered and managed and what types and mixes of programs will be provided. However, while CETA gave local authority to cities and counties, under JTPA these local decisions are made through the private/public sector partnership which is the foundation of JTPA. Local elected officials will appoint the members of the Private Industry Councils (PIC's), the majority of which should represent the private sector.

JTPA significantly departs from CETA in its elimination of public service employment (PSE) slots and near elimination of funds for training stipends. CETA provisions relating to PSE and mandatory allowances have been repealed. JTPA's developers believe that these changes will lead to an emphasis on training rather than income maintenance.

In line with the legislative wish for an effective return on investment, JTPA emphasizes the concept of performance standards and stipulates that they focus on increased employment and earnings and reflect a reduction of welfare. The emphasis on performance is further augmented by incentive funding for successful programs. While the benefits of such accountability are obvious, the inherent danger of performance standards based on positive placements is that it may encourage "creaming"--the tendency to select as clients persons who are least disadvantaged and easiest to place. These individuals are considered a less risky investment than other more disadvantaged individuals. Hispanics and other individuals with serious

employment barriers may find themselves excluded from participation in training programs due to the tendency to "cream" on the part of program operators. Furthermore, the lack of targeting language in JTPA contributes to the exclusion of minorities in employment and training programs.

The principles espoused by the Job Training Partnership Act may lead to a severe negative effect on Hispanic participation rates. The concept of decentralization erodes Federal oversight over targeting and monitoring efforts, thus endangering equal access to training programs by the disadvantaged and minorities. Hispanic, small and minority business, and CBO representation in the PIC's may be low due to the lack of strong language mandating such representation. The restriction on training stipends may have a chilling effect on those individuals who are most in need of training but who can least afford the extra costs associated with training, such as transportation and child care. The emphasis on performance standards based on positive placements may cause organizations to "cream" participants, thus, ignoring the disadvantaged and long-term unemployed. Perhaps most important, Hispanic participation is likely to plummet unless Hispanic community-based organizations (CBO's) continue to play a major role in client outreach and in delivery of employment and training services.

If Hispanics are to be equitably served under JTPA, factors affecting Hispanic participation, whether as clients or as service deliverers, must be identified early. Policy makers and community leaders must become aware of the need to remove obstacles to such participation and encourage full Hispanic involvement in JTPA planning and implementation. The manner in which JTPA was drafted, with its ambiguous and non-targeted language, may lead to a disastrous exclusion of Hispanics and other disadvantaged groups. JTPA's deficiencies also reflect the short-sightedness of policy makers. Hispanics are the fastest growing constituency and the youngest subpopulation group in America; they will be an increasing proportion of the future labor force. The taxes paid by future Hispanic workers will be critical to support the Social Security system. Thus, a long-term benefit for the society in general requires a federal employment and training policy which effectively addresses the needs of the Hispanic community and assures equitable access to training programs. The ability of JTPA, in its current form, to equitably serve Hispanics and other minorities and disadvantaged persons is extremely questionable; thus, JTPA needs to be monitored for its short-term and long-term impact on the Hispanic community. The original CETA legislation had some similar deficiencies, many of which were corrected through legislative amendments and increased Federal regulations and oversight. If similar improvements are to be made in JTPA, careful monitoring is an essential first step and the greatest challenge that faces the Hispanic community.

JTPA Roles and Responsibilities

JTPA decentralizes the Federal employment and training programs and represents a further delegation of Federal authority to the states. It greatly increases state responsibility for the authority over local operations, imposing states as a layer between Washington and local programs. Whereas under CETA employment and training programs were the joint responsibility of the Federal and local governments, under JTPA these programs are the responsibility of the state and local governments, with the state as the primary actor and the federal government assuming a minimal role.

A. State Role

The basic supervisory role previously performed by the Federal government is now the responsibility of the state. Under JTPA, the state is the key actor in the approval of the local job training programs. The state has defined the structure of the delivery system through the determination of service delivery areas (SDA's). This critical determination was done by the Governor after receiving the recommendations of the State Job Training

Coordinating Council (SJTCC) and after reviewing the proposals of local government and business officials. Other specific functions of the Governor include:

Appointing the State Job Training Coordinating Council

Certifying the Private Industry Councils from each SDA

Setting state-wide goals and objectives and providing basic guidelines for the development of local area plans

Approving locally developed plans

Allocating funds to local service delivery areas

Monitoring and auditing the performance of plans

B. Local Role

Local elected officials are working with representatives from the business, education and labor communities in the planning and implementation of job training programs. They appoint the members of the Private Industry Councils (PIC's) and will work with them to set local priorities and develop programs conducive to state employment and training goals.

After an area is named a Service Delivery Area by the Governor and the PIC has been appointed by the local elected official (LEO), the LEO must sit down with the PIC and mutually decide who will plan the program, who will administer the program, who will receive funds, and who will monitor the program. The PIC and LEO must both agree to these initial decisions. At a local level, for example, it may be decided that the PIC will act as a board of directors with another entity having general oversight of the program and current approval of the plan. The possible divisions of responsibility are wide, but these decisions must be worked out at a local level.

Under JTPA, unlike CETA, the LEO does not receive funds directly from the Federal government. Instead, JTPA dictates that the funds go from the Federal government to the Governor. The Governor then passes the funds to the Service Delivery Area's recipient of funds (determined by the PIC and LEO).

Thirty-nine states and territories have completed PIC certification. The total number of certified PIC's stands at 565. All jurisdictions have formally designated SDA's and have a designated state agency responsible for the administration of JTPA.

C. Federal Role

The Federal government, through the Department of Labor (DOL), provides national policy direction and oversight to JTPA, primarily through the creation of regulations and establishment of performance standards. It also administers national programs such as employment and training for Native Americans, migrant and seasonal farmworkers, veterans, and administers the Job Corps Program.

In line with the concept of decentralization, DOL issued regulations (Federal Register, March 15, 1983) for JTPA which give states maximum authority to interpret most provisions of the law. The effect of DOL's approach is to create a policy and oversight void. Whether the states fill this void in a manner consistent with the intent of the law remains to be seen, and this will play a large role in determining the long-term impact of the Job Training Partnership Act.

CLIENT ASSESSMENT: JTPA PROGRAMS AND THE TRAINING MATCH

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The most effective tool for promoting an appropriate match between JTPA (Job Training Partnership Act) training programs and client skills, aptitudes and interests is systematic assessment. Perhaps the most difficult task for vocational education administrators is determining the actual basic-skills level and vocational aptitudes of the entry-level position for which many JTPA training programs aim. Before any decisions on client assessment are made, program administrators must analyze entry-level basic skills and vocational aptitudes required in the position.

The most viable method of securing information on requisite reading skills required in a position is the random selection of reading material required of the employee on the job. Selected reading material may be tested for its readability level. A readability index will show the reading level of the written material required for the job. Similarly an analysis of math skills and oral communication skills required on the job can also be ascertained. When the program administrator secures information on the basic skills level required on the job for which training is to ensue, the program administrator is then ready to select any number of basic skills tests which analyze client skill levels and match those levels to actual entry-level skills required on the job.

Vocational aptitude assessment instruments fall into two broad categories: those which act as an inventory or survey of interest and those which attempt to delve at length into interests, aptitudes and even experience. In this latter category are vocational assessment instruments that are produced by McGraw-Hill, Houghton-Mifflin, Prep, Inc., Educational Testing Services, and the California Career Information System. The instruments referred to above offer a multitude of information about clients which enable counselors to provide accurate feedback to clients on which training programs are more appropriate for them.

Employment and training program administrators have long valued objective evaluative processes in determining the most appropriate career and job choices for clients. Career counseling centers in schools, colleges and universities have also invested time and money in attempting to objectify the selection process in career and job choices. The old intuitive counseling approach where a counselor and client determines together career and occupational choices no longer seems the most efficacious approach to "job matching." Counseling, either in groups or in an individualized setting, is still perhaps the single most important aspect of the assessment/career/job search process, but allowing experienced counselors to have objective data about positions and jobs and the client's skills in a wide array of areas is key to providing the most accurate and reliable data for the client. The counseling interaction thus becomes more than mere educational guesswork. Data may provide the springboard for which intuition can only hope. Intuitive counseling, while worthwhile, just cannot lead to productive decisions by clients without objective and realistic data about jobs and the individuals who seek those jobs. Caution, however, must be taken to insure that our objective approach not provide quick, dirty and easy answers to what is a complex human process. No test or assessment system can provide with total reliability and accuracy hard measurable data on every individual, and we must, therefore, plan on a counseling process that incorporates assessment but is not driven by it. Client assessment packages are tools that have value, but they are only tools. The final outcome is a match between an individual and a suitable position.

ASSESSMENT

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STEPS IN SETTING UP A STUDENT ASSESSMENT SYSTEM

Getting Started

Assessment in Competency Based Education (CBE) must be directly linked to the skills and competencies taught. The skills and competencies taught must relate directly to the educational needs of the students being served. When there is a lack of relationship among what is taught, what is assessed, and what students need, the program loses relevance and credibility with the community and students served. The professional integrity, the relevance, and perceived importance of our programs for funding relies on this interrelationship. The following steps should be followed in setting up an assessment system:

Determine the educational needs of the adult populations that are served by the ABE program.

Identify the skills and competencies that meet the needs of these adult learners and will enable them to move toward their goals. Cross referencing those skills and competencies to those listed in the CASAS Competency List is helpful in linking the competencies to the assessment system.

Incorporate these skills and competencies into an integrated curriculum that 1) provides for basic skills and competencies to be introduced at appropriate levels and 2) identifies the sequence and level when competency is expected to be fully demonstrated. This step requires articulation, joint planning, and curriculum development by staff from each program level and among programs. Such coordination is crucial for sequencing of instruction and providing continuity of learning as the student progresses through the program.

Identify the curriculum materials and instructional strategies needed to assist the adult learner in attaining the skills and competencies needed to reach specific goals.

Once these four steps have been accomplished, planning for the assessment system can begin.

Designing the Assessment System

Assessment provides data for making sound decisions. Decisions about students need to be made for:

Placement in program:

What program?
What level?
What instructional plan?

Diagnosing student instructional needs and learning style:

Where should learning start?
How is the student functioning in basic and life skills?
How does the student best learn?

Providing relevant instruction and monitoring progress:

What competencies has the student already mastered?
What competencies need to be learned?
Has the student learned what was taught?
Is there a need for additional instruction?

Certifying student's skill and competency attainment:

Has the student demonstrated mastery of required competencies at the level specific?
Is the student ready to move to the next level?
Has the student demonstrated the prerequisite sills and competencies needed to enter a new program?

Decisions about programs also need to be based on valid and reliable data. These data can be used to:

Determine the effectiveness of the instructional program
Determine the effectiveness of various teaching strategies
Determine curriculum and instructional validity
Procure and allocate resources
Determine staff development/personnel needs.

The Management section discusses program evaluation in further detail. In designing relevant assessment for CBE programs, it is necessary to determine who needs to know what, and when. Assessment must be presented in a timely and understandable manner. The quality of the data collected is determined by its validity and reliability. The quality of decisions made relates directly to the quality of the data on which it is based.

COMPONENTS OF STUDENT ASSESSMENT SYSTEM

The four major components of a CBE student assessment system are described in detail in Figures A-1, A-2, A-3, and A-4, to assist in planning and implementing a CBE assessment system. The chart for each component is organized by the decision to be made. For each decision the chart specifies what information needs to be collected, how it is collected, in what format the information is received, who collects it, when it is collected, who receives the information, and who makes the decisions. The last column of each chart outlines the standards for collecting the information.

INTAKE

DECISIONS TO BE MADE	INFORMATION NEEDED	HOW COLLECTED	TYPE OF INFORMATION	WHO COLLECTS	WHEN COLLECTED	WHO MAKES DECISIONS	OTHERS NEEDING INFORMATION	DECISIONS CONNECTED WITH NEED	STANDARD FOR INFORMATION COLLECTED
1. Type of Program	Student Goals (short & long term)	Interview/ Questionnaire	Narrative/ Short Answer	Guidance	Program Entry/ Intaker	Guidance	Instruction	Verify Placement	Interview/Questionnaire Easy to Administer, Score & Interpret?
(ABE) (ESL) (VESL) (Vocational)	Student Reason for Entering Program	Interview/ Questionnaire	Narrative/ Short Answer	Guidance	Program Entry/ Intaker			Develop Individualized Educational Program	Is Information Available in a Timely Manner?
	Past Educational Experience	Interview/ Questionnaire	Narrative/ Short Answer	Guidance	Program Entry/ Intaker				
		Transcripts When Available	Years of Schooling and Type			Guidance	Administration	Program Planning	Is Information in a Usable and Understandable Form?
	Past Educational Experience	Interview, Letters of Recommendation	Types and Length of Employment	Guidance	Program Entry/ Intaker			Allocation of Resources	Is All Information Collected Necessary for Making Placement --(and not just "nice to know" information)?
	Interests	Interviews	Short Answer	Guidance	Program Entry/ Intaker				
	Student Special Needs (work schedule, time of day, access to program, etc.)	Interviews/ Questionnaire	Narative/Short Answer	Guidance	Program Entry/ Intaker				

Fig. A-1 (e)

Decisions to Be Made	Information Needed	How Collected	Type of Information	Who Collects	When Collected	Who Makes Decisions	Others Needing Information	Decisions Connected With Need	Standards for Information Collected
2. Level of Program	Current Level of Functioning	Placement Tests/ Procedures	Scores/Short Answers	Guidance	Intake During Initial Placement	Guidance	Instruction	Verify Placement	Are placement tests and procedures easy to administer, score & interpret?
(Beginning) (Intermediate) (Advanced)	Past Educational Experince	Transcripts/ When Available	Years & Type	Guidance	Intake During Initial Placement			Develop Individualized Instruction Plan	Does placement procedure take minimal time to administer?
	Past Employment (for Vocational/VESL)	Interviews/ Questionnaire	Types & Length of Employment/ Short Answer	Guidance	Intake During Initial Placement			Identify Beginning Point of Instruction	Do the score and placement procedures accurately identify placement levels? (What % over placement/% under placement?)
							Administration	Program Planning	Does content of placement tests generally reflect the instruction with content of the placement options?

Fig. A-1 (b)

DECISIONS TO BE MADE	INFORMATION NEEDED	HOW COLLECTED	TYPE OF INFORMATION	WHO COLLECTS	WHEN COLLECTED	WHO MAKES DECISIONS	OTHERS NEEDING INFORMATION	DECISIONS CONNECTED WITH NEED	STANDARDS FOR INFORMATION COLLECTED
Where should instruction begin with learner?	Student learning strength and weakness relative to program level emphasis including prerequisites	Diagnostic testing	Scores (error) analysis helpful	Instructor	Initial placement	Instructor	Guidance	Reassignment to a more appropriate placement or supplemented tutorials/resource center, etc., for gaining missing prerequisites	Measurement depicts enabling knowledge and skills of learner that will be used at present program level.
		Survey achievement	Profiles						Measurement samples range of learner knowledge with respect to outcome sought at program level.
			Work samples						Measurement should have several dimensions that indicate how the student is learning as well as what has been learned.
									Profile of scores with error analysis much more useful than a single score

Fig. A-2

INSTRUCTIONAL UNITS ASSESSMENT
Monitoring Progress

DECISIONS TO BE MADE	INFORMATION NEEDED	HOW COLLECTED	TYPE OF INFORMATION	WHO COLLECTS	WHEN COLLECTED	WHO MAKES DECISIONS	OTHERS NEEDING INFORMATION	DECISIONS CONNECTED WITH NEED	STANDARDS FOR INFORMATION COLLECTED
Do alterations need to be made with the teacher/learner materials, pacing, presentation modes, use of correctives?	To what extent is learner mastering learning outcomes?	Content Tests, Surveys	Scores (analysis of errors made for diagnostics)	Instructor	Throughout teaching/ learner process, end of units testing etc.	Instructor	Student	Correctives for learning	Measurement is directly linked with the immediate teaching/learning outcomes in form, substance and level of difficulty.
			Checklists, anecdotal comments				Guidance	Knowledge of results to reinforce learning and motivate goal attainment	Measurement is accurate in depicting growth
			Observe log, products, documents				Management	Change program	Questions or tasks asked of student are meaningful/ understandable by student
								Monitoring growth (summary form)	Measurement should be easy to administer, score, record and interpret by both teacher and student
								Determining program effects (results in summary form)	Measurement is more useful if it can relate to a continuum of learning outcomes addressed throughout the different progrm levels
								Staff development planning	
								Program planning	
								Resource allocation	

Fig. A-3

CERTIFICATION ASSESSMENT

DECISIONS TO BE MADE	INFORMATION NEEDED	HOW COLLECTED	TYPE OF INFORMATION	WHO COLLECTS	WHEN COLLECTED	WHO MAKES DECISIONS	OTHERS NEEDING INFORMATION	DECISIONS CONNECTED WITH NEED	STANDARDS FOR COLLECTED INFORMATION
Is student qualified to: move to next program level? move to different program? receive credit, credential, or certificate? master a competency or set of competencies or outcome? perform certain tasks or jobs?	What level of mastery is student on specified learning competencies or outcomes?	Content Tests Observation Student Products Demonstration	Scores Checklists Observation records Products	Instructor (Guidance)	As student demonstrates reliable performance that depicts desired outcomes As student nears mastery	Instructor (Guidance)	Guidance	Awarding Credit Awarding Certificate, Credential Placement into Program Career Development Counseling Monitoring Growth Determining Program effects Planning Allocation of Resources	Measurement is linked (can require transfer of learnings): intended outcomes of instruction prerequisite skills, knowledge, and competencies of the next program level or the next program placement credentialling or certificating standards need only measure at the standard cutting point with limited range of item difficulty) competency mastery standards independent level (90% correct response, and/or actual tasks to complete a performance Measurement accurately depicts masters according to cutting point criteria (More than one measure is useful in preventing errors) on a learning continuum Measurement should be easy to adminster, score, record, and interpret Measurement is more useful when it relates to a continuum of mastery

Fig. A-4

INTAKE

Decision

What program is needed?

ABE, ESL, VESL, Vocational

What level of program is appropriate?

Beginning, Intermediate, Advanced, Pre-Vocational

Information Needed to Make the Decision

Student goals
Past education experience
Past employment
Interests
Special Needs
Current level of functioning

How is this Collected?

Interview
In-take and student profile forms
Transcripts
Placement tests and procedures

Accurate placement into programs depends on collecting accurate information. The placement tests and procedures are an essential part of establishing accurate placement. Together with a Student Profile Form and interview, appropriate placement can be made that is based on the student goals, prior education experience, and current level of functioning. The information gained from placement testing will assist in determining the appropriate beginning level of instruction. The content of the tests and mode of assignment (listening, speaking, reading, writing) should generally reflect the content and mode of instruction at each program level. It is important that the placement tests are easy to administer, score, and interpret; that the results are immediately available, and a minimal amount of time is needed to administer the testing. When implementing new placement procedures, it is important to verify that placement testing and procedures are accurately identifying placement levels.

Diagnostic Assessment

Once the student is accurately placed into an appropriate program level, more in-depth information is needed by the instructor to determine where instruction should begin and to identify learning strengths and weaknesses in relation to student goals and curriculum emphasis, including prerequisite skills and competencies. The information gained from the diagnostic assessment will assist the instructor in setting up a learning plan for each student.

Diagnostic testing that provides an item or error analysis is more helpful than a single score. Ideally, diagnostic testing measures the enabling knowledges and skills that will be used at the present program level, samples a range of knowledge with respect to outcomes sought, provides several indications of what has been learned, and gives a profile of scores with error analysis. The instructor uses this information to design a learning program, and identify supplemental resources needed, such as tutoring or referral to a learning resource center.

Instructional Unit Assessment - Monitoring Progress

After the student has been appropriately placed into a program and a learning plan based on a diagnosis of strengths and weaknesses in relation to learning outcomes has been established, instruction begins. On-going monitoring of student learning is essential in a competency-based program. As the student progresses through the program, the instructor needs to know to what extent the student is mastering the learning. Do changes need to be made in materials, pacing, presentation modes, correctives?

The assessment in the classroom is directly linked with the immediate teaching/learning outcomes in form, substance, and level of difficulty. The questions or tasks asked of students are meaningful and understandable by the student. The assessment is easy to administer, score, record, and interpret by both teacher and student. It is more meaningful if it can relate to a continuum of learning outcomes addressed throughout the different program levels. The classroom assessment may be collected through teacher-designed content tests, survey achievement tests, observation, student demonstration, and work samples.

Certification Assessment

As the student progresses through the program, information is needed on the student's level of mastery on specified competencies or leaning outcomes. Decisions need to be made to move students to the next program level or different program; to award credit, credentials, or certificates; to perform certain jobs or tasks; and to master a competency or set of competencies. Assessment for the purpose of certification requires that the measurement is linked to

The intended outcomes of instruction

Credentialing or certificating standards

Competency mastery standards and/or

Actual tasks to complete a performance

Alternative modes of assessment are provided as appropriate, and the student is provided with repeated opportunities to demonstrate competency.

Setting standards for certification is addressed in the Technical Assistance Guide (California State Department of Education, 1978).

Whom, When, and How Often to Test

Whom to test, when to test, and how often to test are determined by the purpose of testing in a competency-based program. Most CBAE programs accept students into the program at any time during the year. Placement testing takes place throughout the year as students enter the program. Classroom testing is designed to provide on-going information to the student and teacher and occurs before, during, and after each instructional module. The frequency of testing depends on how quickly the student progresses through and masters the skills and competencies at each program level. The monitoring of student progress or achievement through the program can be scheduled for specific time periods during the year for all classes or can be designed to measure the growth of an individual student after a designated number of hours of instruction.

Data collected can yield additional information to answer questions such as: Is the student continuing to progress at the same rate? Is the student retaining the skills and competencies over a period of time, or does reteaching or review of certain skills and competencies need to take place, and is this reteaching effort effective? Are students placed at the appropriate level of instruction?

THE ROLE OF THE ASSESSMENT DEVELOPMENT TEAM

A team effort is required in developing and implementing an assessment system that meets the needs of all programs and levels. The committee may be comprised of the following members depending on the size and needs of the program:

One or more teachers from each program level

Coordinator for the program or department chair

Personnel performing the guidance function

Program administrator

In smaller programs, one person may perform several of these functions. Members of the team should be selected for their knowledge of curriculum and instruction at given program levels, experience in working with the adults served by their program, and knowledge of typical adult performance at a given program level. Special committees can be formed to develop tests for a given level, but the placement procedures, achievement tests, and certification tests need to be reviewed by the team as a whole to insure an assessment continuum that reflects the entire program. The team will:

Develop and review assessment specifications for each component of the system

Make recommendations on standards

Make recommendations for implementation

CULTURAL CONSIDERATIONS IN TESTING

Format

The multiple-choice test format is not used in many countries, and native language speaking students often have minimal test-taking skills. To be sure that the examiner is not testing the ability to take a test, students should be given practice with the format of the test prior to a testing situation. Using sample tests to allow students to become familiar with the testing format well in advance of the test is helpful.

Native Language

The use of the students' native language (oral or written) to prepare them for the testing experience by explaining the concepts as well as the procedures of the testing process can be advantageous for a Limited English Proficient (LEP) population, but only if all students speak and read the same language. If all students do not speak and read the same native language, then use of the native language should be avoided and only English used.

Creating a Test Atmosphere

ESL and ABE classes tend to be informal, and teachers often encourage more proficient students to help their less proficient peers. Often students do not recognize the difference between a testing and teaching situation. What is called "cheating" is usually simply part of the cooperation pattern in some cultures. Teacher-made tests can be used to help students learn the appropriate behavior for testing situations.

LEP students may not understand the secure nature of standardized tests. They want to take the tests home to study and share with family and friends. Test administrators must be especially aware of these factors when testing LEP students.

It is helpful to spend time explaining the concept of pre-testing and post-testing and how the results will be used to help the students reach their goals. Stress that individual results will be shared privately.

REFERENCES

CASAS Bank and User's Manual. San Diego: California Adult Student Assessment System Consortium and San Diego Community College District, 1983.

Technical Assistance Guide. Sacramento, CA: California State Department of Education, 1978.