DOCUMENT RESUME

ED 328 767 CE 056 975

AUTHOR	Hollenbeck, Kevin; Bennici, Frank
TITLE	A Follow-up Study of the Delivery of Title III Services to Dislocated Workers in Ohio.
INSTITUTION	Ohio State Univ., Columbus. National Center for Research in Vocational Education.
SPONS AGENCY	Ohio State Dept. of Education, Columbus.
PUB DATE	Feb 88
CONTRACT	2-P6-SA-00-00
NOTE	165p.; For related documents, see ED 325 635-637.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC07 Plus Postage.
DESCRIPTORS	Adult Education; Adult Programs; *Dislocated Workers; *Employment Patterns; *Employment Programs; *Employment Services; Followup Studies; Job Search Methods; Job Training; Participant Characteristics; Participant Satisfaction; Program Effectiveness; State Programs; Unemployment; Vocational Followup
IDENTIFIERS	*Job Training Partnership Act 1982; *Ohio

ABSTRACT

A study collected data about Title III of the Job Training Partnership Act (JTPA) services to clients and factors that affected the outcomes from these services. A random sample of 1,347 individuals who had received services was surveyed via telephone. These individuals were dislocated workers who had terminated from a subgrantee's program during Program Year 1985. Site visits to 56 subgrantee organizations were undertaken. Findings showed that Ohio dislocated workers suffered considerable labor market distress even after training. About two of three dislocated workers were male; Blacks were disproportionately represented; median age was 39; and about two of three held jobs in the manufacturing sector prior to dislocation. Across subgrantee types, private business programs served an older clientele, and labor organizations served a younger group. Job search assistance was the most common service provided. Clients were highly satisfied with programs and services. Client satisfaction was similar across subgrantee types. About five of six workers obtained a job after Title III program termination. The wage rates of jobs held after program termination were generally quite low relative to prior wages. Among subgrantee types, labor organizations had the best outcomes. Recommendations to JTP-Ohio were made. (Survey instruments are appended. The document includes 28 tables and 9 references.) (YLB)

A FOLLOW-UP STUDY OF THE DELIVERY OF TITLE III SERVICES TO DISLOCATED WORKERS IN OHIO

Kevin Hollenbeck
Frank Bennici

The National Center for Research in Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210-1090

February 1988

THE NATIONAL CENTER MISSION STATEMENT

The National Center for Research in Vocational Education's mission is to increase the ability of diverse agencies, institutions, and organizations to solve educational problems relating to individual career planning, preparation, and progression. The National Center fulfills its mission by:

- Generating knowledge through research
- Developing educational programs and products
- Evaluating individual program needs and outcomes
- Providing information for national planning and policy
- Installing educational programs and products
- Operating information systems and services
- Conducting leadership development and training programs

FUNDING INFORMATION

Project Title:	A Follow-up Study of the Delivery of Services to Dislocated Workers
Subgrant Number:	2-P6-SA-00-00
Project Number:	762190
Act under Which the Funds Were Administered:	P.L. 97-300
Source of Contract:	Ohio Department of Education
Project Officer:	Alice Worrell, JTP-Ohio
Contractor:	The National Center for Research in Vocational Education The Ohio State University Columbus, Ohio
Executive Director:	Ray D. Ryan
Project Director:	Kevin M. Hollenbeck
Disclaimer:	This publication was prepared pursuant to a contract with the Ohio Department of Education. Contractors undertaking such projects under government sporsorship are encouraged to express freely their judgment in professional and technical matters. Points of view or opinions do not, therefore, necessarily represent official Ohio Department of Education or JTP-Ohio position or policy.
Discrimination Prohibited:	Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance." Title IX of the Education Amendments of 1972 states: "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal assistance." The Follow-up Study of the Delivery of Services to Dislocated Workers project, like every program or activity receiving financial assistance from the U.S. Department of Labor, must comply with these laws.

TABLE OF CONTENTS

LIST OF TABLES AND FIGURES

Table

Figure

FOREWORD

In order to better understand the factors that affect the delivery of JTPA title III services to dislocated workers in Ohio and to determine how those factors influence the outcomes for clients, the National Center for Research in Vocational Education (NCRVE) has conducted a sample survey of individuals that participated in a title III program during Program Year 1985 and has conducted site visits to five such programs. This report documents the findings from these data collection activities and provides recommendations emanating from these findings.

This study would not have been possible without the cooperation and assistance of the 1,350 dislocated workers who responded to our telephone interview. We greatly appreciate the time and the insights that these men and women contributed to the study. In the course of drawing the random sample for the survey, NCRVE staff members visited all of the 56 subgrantee organizations across the state. All of these organizations were most helpful in providing the needed data. We thank them for their helpfulness.

We also thank JTP-Ohio and the Ohio Department of Education for support in this project and Alice Worrell, who served as project officer, for her guidance and interest. JTP-Ohic supplied us with the necessary data to conduct our analyses and the introductory memoranda to subgrantees to facilitate our study. Dr. Mark Shanahan provided us with many useful suggestions as a result of his thorough review of the draft final report. Professor Steven Mangum, of The Ohio State University, was also a reviewer and gave us many helpful comments.

The telephone survey and survey operations were conducted under agreement with OSU Poll. Professor Richard Klimoski and Ms. Jenny Whipple supervised this phase of the study with a high level of professionalism and competence.

Housed in the Evaluation and Policy division of the National Center, the project was staffed by Jennifer Kling, Diann Stefan, Frank Bennici, and Debbie Fladen. The NCRVE project director was Dr. Kevin Hollenbeck. This report was typed by Debbie Weaver. We thank all of the project staff for their time and effort.

Ray D. Ryan
Executive Director
The National Center for Research
in Vocational Education

EXECUTIVE SUMMARY

Ohio contracts statewide, under title III of the Job Training Partnership Act (JTPA), to provide a variety of services to assist dislocated workers to become gainfully employed. Among the services are on-the-job training, job search assistance, job development, skill training, supportive services, prelayoff assistance, relocation assistance, and early intervention programs. Information about these services and the clients who use them has been lacking. Furthermore, follow-up data on the employment and education experiences of clients after they have been served has been sparse. This lack of relevant data requires administrators to make operational decisions without the benefit of knowing which program characteristics have been most often associated with success.

The National Center for Research in Vocational Education has conducted a study for JTP-Ohio to collect data about title III services to clients and factors that affect the outcomes that result from these services. This report documents the results and methodology of that study. Whereas the intent of JTPA title III is to facilitate the reemployment of clients, data are needed to examine the nature of the reemployment and to diagnose the contribution of title III services to individual clients' general human capital. In short, the objectives of the study were as follows:

- To describe the characteristics of clients' employment experiences following their involvement with JTPA title III
- To determine the extent to which clients receive further education or training after receiving title III services
- To analyze the factors that influence postprogram employment and training experiences

Two types of primary data collection methods were undertaken during the project. First of all, a random sample of individuals who had received services through title III was surveyed via telephone. Second, in person site visits to subgrantee organizations were undertaken. The follow-up survey of clients and ensuing data analyses represent the primary activities of the study. The survey was designed to provide statistically valid data for each of 5 types of subgrantees:

- Education institutions
- Community-based organizations that are not service delivery areas (SDAs)
- Private businesses
- Labor organizations
- SDAs

The individuals comprising the population that was sampled were dislocated workers who had terminated from a subgrantee's program during Program Year (PY) 1985, that is, July 1, 1985-June 30, 1986. Five on-site visits to programs were conducted in order to enhance our understanding of and sensitivity to the key factors operating in the various programs offered by subgrantees.

The study's findings show that the Ohio dislocated workers surveyed in this study suffered considerable labor market distress even after their training. Some relevant statistics follow:

- The unemployment rate of the dislocated workers at the time of our survey was 24.5 percent.

- The median wage earned in the first job after program participation for Ohio dislocated workers was $6.00/hour as compared to a median wage of $9.45/hour in the last job prior to dislocation. The median replacement ratio was .79.

The general profile of dislocated workers exhibited the following characteristics:

- About two out of three were males

- Blacks were disproportionately represented in the population relative to their share of Ohio labor force

- Median age was 39; median years of full-time employment experience prior to dislocation was 16 years

- About two out of three held jobs in the manufacturing sector prior to dislocation; most of these jobs were in four industries within manufacturing--primary iron and steel manufacturing; primary nonferrous metal manufacturing; machines, except electrical; and transportation equipment

Across subgrantee types, private business programs served a older clientele than the other program types, and labor organizations served a younger group of dislocated workers. The individuals who participated in private business programs were, for the most part, dislocated by a plant closing and tended to have 4+ weeks of notification prior to layoff. The individuals in labor organization programs were mostly laid off and, on average, had 1 week or less notice.

Job search assistance was the most common service provided to dislocated workers (about 70 percent). Next came classroom training in an occupational skill (48 percent), classroom training in basic academic skills (24 percent), and OJT contracts (16 percent). CBOs and private business subgrantees provided job search assistance to about 85 percent of their clients, whereas the other three types of subgrantees provided job search

assistance between 55-65 percent of the time. Educational institutions and CBOs had the highest incidence of classroom training--both in specific occupational skills and basic academic skills. Over 50 percent of the respondents served by education institutions or CBOs reported receiving specific skill training in classrooms. The other three subgrantee types had less than half of their clients enroll in classroom skill training. Similarly, 30-40 percent of CBO and educational institution clients took classroom training in basic skills, whereas only 10-20 percent of the clients from the other subgrantee types received this kind of training. PICs/SDAs had the highest relative share of OJT contracts, although the variation in this type of service across subgrantee types was not great.

Clients were highly satisfied with the title III programs and services they received. Over 40 percent graded these programs with an A or A+, and over 90 percent would or did recommend the program to their friends. Client satisfaction was similar across subgrantee types.

About five out of six workers obtained a job after title III program termination. Labor organizations had the highest employment rate--90 percent--and private businesses had the lowest--69 percent. At the time of the survey, about 65 percent of the sample were working, 20 percent were unemployed, and the remaining 15 percent were not in the labor force.

As discussed above, the wage rates of the jobs held after program termination were generally quite low relative to prior wages. The largest industrial share of jobs held after program participation was in manufacturing, but the percentage here was only 35 percent as compared to 65 percent prior to dislocation. The Services and Wholesale and retail trade sectors gained the most workers. Among the occupations, Benchwork and Machine trades occupations were the biggest losers, whereas Clerical and sales and Service occupations were the relative gainers. Approximately one-third of the first jobs held after program termination were unionized compared to 56 percent of the jobs that were lost.

Besides the relatively low starting wages of the first jobs, several other outcomes were somewhat pessimistic. First of all, over 30 percent of the 1st jobs were reported to be temporary or seasonal in nature. Second, almost two-thirds of the job holders reported that the JTPA training had "very little" or "no" relevance to the job. Finally, question W11 of the survey asked respondents what percentage of work time was spent in training during the first week of employment and during weeks two to four. Almost 50 percent of the respondents that obtained a job reported that 10 percent or less of their work time during the first week of employment was spent in training (this is equivalent to 4 or fewer hours). Almost 60 percent of those that became employed reported no training in weeks two to four.

Among nonemployment-related outcomes, reductions in the number of persons receiving income assistance and a fair number of program terminees enrolling in school were observed. Marital dissolution, homeownership changes, and relocation were relatively rare and were not judged to be significant problems.

Among subgrantee types, labor organizations had the best outcomes by a number of different measures. The labor organizations had the highest reemployment rate, the highest wage replacement ratios, the greatest reduction in the percentage of clients that reported receiving income assistance prior to program participation but not after program termination, and statistically significant positive effects on starting wages of the first job held after program termination.

Perhaps the most pervasive aspect of title III programs is their extreme variation in clientele and services rendered. When one considers the administrative environments, however, it is not hard to understand why. Funding comes from two separate "pots"--Secretary's discretionary funds and state allocations. Each has different matching requirements. The administrative entities for the title III programs are quite distinct types of organizations ranging from academic institutions to CBOs to labor organizations to private sector businesses and multiple programs may operate concurrently in the same geographic area. Client characteristics vary widely. Some clients hold highly specialized occupations and have considerable educational backgrounds. Others have relatively low educational backgrounds. But even against this highly disparate background, the findings of this study lead to a number of policy and administrative recommendations for JTP-Ohio to consider. These recommendations, concerning administrative rules and regulations, the nature of services provided to clients, the nature of placements, nonemployment-related outcomes, and general broad policy issues, are as follows:

- Recommendation 1: The State of Ohio should use its general revenues to meet (or to partially meet) the matching requirements of title III programs.

- Recommendation 2: Program regulations should clearly specify to local programs that they are able to enroll clients up until the end of each program year and to obligate and carry over enough funds to complete normal training activities.

- Recommendation 3: Clients should be classified into two statuses: applicant and enrollee. Outreach, orientation, and application processing costs should be associated with and budgeted against the number of applicants. Training services and evaluative standards should apply to enrollees.

- Recommendation 4: Concurrent enrollments of clients across titles II and III and across subgrantees should be encouraged.

- Recommendation 5: Local programs should use a broad strategy for program outreach, relying on many different media rather than more targeted outreach strategies.

- Recommendation 6: Subgrantees need to reexamine the emphasis they place on job search assistance as a service strategy.

- Recommendation 7: Placements and accountability mechanisms such as performance standards should take into account the quality of the jobs that terminees are obtaining. Quality indicators include permanence, promotion likelihood, and the amount of training to be provided.

- Recommendation 8: The state should attempt to establish guidelines for allowing school enrollment to be a positive outcome for title III programs. Not all enrollments should be considered positive, however.

- Recommendation 9: OJT contracts should explicitly set out training objectives, activities, and competencies to be developed. These contracts should have more accountability mechanisms and should be monitored more closely by local and state personnel.

- Recommendation 10: Policymakers need to account for the nature of services in developing program evaluation standards.

- Recommendation 11: JTP-Ohio should consider limiting subgrantee agencies to organizations that have high likelihoods of continued existence in their service area beyond their current grant period.

These recommendations are put forth to stimulate further discussion and consideration. Recommendations 1, 2, 4, and 9 are based on observations made at the five, or even a subset of the five, site visits, so the reader is cautioned that they are based on an extremely limited sample, however. The remaining recommendations come from the sample survey results. Title III training serves a great need. Because of that need and because of limited resource availability, it is important that administrators receive and review the kind of information about program outcomes that is put forth in this study. It is our hope that this information and further consideration of the recommendations made herein will contribute, even if in an incremental fashion, to optimal service delivery.

I. PURPOSE OF AND BACKGROUND TO STUDY

Ohio contracts statewide, under title III of the Job Training Partnership Act (JTPA), to provide a variety of services to assist dislocated workers to become gainfully employed. Among the services are on-the-job training, job search assistance, job development, skill training, supportive services, prelayoff assistance, relocation assistance, and early intervention programs. Information about these services and the clients who use them has been lacking. Furthermore, follow-up data on the employment and education experiences of clients after they have been served have been sparse. This lack of relevant data requires administrators to make operational decisions without the benefit of knowing which program characteristics have been most often associated with success.

The National Center for Research in Vocational Education has conducted a study for JTP-Ohio to collect data about title III services to clients and factors that affect the outcomes which result from these services. This report documents the results and methodology of that study. This chapter of the report provides a review of the legislative background that led to title III and places the current study in the context of previous research concerning title III and dislocated workers. We argue that whereas the intent of JTPA title III is to facilitate the reemployment of clients, data are needed to examine the nature of the reemployment and to diagnose the contribution of title III services to individual clients' general human capital. In short, our objectives were as follows:

- To describe the characteristics of clients' employment experiences following their involvement with JTPA title III
- To determine the extent to which clients receive further education or training after receiving title III services
- To analyze the factors that influence postprogram employment and training experiences

Legislative Background of Title III

The question may be legitimately asked as to why the federal government (through grants to the State of Ohio) uses title III to intervene in the general labor market. A historical review of federal employment and training policy offers some insight.

Economic growth following World War II was not evenly distributed across the country. In the late 1950s, policymakers began to recognize uneven regional development. Regions dependent upon coal production were suffering from high unemployment, poverty, and an out-migration of people and capital, for example.

The Area Redevelopment Act of 1961 provided assistance to these depressed regions in order to help them retain and attract industry and funded manpower training programs for the structurally employed (see Clague and Kramer 1976). For the first time in the United States, employment and training programs were incorporated into regional economic development, and the problems of dislocated workers were explicitly treated.

During this period, there was also an increasing awareness and sensitivity to the role of technology in the workplace and to the potential emergence of a large pool of structurally unemployed individuals who were displaced by automation and who lacked appropriate education and skills. The debate centered around two policy alternatives: retraining these workers (a supply-side policy) and stimulating aggregate demand to expand the economy. Both were tried with the enactment of the Manpower Development and Training Act (MDTA) in 1962 and the personal income tax cut in 1964. MDTA established retraining programs for middle-aged workers displaced by technological change--a category of the structurally unemployed who have been victimized by the substitution of capital for labor in various industries and roughly similar to what we now call dislocated workers. The tax cut was a Keynesian attempt to stimulate aggregate demand through increased consumer spending.

During the early 1970s, concern for dislocated workers diminished. This period started with the Public Service Careers program of 1970. Although not a counter-cyclical program, it served as a predecessor to the Public Employment Program (PEP) created by the Emergency Employment Act of 1971. Hiring for this program was to take place within specific groupings of the structurally unemployed: unemployed Vietnam-era veterans, welfare recipients, youth entering the labor force, older workers, workers with little facility in the English language, migrant and seasonal workers, and other disadvantaged persons.

The enactment of the Comprehensive Employment and Training Act (CETA) of 1973 represented a major event in the administration and, particularly, the funding of employment and training policy, further contributing to the targeting of programs. The categories of clients were expanded to include Native Americans and ex-offenders, as well as those mentioned above. Training, job creation, and work experience programs continued to be the modes of intervention. The Skills Training and Improvement Program (STIP) in 1976 treated experienced workers who were unemployed and in need of advanced training, and the Help through Industry Retraining and Employment program (HIRE) assisted veterans through on-the-job training. Various youth programs were created in 1977 and 1980.

In the 1980s, the shift toward a more prominent role for private sector firms and toward economic development stimuli caused the reemergence of attention to dislocated workers. The movement toward more private sector involvement in employment and

training policy began in 1978 with title VII of CETA, known as the Private Sector Initiatives Program (PSIP). Increased private sector involvement was a major thrust in the passage of JTPA in 1982. Each service delivery area had a Private Industry Council (PIC), chaired by a private sector member and comprised of a majority of private sector members, that was responsible for policymaking and oversight of local JTPA operations. Furthermore, each state had a Job Training Coordinating Council comprised of a majority of private sector members.

The major share of funding under JTPA resides in its title IIA and IIB, which retain the targeted nature of the CETA and predecessor programs. However, title III explicitly addresses the problem of dislocated workers. One-fourth of the funds appropriated for this title may be reserved by the Secretary of Labor for persons affected by mass layoffs, national disasters, federal government actions (such as relocations), or for persons who live in areas of high unemployment or designated enterprise zones. The remaining 75 percent of funds are to be distributed to states according to a weighted formula using relative numbers of persons unemployed living in the state, relative excess unemployment over 4.5 percent, and relative number of persons unemployed for 15 weeks or more. The state allocation must be matched with non-federal public or private funds on a dollar-for-dollar basis, although the state's match requirement decreases as the rate of unemployment in a state exceeds the national rate.

Dislocated workers eligible for assistance are those who--

- have been terminated, laid off, or received notice of termination or lay off, are eligible for or have exhausted their unemployment compensation, and are unlikely to return to their previous industry or occupation;

- have been terminated, or who have received a notice of termination, as a result of any permanent closure of a plant or facility; or

- are long-term unemployed and have limited opportunities for employment or reemployment in the same or a similar occupation in the area of residence in which such individuals reside, including older individuals who may have substantial barriers to employment by reason of age.

The funds under title III may be used by the state for statewide or industrywide programs, or programs within service delivery areas in coordination with PICs and elected officials.

The problem, then, to be ameliorated through federal intervention in the labor market is unemployment. The social costs of unemployment are high--lost productivity and national income, increased income maintenance support payments, and nonpecuniary costs that may have social externalities such as mental illness, family dissolution, and reduced self-esteem.

Beyond the efficiency issues of unemployment are equity concerns--certain groups of the population tend to bear the burden of unemployment disproportionately relative to their share of the population.

CETA, for the most part, and the title II JTPA programs attempt to address both the efficiency and equity problems of unemployment by targeting program services to particular disadvantaged populations. The strategies used are primarily human capital enhancement through skill training and basic education. Title III is not targeted. Services are aimed at any individuals who have demonstrated considerable labor force attachment but who have become dislocated. The primary strategy is to facilitate reemployment rather than to enhance skills per se. Of course, for many dislocated workers, retraining is the most expeditious means to reemployment. To assess the effectiveness of title III, we need to understand the magnitude and nature of the dislocated worker problem and to consider the results of prior studies of that problem.

Magnitude of the Dislocated Worker Problem

In January 1984, a special supplement to the Current Population Survey (CPS) was sponsored by the Bureau of Labor Statistics (BLS). The supplement focused on the extent of worker displacement in the labor force, and provided insight into the impact of the two economic recessions of 1980-81 and 1982-83. Another special supplement to the CPS, cosponsored by the Employment and Training Administration and BLS, was undertaken in January 1986.

Flaim and Sehgal (1985) report the findings from the first supplemental survey and discuss the data and various concepts of displacement. The BLS survey obtained information from workers who lost their jobs due to a plant closing or employment cutbacks between 1979 and 1983 (a weighted total of 11.5 million individuals). Flaim and Sehgal consider displaced (or dislocated) workers to be individuals with at least 3 years of experience in their last job (5.1 million). They describe those workers as persons "who have lost jobs in which they had a considerable investment in terms of tenure and skill development and for whom the prospects of reemployment in similar jobs are rather dim" (p. 4).

The principal findings reported by Flaim and Sehgal are as follows:

- About half of the 5.1 million workers reported they had become displaced because their plants or business closed down or moved. Two-fifths reported job losses due to "slack work" (or insufficient demand), and the rest said their shifts or individual jobs had been abolished.

- About 3.5 million of the displaced workers had collected unemployment insurance benefits after losing their jobs. Nearly one-half of these reported they had exhausted their benefits.

- Many no longer had health insurance coverage, including some who subsequently found work.

- Of the 5.1 million displaced workers, about 3.1 million had become reemployed by January 1984, but often in different industries than in the ones they had previously worked. About 1.3 million were looking for work, and the remaining 700,000 had left the labor force.

- Of the 3.1 million displaced workers who were reemployed, about half were earning as much or more in the jobs they held when surveyed than in the ones they had lost. However, many others had taken large pay cuts, often exceeding 20 percent.

- Blacks accounted for about 600,000 of the 5.1 million displaced workers, and Hispanics made up 300,000. The proportion reemployed as of January 1984 was relatively small for both of these groups--42 percent for blacks and 52 percent for Hispanics. Conversely, the proportions looking for work were relatively high--41 percent for blacks and 34 percent for Hispanics. (p. 3)

Devens (1986) used the "longitudinal potential of the CPS" to provide information on changes in the labor market status of the dislocated workers identified and analyzed by Flaim and Sehgal. Generally, the dislocated workers upgraded themselves in the labor market considerably between January 1984 and January 1986. Devens reports that

> displaced workers in all labor force categories were more likely to have moved into employment and less likely to have left the labor force than comparable workers who were not displaced. (p. 40)

The workers appeared to be better off not only in terms of employment rates, but also in terms of wages. In January 1984, only about 50 percent of reemployed full-time displaced workers made as much (or more) as they had in their previous jobs and more than 25 percent suffered wage losses of 20 percent. By January 1985, almost 60 percent of reemployed workers earned as much or more, and 18 percent had suffered 20 percent or more decreased wages.

Horvath (1987) replicated the Flaim and Sehgal study, but used the data from the second supplemental survey. He found a more positive picture for displaced worker outcomes and attributed that to employment growth associated with the general economic recovery starting in 1984. His major findings are as follows:

- A total of 10.8 million workers 20 years of age and over lost jobs because of plant closings or employment cutbacks over the January 1981-January 1986 period. Those who had been at their jobs at least 3 years numbered about 5.1 million. This estimate was very similar to that obtained in the 1984 survey, which had covered the 1979-83 period.

- Although both surveys yielded about the same number of displaced workers with at least 3 years of tenure on the lost jobs, the reemployed proportion was much higher in 1986 than in 1984, 67 compared with 60 percent.

- Close to 18 percent of those displaced were unemployed when surveyed in January 1986. This was an improvement over 1984, when 26 percent of those displaced were looking for work.

- The number of labor force exits among displaced workers was very close to the 14 percent level observed in 1984. More than 1 of every 3 older workers (over 55 years of age) left the labor force after losing their jobs.

- Of the 3.4 million workers who found work following the displacement, 2.7 million were working at full-time wage and salary jobs. More than half of those reemployed earned as much or more in their new jobs as in their lost jobs.

- Two of three displaced workers were men.

- The geographic distribution of displaced workers was again heavily concentrated in the East North Central States. More than 1.1 million workers there had lost jobs since 1981.

- Following displacement, reemployment was more difficult for black and Hispanic workers. The percentage of those who were reemployed as of January 1986 was about 10 percentage points lower than the comparable level for whites. (p. 3)

The national databases, then, found a large number of dislocated workers over the periods 1979-84 and 1981-86, but the outcomes of the dislocation for the workers improved over the 1984-86 period, a time of economic growth. The data show that despite the improvement in outcomes, however, large numbers of dislocated workers experienced difficulty in making labor market adjustments.

Prior Studies of JTPA Title III Effectiveness

The BLS studies referenced above only implicitly give any indication of the effectiveness of title III in helping dislocated workers.[1] A number of studies have addressed that specific issue, however. Methodologically, the major problem with employment and training program evaluations is that they suffer from selection bias. When the individuals who participate in programs differ from the general population that is eligible for the program, say for example in terms of motivation, then it is extremely difficult to disentangle analytically the impact of the program (see Maynard and Fraker 1984). In projects described below, however, a comparison plant methodology was used to control for selection. Project services were made available for individuals laid off from one set of plants but not from another, similar set of plants and the results were compared.

Dislocated Worker Project Demonstrations

In 1982 and 1983, the Department of Labor sponsored dislocated worker demonstration projects in six different localities across the United States, each experiencing different labor market conditions. These projects included Alameda County, California; Buffalo, New York; Lehigh Valley, Pennsylvania; Mid-Willamette Valley, Oregon; Milwaukee, Wisconsin; and Yakima, Washington. A process evaluation of each of these projects was undertaken and case studies were prepared on each site (Mathematica Policy Research 1984). In addition, an impact evaluation was performed for participants in the Buffalo demonstration project. The process evaluations collected data on placement rates and earnings on the new jobs and compared them with those on the previous jobs. The placement rates across these six sites varied from a low of 8.5 percent in Milwaukee to a high of 81 percent in Yakima. An important distinction between these two projects was that Yakima rigorously screened applicants for motivation and "serviceability" and enrolled only 243 individuals, whereas Milwaukee did no screening and served 2,713 individuals.

The impact evaluation at the Buffalo site found positive results for the project. In contrast to a comparison group, individuals served by the project had much higher employment rates (60 percent vs. 30 percent), average hours per week (24-27 compared to 10-19), and earnings per week ($290 to $197). The authors of the evaluation suggest that the favorable results are explained partly by the project offering a full range of services and a strong, stable organization with good community ties and understanding of the local labor market.

---

[1]The survey did not ask respondents about participation in government-sponsored training programs.

Downriver Dislocated Worker Project

The Downriver Community Conference operated two projects designed to serve dislocated workers in the Detroit area. These projects began in 1980 and offered reemployment and retraining services to approximately 1,500 workers in 16 communities southwest of Detroit. The overall evaluation of this effort demonstrated favorable results in the 1980-81 project, but no positive results in the second project that operated from 1981-83. Outcomes that were examined included reemployment rates and weekly earnings. Reasons given for the lack of agreement in the results included the fact that the second phase took place in the depths of the 1981-83 recession and that workers displaced by Ford Motor Company had more financial support through Supplementary Unemployment Benefits, Trade Adjustment Assistance, and UI than did workers from comparison plants. These additional financial resources may have caused some workers to be less eager to accept new jobs available through the project.

Case Studies of Early Implementation of Title III

In 1984-85, the U.S. Department of Labor funded a study to review the early implementation of title III programs. Westat, Inc. performed the study by conducting 23 case studies of projects across the country (See Cook et al. 1985). Their findings included the following:

- Relatively high emphasis on job search training vis-a-vis institutional training
- Low spending rates relative to appropriations; high obligations (over 97 percent), however
- Considerable administrative or policy influence by PICs, even though states could keep the administrative responsibility for title III funds

Office of Technology Assessment (OTA) Report

The Senate Committees on Finance and on Labor and Human Resources asked OTA in 1983 to assess the reasons and outlook for adult placement, to evaluate the performance of existing programs to serve displaced workers, and to identify options to improve programs (U.S. Congress, Office of Technology Assessment 1986). This report, probably the most authoritative document on dislocated workers to date, concluded that increased automation and international competition will continue to cause worker displacement for a number of years. It went on to indicate that those workers most vulnerable to displacement will be those involved in routine manual and menial tasks (particularly in manufacturing). Additionally, jobs requiring semiskilled labor will either be moved offshore, be lost to import penetration, or

be automated. Among the workers displaced will be those less educated and less skilled. Highly skilled technical, professional, and managerial positions were determined to be less vulnerable to displacement. The report concluded that the best route back to employment for the displaced worker is through retraining. Other reemployment services desirable for the displaced workers include job search assistance, counseling, job development, and relocation assistance.

General Accounting Office Studies

To assist the Congress in its oversight to title III of the Job Training Partnership Act, the General Accounting Office (GAO) (1987) surveyed all title III projects operating between October 1982 and March 1985 to obtain program information concerning results achieved, assistance provided to participants, characteristics of the participants, and program administration. The results of the survey are as follows:

- Title III projects reported having 69 percent placement.
- The average wage level reported for the jobs in which the participants were placed was $6.61 per hour, significantly higher than the wage levels reported by other employment and training programs but generally lower than participants' prior wages.
- Project success rates varied substantially.
- Outcomes varied according to project characteristics.
- Most participants received job counseling and job search assistance; fewer were trained.
- Twenty-two percent of the workers enrolled had less than a high school education.

The analysis of GAO regarding the administration of title III projects disclosed two issues; the need to speed up implementation of title III projects in some states, and the need to reevaluate the matching requirement. GAO also expressed concern about the low representation of older and less educated workers in title III projects because these two groups experience more difficulty in finding new employment than younger or more educated workers.

The GAO prepared a briefing report to the chairman of the U.S. Senate Committee on Finance in April 1987 entitled, Dislocated Workers, Exemplary Projects under the Job Training Partnership Act. The report describes the characteristics of 80 projects with exemplary outcomes identified from the GAO's national survey mentioned above. The report presents further analysis of eight exemplary projects that project staff visited.

The 80 projects had placement rates and wage levels above the national averages. When GAO compared these 80 projects to all title III projects, they suggested various key project features that may have contributed to the exemplary outcomes, but they did not find any single combination of factors that was consistently associated with exemplary outcomes. With regard to the sites visited, the GAO found an apparent link between the services provided to participants and the outcomes achieved for seven of the eight sites. GAO attributed the positive results to the intensity and breadth of services provided. Common characteristics of success that GAO observed among the seven sites were--

- o staff with extensive knowledge of local labor markets
- o individualized counseling and assessment with assistance tailored to specific workers
- o competent, rigorous intervention
- o personal support and persistent follow-up to ensure program completion

The lessons GAO felt had been learned from the review are that (1) allowing states the flexibility to select sponsors, as opposed to channeling all funds through SDAs, has proven successful; (2) having project staff with expert labor market knowledge was a key ingredient to success, and (3) intervening early facilitated worker reemployment.

Summary

National data suggest that improved general economic conditions (over the period 1984-86) had favorable impacts on dislocated workers; but even with an improved economy, dislocated workers experienced serious labor market difficulty. Studies of title III programs suggest that organizations that offer a wide variety of services and that have proven experience in understanding their local labor market are most effective.

The next chapter of the report documents the survey design and methodology for the current study. Chapter 3 provides a profile of the dislocated workers surveyed--demographic and prior work experience characteristics, program experiences, and postprogram labor force characteristics. In chapter 4, multivariate analyses of program outcomes by type of subgrantee are presented, whereas chapter 5 discusses the findings of site visits to subgrantee agencies. Chapter 6 summarizes the findings and suggests policy recommendations.

II. DATA

Two types of primary data collection methods were undertaken during the project. First of all, a random sample of individuals who had received services through title III was surveyed via telephone. Second, in person site visits to subgrantee organizations were undertaken. This chapter documents these two data gathering activities.

Follow-up Survey of Clients

The follow-up survey of clients and ensuing data analyses represent the primary activities of the study. The survey was designed to provide statistically valid data for each of five types of subgrantees:

- Education institutions
- Community-based organizations that are not SDAs
- Private businesses
- Labor organizations
- SDAs

The following sections describe the universe, sample design and sampling strategy, survey operations, and survey response.

Universe

The individuals comprising the population that was sampled were dislocated workers that had terminated from a subgrantee's program during Program Year (PY) 1985, that is, July 1, 1985-June 30, 1986. Note that this definition does not precisely coincide with individuals who received service during PY 1985. For example, an individual who had received services in PY 1984, and then terminated on July 1, 1985, or later, would be included in the population. An individual who had received services in PY 1985, but did not terminate the program until July 1, 1986 or later, would not be in the population.

The concept of termination also needs clarification. The sampling was accomplished by random selection of actual client files at the subgrantee's organization. Considerable variation was found across subgrantees in the documentation comprising a file. To determine termination date, we followed the following rules in the order presented:

1. If the client's file had a transaction form with a termination transaction, then we used the date of that transaction.

2. If the agency had established a termination date and had written it on some "unofficial" paperwork, then we used that date.

3. If the client's file indicated an (unsubsidized) employment starting date, and there was no indication of services beyond that date, then we used that starting date.

4. If the file contained dated records of attempts to contact the client by a staff person, then we used the date that seemed to be most appropriate as determined by the staff person's notes.

5. If the file contained only a JTPA application, then we used the application date.

6. Otherwise, we relied on the subgrantee's identification of those cases that fit our universe.

The date of termination of services may have been <u>perceived</u> to be quite different by the subgrantee than for the client. A client who got a job on his/her own may have severed his/her relationship with an agency on one date, but it may be much later before the agency "officially" decides that the client has left and performs a termination transaction.

Figure 1 and the accompanying table 1 attempt to depict the definition that was used to define the population. Seven of the 10 cases depicted there would have been included in the sample (1, 3, 4, 5, 6, 8, 10), whereas the other three would have been excluded. Table 1 provides the (fictitious) case histories.

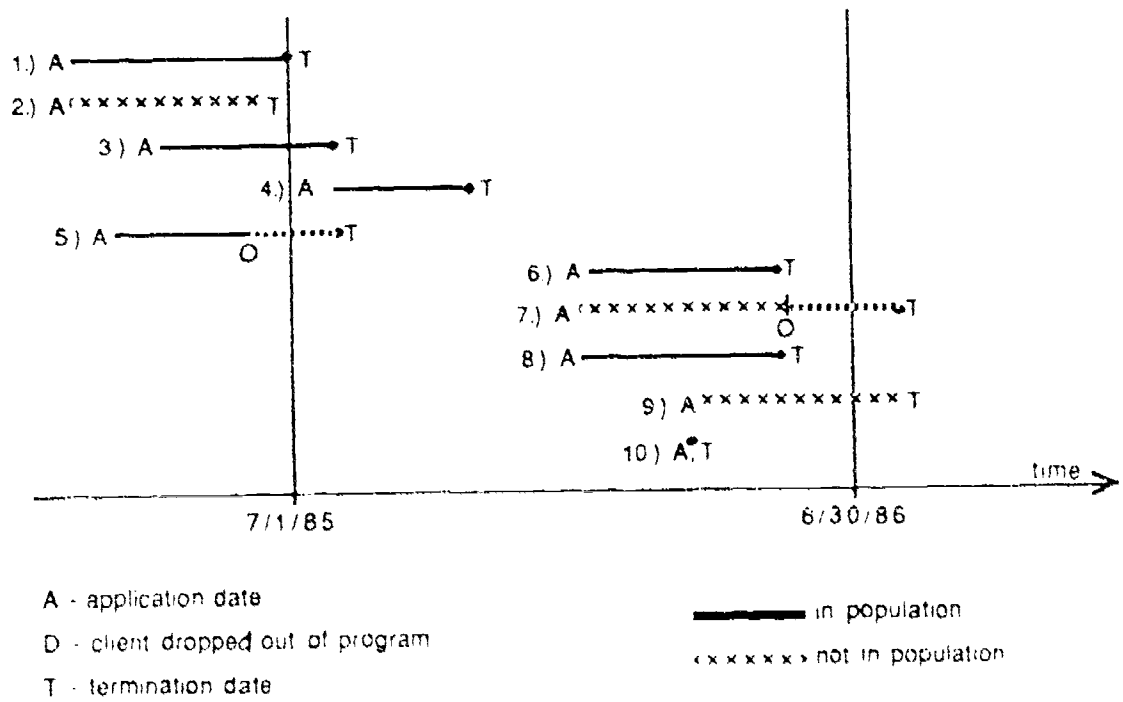

Figure 1. Study population

TABLE 1

CASE HISTORIES FOR FIGURE 1 TERMINEES

Individual	Appl. Date	Term. Date	Circumstances	Included in Population?
1	3/1/85	7/1/85		Yes
2	3/1/85	6/30/85		No
3	4/1/85	7/21/85		Yes
4	7/15/85	9/30/85		Yes
5	2/15/85	7/10/85	Client dropped out of program on 6/15/85, but agency attempted to contact individual until he/she was declared terminated on 7/10/85	Yes
6	4/15/86	6/15/86		Yes
7	4/1/86	7/15/86	Client dropped out of program on 6/15/86, but agency attempted to contact individual until he/she was declared terminated on 7/15/86	No
8	4/1/86	6/15/86		Yes
9	5/15/86	8/1/86		No
10	5/1/86	5/1/86	Only paperwork that agency has on this individual is an application dated 5/1/86	Yes

Sample Design and Strategy

As the purpose of the survey was to compare data across the five types of subgrantees, a stratified random sample was constructed. Table 2 presents the program data used to determine sample sizes and proportions. That table summarizes counts of PY 1985 terminees by funding source and subgrantee type. The assumption was made that funding source should not be a stratifying variable, so the formula for sampling for proportions was used with the total number of terminees by subgrantee type to

TABLE 2

TITLE III TERMINEES IN PY '85
BY FUNDING SOURCE AND SUBGRANTEE TYPE

Subgrantee Type	Funding Source						
	Phase I	Phase II	Phase III	PY '84	PY '85	Secr. Discret.	Total
Educational Institution	14	--	27	435	95	332	903
CBOs	--	336	87	950	27	117	1251
Private Business	--	--	46	1130	--	--	1176
Labor Organizations	--	--	.	662	597	444	1703
SDAs	--	266	549	1280	747	716	3558
TOTAL	14	336	709	4457	1466	1609	8591

calculate the necessary completed sample size for each strata. The completed sample sizes calculated from this statistical formula are shown in the first two columns of table 3.[3]

The sampling strategy used was to travel to each subgrantee and select randomly a fraction of the terminees' files. To calculate the appropriate fraction for each subgrantee type, a 60 percent response rate was assumed. The target completed sample size was divided by .60, that quotient was divided by the size of the universe for each stratum, and then rounded to a reasonable fraction. Multiplying that fraction by the size of the universe gave us the expected sample size. Table 3 shows these calculations.

The expected samples were not achieved, however. Project staff were provided with the number of terminees to expect at each subgrantee organization and the appropriate sampling fraction and were instructed to draw the sample and photocopy the contents of the sampled files. For example, at an SDA, the staff member would photocopy every sixth file; at a private business, two out of every five files, and so forth. Staff members found some discrepancies between the expected number of terminees and the actual number of files at the agencies they visited. In particular, at 6 of the 56 subgrantees, staff were unable to

[3]A .05 error range and 5 percent statistical significance (two-tailed test) were assumed.

retrieve as many files as were expected. As a consequence, the initial sample size was slightly different than the final column of table 3.[3]

The practical effect of this discrepancy between the expected and actual sample size was to force the achievement of a higher response rate than .60 in order to attain statistical validity. The problem was particularly accentuated for CBO, private business and SDA subgrantees.

TABLE 3

DERIVATION OF EXPECTED SAMPLE SIZE

Subgrantee Type	(1) Universe	(2) Target Completed Sample Size	(3) Target Samp. Size (2) ÷ .60	(4) Target Sampling (3) ÷ (1)	(5) Sampling Fraction Used	(6) Expected Sample Size (5) x (1)
Educ. Inst.	903	278	463	.513	1/2	452
CBOs	1251	304	507	.405	2/5	500
Private Business	1116	299	498	.423	2/5	470
Labor Organizations	1703	325	541	.318	1/3	568
SDAs	3558	360	600	.169	1/6	593
TOTAL	8591	1566	2609	n/a	n/a	2583

Survey Operations

Each of the 2,242 individuals sampled was sent a letter from The Ohio State University (OSU) explaining that they would be telephoned in a few days as part of the study and that their responses would be voluntary. OSU Poll conducted the telephone interviewing over the period 15 January-15 March 1987. A six callback rule was established for follow-up purposes--the interviewers would make at least seven attempts (spread out over several days) to contact a respondent before giving up.

The actual survey form, comprised of five parts, is appended to the report (see appendix B). The cover page to the survey provides the respondent's name, address, and phone number; the name of the subgrantee agency; and the respondent's termination

[3]The first column of table 4 provides the number of files that were retrieved.

date as best that it could be determined. The screener verifies the respondent's participation in the title III program and his or her termination date. The follow-up survey is the main body of the survey and addresses information concerning the respondent's prior work experience, dislocation experience, program activities, and post-program employment and training. The fourth section of the survey, the application supplement, is designed to capture standard JTPA application items of data that were missing from the respondent's file for one reason or another. Finally, the work history log requests detail about every job held by respondents since termination from the program.

After OSU Poll returned the completed surveys, project staff spot checked the data and assigned numerical codes to the open-ended data. The data were entered and edited. All inconsistencies and errors were cleaned up and the data were read to magnetic tape.

Survey Response

The response rate was quite high given the complexity of the survey form and the nature of the sample. Table 4 reports the disposition of the sample into completions, noninterviews, and impossibles. Noninterviews were sample members for whom it was certain that the addresses and/or phone numbers were correct but for whom interviews were unable to be completed because of refusals, 7+ attempts, or miscellaneous reasons such as illness, hospitalization, service in the armed forces, non-English speaking, deceased, or no telephone.[4] Impossibles were sample members for whom telephone numbers could not be obtained--nonpublished listing, inability to retrieve number from directory assistance, and so forth.[5] As the table indicates, there were

---

[4]For one subgrantee in the labor organization category, a clerical error was made and no letter or survey front page was generated for almost half of the files that had been retrieved. This error causes an upward bias in the number of noninterviews.

[5]Because of resource constraints, a response analysis was not conducted. For similar reasons and because of instrumentation complexity, in person or mail responses were solicited when the situation of no telephone was encountered. The statistical results presented in this study, then, are only accurate for the sample of respondents and the population they represent. Anecdotally, we know that some of the refusals came from unhappy clients, so the reported client satisfaction data may be favorably biased. Labor market and economic distress may be the reason clients have no telephone; however, any bias toward positive outcomes that resulted from these noninterviews would have been counteracted by noninterviews due to respondent moving for employment-related reasons. Anecdotally, we know that the latter occurred a number of times, also.

TABLE 4

FINAL DISPOSITION OF
SAMPLE, BY SUBGRANTEE TYPE

Subgrantee Type	Actual Sample	Completions	Noninterviews	Impossibles
Educational Institutions	429	286	69	74
CBOs	392	246	77	69
Private Business	401	276	77	48
Labor Organizations	523	253	177	93
SDAs	497	286	77	134
TOTAL	2242	1347	477	418

approximately 1,350 completed interviews, 500 noninterviews, and 400 impossibles.

Table 5 translates the completion counts into response rates. The table shows two different response rates. The first concept is the straightforward ratio of completions to actual sample. The second concept modifies the denominator by subtracting out the impossibles. What was learned from these two rates is first of all, if a sample from subgrantee files is selected randomly and a (voluntary) survey is conducted, about a 60 percent response can be expected. If telephone numbers and addresses on individuals and a (voluntary) follow-up survey conducted, about a 75 percent response will be achieved.

Process Study of Subgrantee Organizations

The follow-up survey is a rich source of data on clients that provides their perspectives on program experiences and outcomes. In order to gain a different perspective and, in particular, in order to enhance our understanding of and sensitivity to the key factors operating in the various programs offered by subgrantees, five on-site visits were made to subgrantees. This section details the process of selecting agencies to visit and the development of the site visit protocols. Chapter 5 presents an analysis of the data collected during these visits.

TABLE 5

RESPONSE RATES, BY SUBGRANTEE TYPE

Subgrantee Type	Completions/ Actual Sample	Completions/ (Actual Sample- Impossibles)
Educ. Institutions	.667	.806
CBOs	.628	.762
Private Business	.688	.782
Labor Organizations	.484	.588
SDAs	.575	.788
TOTAL	.601	.738

Site Selection

A focus of the overall study was a comparison across the five types of subgrantee organizations, so the first stipulation in selecting organizations to visit was to choose a program from each subgrantee type. Then as much variation as possible was introduced across the following criteria:

- Area of the state (northeast, southeast, southwest, northwest)
- Size of the program (small, medium, large)
- Nature of services (variety of services provided, single type of activity provided)

The five subgrantees selected were as follows:

- Site A: Education institution in southeast, small program,single type of activity
- Site B: CBO in northeast, medium-sized program, single type of activity
- Site C: Labor organization in northeast, large program, variety of services provided
- Site D: Private business in northeast, medium-sized program, variety of services provided
- Site E: SDA in southwest, large program, variety of services provided

Procedures

Gaining access to the subgrantee agencies was not a problem. All of the agencies contacted were quite willing to have staff visit. Further, in most cases, the agency staffs were quite helpful in scheduling visits.

In designing procedures for the site visits, it was decided that the following parties would be interviewed:

- Agency chief executive
- Program director for the agency
- Program staff
  --counselors
  --job developers
  --trainers
- Ex-clients
- Clients
- Employers of ex-clients or current clients (OJTs)

The primary purpose of interviewing the agency chief executive was to gauge how integral title III activities were to the overall mission of the agency. It should be recognized that all the title III programs are embedded within agencies whose central missions generally are not employment and training of dislocated workers (some of the SDAs may be an exception). The degree to which the chief administrator of the agency becomes involved in or supports the title III activities may be a key factor in explaining their outcomes.

The title III program director in the agency was, of course, a key informant. This individual was asked to provide general information about the operation of the title III grant--outreach to clients, intake procedures, services delivered, job development activities, follow-up activities, and so forth. In addition to being observers and attempting to learn about factors that affected program outcomes, staff felt they were, in part, conduits for the subgrantees to the state, and so they asked these program directors for comments and suggestions for regulatory changes.

The number and functions of program staff that were interviewed depended on the size of the program and the types of services provided. If any staff members had a counseling function, then project staff probed into testing and assessment techniques, types of problems presented by dislocated workers, and examples of cases where counseling seemed to impact on client outcomes. Job developers were queried about the techniques they used, the amount and types of employer interaction they had, and client and employer follow-up activities they undertook. Trainers were interviewed about curriculum development, instructional styles and methods, and perceptions about clients' motivations and efforts.

Clients and ex-clients were asked for their perceptions of the program. Specifically, they were asked about what types of services they received, what were the "best" and "worst" things about the program, and what were their career plans and expectations and how did the title III services they received affect their plans.

Employers were asked about their experiences with (trained) dislocated workers that they had hired (staff did not ask for specific information about specific employees but rather dislocated workers in general) and about their interactions with the subgrantees. The worker characteristics that staff inquired about included relevance of training, productivity relative to other workers, and adequacy of basic skills. Interactions with the subgrantee of interest were how the employers came to learn of the program and clients and whether the subgrantee follows-up on their placements.

A copy of the semistructured interview forms used in the process study is appended to this report (see appendix B). Chapter 5 reports findings from the process analysis.

III. CHARACTERISTICS OF DISLOCATED WORKERS

This section of the report provides considerable detail about the dislocated workers in Ohio and the services they received through title III. Socioeconomic characteristics of the workers are described in the first subsection. Next the predislocation work experience characteristics of the workers are presented. The types of services received by the survey respondents and their opinions about those services are discussed. Next, the labor market activity and other outcomes experienced by these individuals after receiving the title III assistance is presented. Finally, the chapter is completed by examining g survey respondents with positive and nonpositive employment outcomes.

As described in the previous chapter, the data came from a random sample of the population of dislocated workers served by an agency in PY 1985. The percentage distributions that are presented, then, reflect the entire population of clients with statistical accuracy. Furthermore, because the sample was stratified by provider type, the data are accurate within each of those 5 types of subgrantees.

Socioeconomic Characteristics

Table 6 provides summary data on a number of socioeconomic characteristics of clients. The majority of clients are males and non-Hispanic whites, although the percentage of non-Hispanic blacks served is greater than this group's share of the state population. The age range of clients was quite wide and the distribution across age quite dispersed. The median age was 39.

The education status of the clients was quite substantial--about 82 percent were high school graduates and an additional 2 percent were currently high school or elementary school students. In terms of family status, the clients were mainly either nondependent individuals (24 percent) or parents in a two parent family (50 percent). Only 13 percent were single parents with dependent children.

The project was only moderately successful in collecting income data, but for those clients where previous 6-month's (countable) income was collected, considerable variation was found. The median 6-month's income was about $7,650. About 40 percent of respondents reported family income over the previous 6 months of $9,000 or more.

Table 7 disaggregates the data from table 6 by subgrantee type and provides Chi-square (χ^2) statistics to test whether the characteristics vary by subgrantee type. In all cases, the null hypothesis of no variation across subgrantee type is rejected. The CBOs and private business subgrantees served a higher proportion of females than the other three types of subgrantees.

TABLE 6

SOCIOECONOMIC CHARACTERISTICS OF TITLE III RECIPIENTS

Characteristic	Count	Sample Percentage	Population Percentage	Median
Gender				N/A
Male	739	62.8%	62.7%	
Female	437	37.2	37.3	
Race/Ethnicity				N/A
White (not Hispanic)	835	71.0%	69.1%	
Black (not Hispanic)	309	26.3	27.7	
Hispanic	20	1.7	1.9	
Other	12	1.0	1.2	
Age				39
Less than 30	215	19.4%	21.2%	
31-35	177	16.0	16.5	
36-40	208	18.8	19.1	
41-45	148	13.4	13.4	
46-50	159	14.4	13.6	
51-55	102	9.2	8.3	
56+	99	8.9	7.9	
Education Status				N/A
School Dropout	128	11.7%	16.4%	
Student--High School or less	23	2.1	1.9	
High School Grad; no postsecondary	608	55.7	53.0	
Post-High School	333	30.5	28.8	
Family Status				N/A
Single parent with dependent under age 6	42	3.6%	4.0%	
Parent in two parent family	609	51.6	50.0	
Other family member	148	12.5	13.3	
Single parent with dependent aged 6-17	101	8.6	8.9	
Nondependent indiv.	280	23.7	24.0	
Previous 6-Month's Family Income				$7647
≤ $3,000	67	14.9%	16.5%	
3001-6000	119	26.5	25.9	
6001-9000	70	15.6	18.9	
9001-12,000	70	15.6	13.2	
12,000+	123	27.4	25.6	

NOTE: Total sample size with valid data was 1,189. Total counts for characteristics do not add up to total sample size because of missing data. Percentages are based on nonmissing data. They may not add up to 100 because of rounding error.

TABLE 7

DISTRIBUTIONS OF SOCIOECONOMIC CHARACTERISTICS
OF TITLE III RECIPIENTS, BY SUBGRANTEE TYPE

Characteristic	Population	Subgrantee Type					χ^2
		Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	
Gender							95.6***
Male	62.7%	74.3%	34.5%	54.2%	73.6%	68.4%	
Female	37.3	25.7	65.5	45.8	26.4	31.6	
Race/Ethnicity							62.1***
White (not Hispanic)	69.1%	83.1%	60.4%	75.8%	58.4%	72.7%	
Black (not Hispanic)	27.7	16.5	36.0	21.8	37.0	24.2	
Hispanic	1.9	0.4	1.8	1.2	3.3	1.9	
Other	1.2	0.0	1.8	1.2	1.2	1.2	
Age							110.1***
Less than 30	21.2%	22.7%	22.0%	3.3%	30.4%	21.6%	
31-35	16.5	17.2	18.2	10.3	20.1	15.7	
36-40	19.1	18.0	20.1	18.9	16.0	20.8	
41-45	13.4	10.6	13.2	16.4	13.4	13.3	
46-50	13.6	16.4	11.3	17.6	9.8	14.5	
51-55	8.3	8.2	6.9	16.4	5.7	7.5	
56+	7.9	7.0	8.2	17.2	4.6	6.7	
Education Status							38.8***
School dropout	16.4%	15.9%	14.2%	16.6%	9.3%	21.1%	
Student-high school or less	1.9	1.2	2.5	2.6	3.4	0.8	
High school grad. no postsec.	53.0	52.4	45.7	60.0	50.6	55.1	
Post-high school	28.8	30.6	37.7	20.9	36.7	23.1	
Family Status							93.8***
Single parent with dependent <6	4.0%	1.5%	10.2%	3.2%	1.7%	3.5%	
Parent in two parent family	50.0	47.1	40.1	69.1	49.8	48.3	
Other family member	13.3	14.6	10.1	9.1	10.8	17.0	
Single parent with dependent 6-17	8.9	6.1	16.2	5.6	11.6	6.2	
Nondependent individual	24.0	30.7	23.4	13.1	26.1	25.1	

Table 7--Continued

Characteristic	Population	Subgrantee Type					χ^2
		Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	
Previous 6-month's Family Income							47.4***
< $3,000	16.5%	15.3%	11.6%	25.0%	24.2%	11.7%	
3001 - 6000	25.9	19.4	33.3	0.0	33.9	29.0	
6001 - 9000	18.9	6.9	13.0	25.0	17.7	22.8	
9001 - 12,000	13.2	24.3	17.4	16.7	9.7	9.3	
12,001 +	25.6	34.0	24.6	33.3	14.5	27.2	

NOTE: Percentages are based on nonmissing data. They may not add up to 100 due to rounding error. Sample sizes by subgrantee are given in table 4.

*** Significant at the .001 level.

(Part of the reason for this is that the PREP, Inc., program--a program targeted to women--is included in the CBO group). CBOs and organized labor had disproportionately higher shares of black clients relative to the other subgrantee types.

The age distributions by subgrantee type are interesting because the private business and labor organizations differ from each other so dramatically. Over half of the participants of labor organization programs were under 35 as compared to only 13 percent of private business program clients, whereas over 50 percent of private business subgrantee clients were over 45 compared to about 20 percent of labor organization program attendees. The other three subgrantees are reasonably similar to the overall sample distribution, but quite different from either business or labor programs.

The education status distributions across subgrantee type are fairly similar, although PICs/SDAs have served clients with slightly less educational achievement than the other four subgrantee types. CBOs, again probably because of the PREP, Inc., programs, have a disproportionately high share of single parents with dependents, whereas private business programs have a much larger share of parents in a two parent family. The 6-month's prior income distributions show considerable variation across subgrantees, although the sample sizes for nonmissing data on this item are quite limited. For the respondents whose files contained income data, educational institutions and private business programs had over 50 percent of their clients with income over $9,000, whereas labor organizations had almost 60 percent under $6,000.

In summary, the five types of subgrantees serve a slightly different profile of clients. These profiles are as follows:

- Educational Institutions: Male, white, slightly younger, less likely to have dependents
- CBOs: Female, minority, slightly younger, single parents
- Private business: Slightly more male, white, older, parents in two parent family
- Labor organization: Male, minority, younger
- PICs/SDAs: Male, white, slightly less well educated

Preprogram Work Experience

A few questions were asked of respondents in order to measure the attachment to the labor force that these workers had had prior to being dislocated. As the stereotype suggests, the attachment had been relatively strong. Table 8 summarizes the pre-dislocation work experience of the entire follow-up survey sample.

TABLE 8

PREPROGRAM WORK EXPERIENCE OF TITLE III RECIPIENTS

Characteristic	Count	Sample Percentage	Population Percentage	Median
Full-time Work Experience				16
Less than 3 years	68	5.8%	6.5%	
3-6	133	11.3	12.7	
7-10	196	16.6	17.4	
11-15	191	16.2	16.5	
16-20	226	19.1	18.5	
21-25	134	11.3	10.5	
26+	233	19.7	18.0	
Main Occupation				N/A
Prof, scientific, mgr.	142	12.9%	14.2%	
Clerical & sales	164	14.9	14.7	
Service occup.	97	8.8	9.4	
Ag. & related	8	0.7	0.7	
Processing occns.	68	6.2	6.4	
Machine trades	225	20.5	20.3	
Benchwork occns.	152	13.8	11.7	
Structural & related occns.	174	15.8	16.1	
Misc. occns.	70	6.4	6.6	
Industry where Dislocated				N/A
Ag. & related	7	0.6%	0.6%	
Mining & Constr.	67	6.0	6.4	
Manufacturing	738	65.3	63.9	
TCPU[a]	49	4.3	4.6	
Wholesale & Retail Trade	99	8.8	7.7	
FIRE[b]	13	1.2	0.9	
Services	138	12.2	13.9	
Government	19	1.7	2.0	
Unionized				N/A
Yes	656	56.1%	54.0%	
No	513	43.9	46.0	

Table 8--Continued

Characteristic	Count	Sample Percentage	Population Percentage	Median
Prior Unemployment Spells				2/3
0	173	15.2%	N/A	
1	250	21.9	N/A	
2/3	329	28.9	N/A	
4+	387	34.0	N/A	

NOTE: Total sample size with valid data was 1,189. Total counts for characteristics do not add up to total sample size because of missing data. Percentages are based on nonmissing data. They may not add up to 100 because of rounding error.

a Transportation, Communication, and Public Utilities
b Finance, Insurance, and Real Estate

Question 25 of the survey asked the respondents to identify how many years they had held a full-time job prior to their involvement in title III. The median number of years was 16. Almost 30 percent of the dislocated workers had more than 20 years full-time experience.

Most of the dislocated workers listed a semiskilled or blue-collar occupation as their main occupation prior to their dislocation and enrollment in a title III program. Over one-fifth listed a machine trades occupation (DOT 600-699) as their full-time occupation. Surprisingly, a large share of the dislocated workers came from clerical and sales (mostly clerical) and professional, scientific, and managerial positions. Almost 15 percent belonged in the former category; 14 percent were dislocated from the latter.

Almost two out of every three dislocated workers reported that the last industry of employment was in the manufacturing sector. In fact, four particular industries in manufacturing accounted for over 50 percent of the dislocated workers--primary iron and steel, primary nonferrous manufacturing, machinery except electrical, and electrical machinery. Surprisingly, the health-related industry suffered the fifth largest number of dislocated workers during the program year.

A sizeable share of the dislocated workers had been unionized--54 percent--in their previous jobs. The majority of the dislocated workers had been through two or more spells of unemployment prior to their enrollment in a title III program. Thirty-four percent had had four or more prior spells of unemployment and about 30 percent had had two or three spells. In summary, the individuals comprising the dislocated worker population tended to have held unionized jobs in blue-collar occupations in manufacturing. These individuals had typically experienced some prior unemployment spells, but reported substantial labor force attachment--50 percent had 16+ years of full-time employment prior to their dislocation experience.

Experience with JTPA Training

Considerable policy interest has been directed toward the amount of notice given employees prior to a plant shutdown or mass layoff. Among the dislocated workers in the total sample, table 9 shows that over half got 4 or more weeks notice. This suggests that for the majority of dislocated workers, a lead time of at least a month prior to layoff had been available. However, one in six dislocated workers received no notice at all.

When the respondents were asked about the circumstances leading to enrollment in JTPA, almost half noted that it was due to a plant closing. About one-third indicated that it was because of a mass layoff. The remaining one-sixth provided a variety of reasons for why they had applied to JTPA. About 25 percent of the

TABLE 9

CIRCUMSTANCES LEADING TO TITLE III ENROLLMENT

Characteristic	Count	Sample Percentage	Population Percentage	Median
Circumstances Leading to JTPA Application				N/A
Plant closing	597	50.7%	47.3%	
Layoff	374	31.7	34.1	
Other	207	17.6	18.5	
Notice				N/A
None	156	16.3%	18.7%	
Less than 1 week	120	12.5	14.6	
1-2 weeks	79	8.2	9.4	
2-3 weeks	59	6.2	7.0	
3-4 weeks	28	2.9	3.4	
4+ weeks	516	53.9	46.9	
Participate Prior to Dislocation?				N/A
Yes	201	21.2%	14.9%	
No	748	78.8	85.1	
Method of Learning of JTPA				N/A
Friend/family	160	13.9%	14.8%	
Employer	266	23.2	21.3	
JTPA staff	105	9.2	9.6	
ES referral	96	8.4	10.5	
Other	520	45.3	44.0	
Last Hourly Wage				$9.65
Less than $4.00	49	8.4%	10.2%	
4.01 - 7.00	123	21.1	24.3	
7.01 - 10.00	148	25.3	25.7	
10.01 - 15.00	213	36.5	29.2	
15.01+	51	8.7	10.5	

NOTE: Total sample size with valid data was 1,189. Total counts for characteristics do not add up to total sample size because of missing data. Percentages are based on nonmissing data. They may not add up to 100 because of rounding error.

respondents that had indicated another reason besides plant closing or layoff gave reasons that could be interpreted to be a plant closing or layoff. However, the remaining share of the "others" (between 10-15 percent of the total sample) provided reasons such as "quit college," "didn't like current job," "conflict with boss," "wanted new training," and so forth. Question 18 on the survey asked respondents about how they first came to know about the JTPA dislocated worker program. Four choices were provided--friend/family, employer, JTPA representative, or Job Service representative--plus an "other" category. The largest number of responses were "other" (44.0 percent). The explanations given for these responses included such things as "union," "TV," "public library," "word of mouth," "church," and "school." Among the explicit choices, (prior) employer and friend/family were most often selected. Interestingly, only 10 percent of the total sample recognized a JTPA representative as the way that they learned of the program.

In the GAO study reviewed in chapter 1, one of the hallmarks of a successful program was intervention or provision of services prior to the layoff or closing. The table shows that in Ohio in PY 1985, only about one-seventh of the dislocated workers did, in fact, participate prior to their employment separation. Table 9 also confirms that dislocated workers had relatively high wages prior to dislocation. The median last hourly wage was $9.65. Over 10 percent had had hourly wages of $15.00 or more.

Table 10 shows the distribution of these circumstances leading to enrollment for each of the five subgrantee types and reports χ^2 statistics. Again, the private business and the organized labor programs are quite distinct from the other subgrantee types. Five out of six dislocated workers served by private business subgrantees had become dislocated because of plant closings, whereas only 13 percent of clients of union programs had. On the other hand, organized labor programs had a much higher share of individuals that had been laid off than any of the other groups.

Private business programs, as might be expected, had by far the highest percentage of participation prior to layoff of any of the subgrantee types. The percentage of these programs' clients that received services prior to their employment separation was just over 60 percent. The next highest percentage for a subgrantee type was 11 percent for educational institutions. Almost 90 percent of the participants in private business programs had 4 or more weeks notice of layoff. This is again, quite different from the circumstances for clients of other subgrantees. Almost 50 percent of the CBOs' and labor organizations' clients had less than a week or no notice at all.

The methods of learning of the JTPA program also differed substantially by type of subgrantees. Obviously, a very large share of the private business clients learned of the program from an employer. Somewhat surprising, however, was the fact that

TABLE 10

CIRCUMSTANCES LEADING TO TITLE III ENROLLMENT, BY SUBGRANTEE TYPE

Characteristic	Population	Subgrantee Type					χ^2
		Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	
Circumstances Leading to JTPA Application							290.4***
Plant closing	47.3%	57.9%	40.1%	83.3%	13.0%	53.9%	
Layoff	34.1	24.9	27.5	13.1	61.9	31.3	
Other	18.5	17.2	32.3	3.6	25.1	14.8	
Notice							220.1***
None	18.7%	14.4%	25.9%	2.9%	32.4%	14.9%	
Less than 1 week	14.6	11.6	20.5	2.9	19.3	14.4	
1-2 weeks	9.4	5.6	10.7	4.2	15.3	8.4	
2-3 weeks	7.0	5.1	9.8	3.8	6.3	7.9	
3-4 weeks	3.4	3.7	0.0	0.4	4.6	5.1	
4+ weeks	46.9	59.5	33.0	85.8	22.2	49.3	
Participate Prior?							297.8***
Yes	14.9%	11.2%	5.4%	60.9%	4.5%	9.7%	
No	85.1	88.8	94.6	39.1	95.5	90.3	
Method of Learning of JTPA							365.5***
Friend/family	14.8%	17.5%	22.1%	2.9%	16.1%	14.4%	
Employer	21.3	9.9	8.6	61.9	9.1	22.0	
JTPA staff	9.6	5.6	7.4	13.9	6.6	11.6	
ES referral	10.5	6.0	14.7	1.6	6.2	15.2	
Other	44.0	61.1	47.2	19.7	62.1	36.8	
Last Hourly Wage							143.2***
< $4.00	10.2%	7.1%	10.1%	0.0%	10.2%	14.5%	
4.01 - 7.00	24.3	16.3	40.5	0.0	31.4	24.2	
7.01 - 10.00	25.7	19.2	17.7	40.2	21.2	28.2	
10.01 - 15.00	29.2	56.0	25.3	53.6	19.5	21.0	
15.00+	10.5	1.4	6.3	6.3	17.8	12.1	

NOTE: Percentages are based on nonmissing data. They may not add up to 100 due to rounding error. Sample sizes by subgrantee are given in table 4.

*** Significant at the .001 level.

private business programs had the largest share of clients learn of the program from a JTPA representative. CBOs and PIC/SDAs had relatively high shares of referrals from the Job Service.

CBOs, labor organizations, and PICs/SDAs served a large share of clients whose last hourly wage was $7.00/hour or less. None of the private business program clients and only a quarter of the educational institution clients had wages that low. On the other hand, labor organizations had almost 20 percent of their clients dislocated from jobs that paid $15.00/hour or more.

Table 11 provides information about the actual services received by clients in the title III programs. The first set of data in that table shows the share of the total sample that received the specific services. The entries in the second and third columns differ from the prior tables where the percentages were column percentage distributions. Here, the percentages report what share of the sample reported receiving this particular service. For example, 69.4 percent of the sample (68.6% of the population) received job search assistance, 47.9 percent classroom training for a particular skill, and so on. Among the primary services, the share of the clients in the population receiving that service in rank order were as follows:

1. Job Search Assistance (68.6%)
2. Classroom - skill training (44.9)
3. Classroom - Basic skills (24.3)
4. On-the-job contracts (18.4)

Transportation assistance was most often cited among the support services provided. Over one-third of the sample reported receiving such support. The table shows that only a smattering of clients received the other types of support services authorized by the law.

Almost 12 percent of the sample reported receiving primary or support services other than the first nine listed in the table. The main things mentioned were as follows:

- Assessment/educational counseling
- Financial assistance
- Meals
- Seminar in specialized subjects--physical fitness, assertiveness training, stress management

Interestingly, about 100 respondents--8 percent of the total sample--reported never receiving any services from JTPA.

In general, client satisfaction with the program was quite high. The clients were asked to grade the program on an A+, A, . . ., F scale and more than 40 percent of the clients rated the program at A or A+; over 70 percent gave it a grade of a B or better. To learn about what aspects of the training clients liked and disliked, respondents were asked to list the three best things

TABLE 11

PROGRAM SERVICES AND PARTICIPANT SATISFACTION

Characteristic	Count	Sample Percentage	Population Percentage	Median
Services Received[a]				N/A
Job search assistance	813	69.4%	68.6%	
Classroom skill training	560	47.9%	44.9%	
Classroom basic skills	283	24.3%	24.3%	
On-the-Job training	193	16.6%	18.4%	
Transportation support	400	34.3%	36.5%	
Relocation assistance	40	3.4%	4.9%	
Child care	21	1.8%	1.9%	
Personal counseling	98	8.4%	7.5%	
Medical care assistance	20	1.7%	1.7%	
Other[b]	135	11.8%	N/A	
None[c]	95	8.0%	8.4%	
Client Grade for Program[d]				B+/B
A+	137	12.8%	13.0%	
A	312	29.2	28.0	
A-	15	1.4	1.4	
B+	65	6.1	5.8	
B	222	20.8	20.8	
B-	17	1.6	1.8	
C+	28	2.6	2.7	
C	144	13.5	13.8	
C-	9	0.8	0.8	
D+	2	0.2	0.1	
D	53	5.0	4.9	
D-	4	0.4	0.5	
F	56	5.2	6.0	
F-	4	0.4	0.4	
Recommend to a Friend?				N/A
Yes	970	90.1%	88.9%	
No	107	9.9	11.1	

NOTE: Total sample size with valid data was 1,189. Total counts for characteristics do not add up to total sample size because of missing data. Percentages are based on nonmissing data. They may not add up to 100 because of rounding error.

[a] The percentages for this characteristic represent the share of the sample that received the services, for example, 69.4 percent of clients received job search assistance.

[b] Client indicated receiving some other service not listed above.

[c] Client indicated receiving no JTPA services.

[d] Grades were used as one measure of client satisfaction. The standards underlying these grades were implicitly left to the client to determine. Presumably they would be based on the respondents' educational experiences. Therefore, one person's A might be equivalent to another's B+. Also, the question was phrased in an absolute sense, "How would you grade this program," and not in a comparative sense.

about the program and the three worst. The rank ordering of program aspects liked best is as follows:

1. Learning how to write a resume, interviewing (employability skill development)
2. Agency staff
3. Skill training in classrooms
4. Receiving assistance at all (we're not forgotten)

By far the most common answer for the three worst things was "nothing was wrong." Among the negative comments actually mentioned, the following is a rank ordering of the four most often mentioned problems:

1. Training was low quality
2. Training not relevant
3. Did not obtain a job
4. Program poorly administered

Again, it should be emphasized that a large majority of respondents were satisfied with the program. The last piece of evidence in table 11 that supports this contention is that about 90 percent of the clients indicated that they would or did recommend the program to a friend.

In table 12, the program service and client satisfaction distributions by subgrantee type are exhibited. The client satisfaction measures--letter grade assigned and recommendation to a friend--were similar across the subgrantee types. The types of services provided to clients differed across the five subgrantee types, however. CBOs and private business subgrantees provided job search assistance to about 85 percent of their clients, whereas the other three types of subgrantees provided job search assistance between 55-65 percent of the time. Educational institutions and CBOs had the highest incidence of classroom training--both in specific occupational skills and basic academic skills. Over 50 percent of the respondents served by educational institutions or CBOs reported receiving specific skill training in classrooms. The other three subgrantee types had less than half of their clients enroll in classroom skill training. Similarly, 30-40 percent of CBO and educational institution clients took classroom training in basic skills, whereas only 10-20 percent of the clients from the other subgrantee types received this kind of training. PICs/SDAs had the highest relative share of OJT contracts, although the variation in this type of service across subgrantee types was not great.

In terms of support services, with the exception of support for transportation, all subgrantees apparently offered very little in the way of support services. Except for private business subgrantees, the various agencies provided transportation support to about 40 percent of their title III clients. Private business subgrantees provided transportation support to only 5 percent of the clients.

TABLE 12

PROGRAM SERVICES AND CLIENT SATISFACTION, BY SUBGRANTEE TYPE

Characteristic	Population	Subgrantee Type: Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	χ^2
Services[a]							
Job search	68.6%	55.2%	84.9%	88.0%	64.9%	60.6%	96.0***
Classroom skill	44.9%	64.9%	54.2%	35.2%	49.8%	36.6%	62.2***
Classroom basics	24.3%	31.9%	42.8%	10.0%	20.1%	22.1%	69.7***
OJT	18.4%	12.3%	16.0%	14.2%	18.4%	22.4%	11.3*
Transportation	36.5%	42.3%	44.6%	4.8%	46.3%	37.3%	126.9***
Relocation	4.9%	2.3%	1.2%	0.8%	1.6%	10.2%	46.7***
Child care	1.9%	2.3%	2.4%	0.0%	2.5%	2.0%	6.0
Personal counsel	7.5%	10.0%	12.1%	9.6%	6.7%	4.7%	9.8*
Medical care	1.7%	0.8%	1.2%	2.8%	2.1%	1.6%	3.6
None[b]	8.4%	4.6%	6.6%	9.9%	9.6%	9.0%	7.2
Program Grade[c]							47.6
A+	13.0%	14.4%	16.0%	9.9%	10.1%	14.1%	
A	28.0	32.2	27.6	29.7	29.1	26.0	
A-	1.4	2.1	0.6	0.5	2.2	1.3	
B+	5.8	7.4	5.1	5.9	7.9	4.4	
B	20.8	18.2	19.9	24.3	21.2	20.3	
B-	1.8	1.2	1.3	1.4	1.8	2.2	
C+	2.7	2.1	1.9	3.2	3.5	2.6	
C	13.8	13.2	14.7	12.2	13.7	14.1	
C-	0.8	1.2	1.3	0.5	0.4	0.9	
D+	0.1	0.4	0.6	0.0	0.0	0.0	
D	4.9	4.6	5.8	5.4	4.9	4.4	
D-	0.5	0.4	0.6	0.0	0.0	0.9	
F	6.0	2.5	3.2	6.8	4.9	8.4	
F-	0.4	0.0	1.3	0.5	0.0	0.4	
Recommend?							10.3*
Yes	88.9%	93.2%	87.4%	89.7%	93.0%	86.0%	
No	11.1	6.8	12.6	10.3	7.0	14.0	

NOTE: Percentages are based on nonmissing data. They may not add up to 100 due to rounding error. Sample sizes by subgrantee are given in table 4.

*** Significant at the .001 level.
** Significant at the .01 level.
* Significant at the .1 level.

[a] The percentages for this characteristic represent the share of the sample that received the services, for example, 68.6 percent of clients received job search assistance.
[b] Client indicated receiving no JTPA services.
[c] Grades were used as one measure of client satisfaction. The standards underlying these grades were implicitly left to the client to determine. Presumably, they should be based on the respondents' educational experiences. Therefore, one person's A might be equivalent to another's B+. Also, the question was phrased in an absolute sense, "How would you grade this program," and not in a comparative sense.

Summarizing the findings about the circumstances leading to title III program enrollment and services received, the following highlights are noted:

- About half of the dislocated workers were dislocated due to a plant closing; about one-third were because of a layoff. Private business had a preponderance of clients from plant closings; labor organizations had the largest proportion of individuals affected by mass layoffs.

- Just under 50 percent of the dislocated workers received 4 weeks or more notice.

- About one-seventh of the title III clients began to participate in a program prior to layoff; the preponderance of these were in private business programs.

- The median wage at the time of dislocation was $9.65.

- Among the primary training services provided, about 70 percent of clients received job search assistance, 45 percent received classroom training in a skill or trade, 25 percent received classroom remediation or basic academic skill training, and 18 percent received OJTs. This mix was slightly different across subgrantee types. CBOs and private business programs had the highest incidence of job search training. Educational institutions and CBOs offered the most classroom training--both skill and basic education. PICs/SDAs had the highest percentage of OJTs.

- Clients were highly satisfied with these programs and services they received. Over 40 percent rated these programs with an A or A+ grade. Over 90 percent would or did recommend the program to their friends. Satisfaction was similar across subgrantee types.

Program Outcomes

The prior discussion in this chapter was intended to set the context for a presentation and discussion of client outcomes. After all, the main objective of the study was to observe and explain those outcomes. In this discussion, outcomes have been classified as employment-related, characteristics of the first job after training, and nonemployment-related. The first set of outcomes refer to the general employment and labor force activity of the dislocated workers after training. Whether the client obtained a job at all, how many jobs they've held, how much of the time since program termination they have been employed, and what their wage replacement ratio was are all examined. The characteristics of the first job after training was looked at because that is the job that was likely to be most influenced by the program. Among the characteristics that were observed and are

discussed are industry, occupation, unionization, how the job was found, hours worked, and relevance of the JTPA training to the job. Finally, among the nonemployment-related outcomes are the following:

- o Receipt of income maintenance assistance
- o Changes in marital status
- o Change in homeownership status
- o Relocation
- o Schooling

Tables 13 and 14 present the employment-related outcomes for the total sample and for each subgrantee type. Overall, about five-sixths of the sample obtained a job between the time they had terminated from the program and when we contacted them (a period of time of between 6-18 months after program termination). Labor organizations had the highest reemployment rate--90 percent--and private businesses had the lowest--69 percent. This can likely be partially explained by the age of the clients; labor organizations served younger clients and private business served older individuals.

The individuals who had not obtained a job had, for the most part, withdrawn from the labor force rather than stayed unemployed.[6] Among the one-sixth of the sample that did not become reemployed, 55 percent had withdrawn from the labor force by the time of the interview and 45 percent were unemployed. Again, because of the age of the people served, private business concerns had a large number of individuals withdrawn for the labor force. Of the individuals not employed and served by private business programs, 70 percent withdrew from the labor force and 30 percent were unemployed.

Of the total sample, 65 percent were employed at the time of the follow-up survey. The 35 percent that were not employed included those individuals that had never become reemployed as well as individuals that were currently unemployed. Respondents were asked for their reasons for not working, so that staff could determine unemployment rates at the time of the survey could be determined. Table 13 shows that 21.4 percent of the clients were unemployed and looking for work. Combining the employment and unemployment information allows us to derive an uremployment rate at the time of interview for the population of 24.9 percent. For the individual subgrantees, the unemployment rate ranged from 23.5 to 28.6 percent.

---

[6]A technical definition of labor force withdrawal is being used. A respondent not working at the time of the interview and not looking for work (Q. 3) was considered to be a labor force withdrawal. Those not working but actively looking were classified as unemployed. Note that "withdrawal" may be voluntary or involuntary due to discouragement at not finding any suitable openings.

TABLE 13

EMPLOYMENT-RELATED OUTCOMES OF
TITLE III SERVICES

Characteristic	Count	Sample Percentage	Population Percentage	Median
Obtain a Job?				N/A
Yes	991	83.3%	85.0%	
No	198	16.7	15.0	
Employed at Time of Survey?				N/A
Yes	775	65.2%	64.6%	
No	414	34.8	35.4	
Unemployed at Time of Survey?[a]				N/A
Yes	252	21.2%	21.4%	
No	937	78.8	78.6	
Employment Percentage[b]				.76
0	220	18.7%	15.8%	
.01-.10	31	2.6	2.6	
.11-.25	62	5.3	5.3	
.26-.50	126	10.7	11.3	
.51-.75	148	12.6	13.2	
.76-.99	392	33.3	33.9	
1.00	199	16.9	17.8	
Starting Wage of First Job				$6.00
< $4.00	206	22.4%	21.9%	
4.01-7.00	362	39.5	40.5	
7.01-10.00	171	18.6	18.1	
10.01-15.00	100	10.9	10.4	
15.01+	80	8.7	9.2	
No. of Jobs Since Termination				1
0	198	16.7%	14.0%	
1	614	51.6	53.1	
2	272	22.9	23.3	
3	65	5.5	5.5	
4	25	2.1	2.3	
5+	15	1.3	1.7	
Replacement Ratio[c]				.79
<.40	50	10.9%	8.8%	
.40-.59	79	17.2	17.0	
.60-.79	103	22.5	22.6	
.80-.99	83	18.1	19.3	
1.00	22	4.8	4.9	
1.01-1.20	59	12.9	13.7	
1.20+	62	13.5	13.7	

NOTE: Total sample size with valid data was 1,189. Total counts for characteristics do not add up to total sample size because of missing data. Percentages are based on nonmissing data. They may not add up to 100 because of rounding error.

[a] Not employed and reported actively looking for work.
[b] Ratio of total days of employment since termination to total days since termination.
[c] Ratio of hourly wage in 1st job after termination to hourly wage in last job prior to dislocation.

TABLE 14

EMPLOYMENT-RELATED OUTCOMES OF TITLE III SERVICES, BY SUBGRANTEE TYPE

Characteristic	Population	Subgrantee Type: Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	χ^2
Obtain a Job							50.0***
Yes	85.0%	80.2%	86.5%	69.2%	90.0%	88.4%	
No	15.0	19.8	13.5	30.8	10.0	11.6	
Employed at Time of Survey?							14.1***
Yes	64.6%	64.5%	62.4%	54.2%	69.0%	66.8%	
No	35.4	35.5	37.6	45.8	31.0	33.2	
Unemployed at Time of Survey?[a]							0.7
Yes	21.4%	19.9%	20.0%	21.7%	22.0%	22.0%	
No	78.6	80.1	80.0	78.3	78.0	78.0	
Employment Percentage[b]							102.8***
0	15.8%	23.5%	15.5%	32.8%	7.8%	12.4%	
.01-.10	2.6	2.3	3.1	2.4	3.7	1.9	
.11-.25	5.3	5.0	5.0	6.7	3.3	6.2	
.26-.50	11.3	10.4	11.2	7.9	11.4	12.7	
.51-.75	13.2	8.5	14.3	11.1	17.6	12.4	
.76-.99	33.9	28.1	40.1	31.2	37.1	32.1	
1.00	17.8	22.3	9.9	7.9	19.2	22.4	
Starting Wage of First Job							102.9***
≤ 4.00	21.9%	31.4%	28.9%	17.8%	15.1%	21.6%	
4.01-7.00	40.5	37.8	45.9	38.7	33.0	43.6	
7.01-10.00	18.1	19.5	18.5	26.4	13.8	17.0	
10.01-15.00	10.4	8.1	5.9	13.5	17.0	8.3	
15.01+	9.2	3.2	0.7	3.7	21.1	9.6	
No. of Jobs							79.2***
0	14.0%	19.5%	12.9%	31.2%	7.4%	10.8%	
1	53.1	52.7	55.9	41.9	53.1	56.0	
2	23.3	22.1	20.0	20.2	27.4	23.9	
3	5.5	4.2	6.5	5.1	7.4	4.6	
4	2.3	1.2	3.5	1.2	3.3	1.9	
5+	1.7	0.4	1.2	0.4	1.6	2.7	
Replacement Ratio[c]							81.2***
< .40	8.8%	20.4%	9.0%	18.5%	2.8%	5.7%	
.40-.59	17.0	18.4	17.9	27.2	7.6	17.9	
.60-.79	22.6	21.4	26.9	23.5	20.8	21.7	
.80-.99	19.3	16.3	14.9	18.5	15.1	24.3	
1.00	4.9	2.0	3.0	2.5	11.3	3.8	
1.01-1.20	13.7	12.2	7.5	8.6	16.0	17.0	
1.20+	13.7	9.2	20.9	1.2	26.4	9.4	

NOTE: Percentages are based on nonmissing data. They may not add up to 100 due to rounding error. Sample sizes by subgrantee are given in table 4.

***Significant at the .001 level.

[a] Not employed and reported actively looking for work.
[b] Ratio of total days of employment since termination to total days since termination.
[c] Ratio of hourly wage in 1st job after termination to hourly wage in last job prior to dislocation.

Another employment concept that was examined was the ratio of the (unduplicated) days of employment since termination to the number of days between the survey completion date and the program termination date. This is entitled the employment percentage. In other words, if an individual was employed at the time of program termination and did not separate from that job, his or her employment percentage would be 1.0. If the person worked for 4 months, was laid off for 4 months, and worked 2 more months, his/her employment percentage would be .60. Overall, the median employment percentage was about .76 which suggests relatively low turnover and short unemployment durations.

Turnover was examined in detail and the data show that over 50 percent of the total sample (equivalent to 62 percent of the individuals ever reemployed) had a single job since termination. Less than 10 percent had held three or more jobs. The distributions of number of jobs since termination across the five subgrantees were very similar to each other. The one dramatic difference was that private business programs had a much larger share of individuals that did not become reemployed and a relatively smaller share of individuals that held a single job.

The wage rates earned after program termination, in general, did not come close to matching the wage rates of prior jobs.[7] The median starting hourly wage for the replacement jobs was $6.00 as compared to the median for the prior job of $9.65 for the overall sample. Significant variation in the starting wage and replacement ratio across the subgrantee types is observed in table 14. Participants in educational institutions and CBOs received the lowest wages in the first job after termination, whereas labor organization clients fared the best. Labor organizations also had the highest wage replacement ratios when compared to the other subgrantee types.

Other characteristics of the first job held after training program termination are summarized in table 15 for the total sample. The largest industrial share of the jobs held is in manufacturing, but the percentage is only 35 percent as compared to 65 percent in manufacturing as the industry from which they were dislocated. The next two biggest shares by industry are services (25.2 percent) and wholesale and retail trade (12.9 percent). Both of these industries, of course, have relatively low wage structures. Concomitant with the shift in the industry of employment, the occupational shift favored clerical and sales and service occupations. The share of workers in blue collar occupations, particularly benchwork occupations (DOT 700-799), decreased the most. The benchwork occupational share declined from 11.7 percent as the main occupation prior to dislocation to 6.1 percent in the first job after program termination; the

[7]This result seems to be at odds with the U.S. Department of Labor publications from the 1984 and 1986 CPS supplemental surveys that document higher replacement ratios for those samples of unemployed workers.

TABLE 15

CHARACTERISTICS OF FIRST JOB AFTER
RECEIVING TITLE III TRAINING

Characteristic	Count	Sample Percentage	Population Percentage	Median
Industry				N/A
Ag + related	16	1.8%	1.3%	
Mining, const.	79	9.0	9.2	
Manufacturing	310	35.5	35.5	
TCPU[a]	59	6.8	6.7	
Wholesale & Retail Trade	115	13.2	12.9	
FIRE[b]	38	4.3	4.8	
Services	214	24.5	25.2	
Government	36	4.1	4.6	
Occupation				N/A
Prof., scientific, mgr.	118	12.5%	13.1%	
Clerical & sales	196	20.7	20.2	
Service occns.	119	12.6	13.0	
Ag + related	22	2.3	1.7	
Processing occns.	33	3.5	3.4	
Machine trades	130	13.7	13.7	
Benchwork occns.	61	6.5	6.1	
Structural + related occns.	179	18.9	19.4	
Misc. occns.	88	9.3	9.4	
How Found				N/A
Friend, relative, other employer	254	26.1%	25.4%	
Walk-in	110	11.3	11.0	
Newspaper ad	132	13.6	13.3	
JTPA referral	114	11.7	12.4	
ES referral	53	5.4	5.0	
Union	56	5.8	6.6	
School	24	2.5	2.4	
Other	230	23.6	23.9	
Temporary Job?				N/A
- Temporary	233	24.1%	24.2%	
- Seasonal	62	6.4	6.2	
- Permanent	672	69.5	69.6	
Unionized?	N/A			
Yes	331	33.7%	33.5%	
No	650	66.3	66.5	

Table 15--Continued

Characteristic	Count	Sample Percentage	Population Percentage	Median
Hours Worked				40
≤ 20	81	8.3%	7.9%	
21-30	74	7.6	7.0	
31-39	69	7.1	6.6	
40	521	53.5	54.9	
41-45	77	7.9	8.0	
46-50	84	8.6	8.8	
51+	67	6.9	6.8	
Receive a Promotion?				N/A
Yes	128	13.8%	13.1%	
No	802	86.2	86.9	
Relevance of JTPA Training to This Job				N/A
Completely	124	13.2%	13.6%	
Mostly	110	11.7	10.8	
Limited	90	9.6	9.0	
Very little	74	7.9	7.0	
None	543	57.7	59.7	

NOTE: Total sample size with valid data was 1,189. Total counts for characteristics do not add up to total sample size because of missing data. Percentages are based on nonmissing data. They may not add up to 100 because of rounding error.

[a] Transportation, Communication, and Public Utilities
[b] Finance, Insurance, and Real Estate

Machine trades occupations declined from 20.3 percent to 13.7 percent. Approximately one-third of the first jobs held after termination were unionized. This compares with about 54 percent of the jobs prior to the dislocation.

Considerable transition and change seem to characterize the movements between the last job held prior to dislocation and the first job held afterward. Tables A-1 through A-4 in the appendix show those transitions explicitly. The first table shows movements between industry. The entries in the table show, for each major industry classification, the sample percentage of workers in the industry prior to dislocation that obtained their first job in the industry given at the top of the column. The other transition tables show changes in occupational classes, union membership, and broad wage levels.

Table 15 presents the reported methods for finding the 1st job held after termination. Because such a large share of terminees reported receiving job search training, these data probably reflect the results of that training. Such training typically emphasizes informal, network mechanisms for job search and, indeed, over 25 percent of the jobs were found through friends/relatives/former employers. Another 11 percent came from walk-ins, which also could have been emphasized in the workshops. Interestingly, JTPA or Job Service referrals were the source of jobs in only about one-sixth of the cases. The job search methods reported in the table do not contrast greatly with similar data for the population as a whole, so the question of the effectiveness of the job search training arises. Are clients benefiting from the training by changing their behavior to approximate the general population's job search behavior or would clients behave this way without the job search training? Unfortunately, data beyond this study's sample that includes only program terminees are needed to answer this question.

The hours worked in that first job seemed to indicate that most of the jobs were full-time--80 percent were 35+ hours per week. Approximately 13 percent of the sample indicated that they had received a promotion in that first job.

Besides the relatively low starting wages of the first jobs, several other items of data are somewhat pessimistic. First of all, table 15 shows that over 30 percent of the first jobs were reported to be temporary or seasonal in nature. One suspects that program administrators would prefer placements into permanent jobs, although performance emphases may be inducing temporary or seasonal jobs as a last resort. Second, almost two-thirds of the job holders reported that the JTPA training had "very little" or "no" relevance to the job. Finally, question W11 asked respondents what percentage of work time was spent in training during the first week of employment and during weeks 2-4. Almost 50 percent of the respondents that obtained a job reported that 10 percent or less of their work time during the first week of employment was spent in training (this is equivalent to 4 or fewer hours). Almost 60 percent of those that became employed reported no training in weeks 2-4.

Table 16 displays the first job characteristics broken down by subgrantee type. The variation across the subgrantee types is not particularly striking. The χ^2 tests fail for the temporary or permanent nature of the job, hours worked, and promotion meaning no statistically significant differences exist for these characteristics. In examining the search methods, clients of private business programs used the informal networks of friends, relatives, and other employers much more than any of the other subgrantee types. Recall that private businesses had the highest percentage of clients that received job search assistance and that these businesses were presumably engaged actively in outplacement. Labor organization clients, not surprisingly, reported a relatively high incidence of union referrals.

Similarly, the significant difference in unionization status of the first job across the subgrantee types is caused by a much larger proportion for the labor organization programs than for the other program types. The differences across subgrantees in the relevance of JTPA training to the job are not clearcut. The private business programs and PICs/SDAs seem to fare slightly worse in the respondents' reports than did the other three types of subgrantees.

The final types of outcomes that were examined were nonemployment-related outcomes. These are displayed in tables 17 and 18. First of all, the effect of JTPA training on the receipt of income assistance was examined. About a quarter of the dislocated workers reported receiving "income assistance (other than unemployment compensation) from the government such as AFDC, Food Stamps, Medicaid, housing assistance, or general relief" before participating in a title III program. This percentage dropped to about 20 percent when respondents were asked about the period of time while they were participating and it dropped slightly further to 14 percent for <u>after participation</u>. Table 18 shows that labor organizations and PICs/SDAs seemed to be most effective in moving program participants off of the income maintenance rolls. One-third of labor organization participants reported receiving income assistance from the government before participating in the JTPA dislocated worker program, but only one-ninth reported receiving benefits after program termination. The PICs/SDAs income assistance rate dropped from 22 to 11 percent. The CBOs rate dropped, but still over one-fourth of program participants received income assistance after termination.

Studies have indicated dislocation can often lead to marital dissolution. In the overall sample for this study, over 93 percent of the respondents did not change their marital status between program termination and interview. For those that did change status, there was about an equal number of individuals that got married as separated or divorced. A very similar finding held for whether individuals changed their homeownership status. Over 95 percent of the sample did not experience an ownership status change. The residual 5 percent was almost equally split

TABLE 16

CHARACTERISTICS OF FIRST JOB AFTER RECEIVING TITLE III TRAINING BY SUBGRANTEE TYPE

Characteristic	Population	Subgrantee Type: Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	χ^2
Industry							137.6***
Ag + related	1.3%	6.6%	0.8%	0.7%	0.0%	1.0%	
Mining, const.	9.2	6.6	7.5	3.2	17.5	8.1	
Manufacturing	35.5	31.9	20.2	47.7	37.4	37.5	
TCPU[a]	6.7	5.5	4.5	3.2	13.1	5.6	
Wholesale + Retail	12.9	15.4	11.2	16.1	10.2	13.2	
FIRE[b]	4.8	5.0	6.0	2.6	1.9	6.6	
Services	25.2	27.5	40.3	22.6	17.5	23.4	
Government	4.6	1.7	9.7	3.9	2.4	4.6	
Occupation							156.5***
Prof., scient., mgr.	13.1%	9.0%	17.5%	16.5%	8.1%	13.9%	
Clerical + sales	20.2	23.0	28.5	19.5	18.0	17.5	
Service occns.	13.0	13.5	20.4	7.9	9.5	13.5	
Ag + related	1.7	7.5	0.7	1.2	0.5	1.4	
Processing occns.	3.4	4.5	2.9	3.1	3.2	3.6	
Machine trades	13.7	16.5	7.3	18.3	9.0	16.6	
Benchwork occns.	6.1	5.0	3.7	14.6	4.5	5.4	
Structural + rel.	19.4	12.5	8.8	10.4	37.4	18.8	
Misc.	9.4	8.5	10.2	8.5	9.9	9.4	
How Found							141.5***
Friends, relatives, other employer	25.4%	29.8%	27.6%	37.2%	16.1%	24.5%	
Walk-in	11.0	8.8	16.6	12.8	10.8	8.7	
Newspaper	13.3	18.1	14.5	8.7	11.7	14.0	
JTPA referral	12.4	12.2	15.2	7.0	10.8	14.0	
ES referral	5.0	4.9	5.5	12.2	2.2	3.9	
Union	6.6	0.5	2.8	1.2	14.4	7.4	
School	2.4	4.4	0.7	0.6	2.7	3.1	
Other	23.9	21.5	17.2	20.3	31.4	24.5	
Temporary Job?							7.8
Temporary	24.2%	23.0%	21.2%	28.4%	24.4%	24.1%	
Seasonal	6.2	5.9	6.9	4.7	9.5	4.8	
Permanent	69.6	71.1	71.9	66.9	66.1	71.1	
Unionized							56.8***
Yes	33.5%	23.4%	24.5%	34.3%	53.3%	28.8%	
No	66.5	76.6	75.5	65.7	46.7	71.2	

Table 16--Continued

Characteristic	Population	Subgrantee Type: Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	χ^2
Hours Worked							217.7
≤ 20	7.9%	13.5%	11.0%	4.7%	5.8%	7.5%	
21-30	7.0	11.6	6.8	7.1	6.3	6.2	
31-39	6.6	9.2	8.2	6.5	5.8	5.7	
40	54.9	42.0	54.1	53.5	58.9	56.8	
41-45	8.0	10.1	4.1	9.4	6.7	9.3	
46-50	8.8	7.2	6.8	10.6	10.7	8.4	
51+	6.8	6.3	8.9	8.2	5.8	6.2	
Received a Promotion?							5.1
Yes	13.1%	18.0%	9.9%	12.9%	14.1%	12.7%	
No	86.9	82.0	90.1	87.1	85.9	87.3	
Relevance of JTPA Training to This Job							28.8*
Completely	13.6%	12.6%	19.7%	6.9%	14.6%	13.0%	
Mostly	10.8	14.1	9.9	11.3	14.2	8.3	
Limited	9.0	11.7	10.6	9.4	9.1	7.4	
Very Little	7.0	11.2	7.8	9.4	5.5	5.6	
None	59.7	50.5	52.1	62.9	56.6	65.7	

NOTE: Percentages are based on nonmissing data. They may not add up to 100 due to rounding error. Sample sizes by subgrantee are given in table 4.

***Significant at the .001 level.
** Significant at the .01 level.
* Significant at the .1 level.
a Transportation, Communication, and Public Utilities
b Finance, Insurance, and Real Estate

TABLE 17

NONEMPLOYMENT RELATED OUTCOMES OF TITLE III SERVICES

Characteristic	Count	Sample Percentage	Population Percentage	Median
Received Income Assistance[a]				N/A
Before	281	23.9%	24.8%	
During	181	15.6%	19.5%	
After	163	13.9%	13.6%	
Marital Status Change				N/A
No change	1099	93.3%	93.2%	
Separated/Divorced	40	3.4	3.3	
Got married	32	2.7	2.8	
Widowed	7	0.6	0.6	
Relocation Status				N/A
No relocation	997	84.5%	84.4%	
Moved				
- To take a job	34	2.9	3.3	
- Marital status change	28	2.4	2.4	
- Needed less expensive housing	29	2.5	2.6	
- Other reason	92	7.8	7.4	
Homeownership Status Change				N/A
No change	1102	95.5%	95.6%	
Change				
- No longer own	28	2.4	2.5	
- Now own	24	2.1	1.9	
Schooling				N/A
Enrolled since leaving program	187	15.9%	14.4%	
Did not enroll	986	84.1	85.6	

NOTE: Total sample size with valid data was 1,189. Total counts for characteristics do not add up to total sample size because of missing data. Percentages are based on nonmissing data. They may not add up to 100 because of rounding error.

[a] The percentages for this characteristic refer to the share of the sample that received public assistance either before, during, or after participation in the title III program.

TABLE 18

NONEMPLOYMENT RELATED OUTCOMES OF TITLE III SERVICES, BY SUBGRANTEE TYPE

Characteristic	Total Sample	Subgrantee Type					χ^2
		Educ. Inst.	CBOs	Private Business	Labor Organiz.	PICs/ SDAs	
Received Income Assistance[a]							
Before	24.8%	26.4%	32.3%	8.4%	33.1%	22.4%	52.3***
During	19.5%	20.5%	26.5%	3.3%	18.8%	12.3%	51.1***
After	13.6%	18.6%	25.2%	6.7%	11.6%	11.1%	36.1***
Marital Status Change							12.3
No change	93.2%	92.7%	91.6%	96.0%	91.4%	94.1%	
Separated/ Divorced	3.3	3.1	5.4	2.4	4.9	2.0	
Got married	2.8	3.9	2.4	0.8	3.3	3.1	
Widowed	0.6	0.4	0.6	0.8	0.4	0.8	
Relocation Status							36.1***
No relocation	84.4%	82.0%	77.8%	91.2%	82.8%	86.3%	
Moved							
- To take a job	3.3	4.2	1.8	0.8	2.1	5.1	
- Marital status changed	2.4	2.7	2.4	1.2	3.7	2.0	
- Needed less expensive housing	2.6	3.1	3.6	0.8	2.9	2.4	
- Other reason	7.4	8.1	14.4	5.9	8.6	4.3	
Homeownership Status Change							2.2
No change	95.6%	95.2%	95.7%	95.6%	95.0%	96.0%	
Change							
- No longer own	2.5	2.4	2.5	2.4	2.1	2.8	
- Now own	1.9	2.4	1.8	2.0	2.9	1.2	
Schooling							11.3**
Enrolled	14.4%	21.8%	16.2%	16.1%	14.1%	11.4%	
Did not enroll	85.6	78.2	83.8	83.9	85.9	88.6	

NOTE: Percentages are based on nonmissing data. They may not add up to 100 due to rounding error. Sample sizes by subgrantee are given in table 4.

*** Significant at the .001 level.
** Significant at the .01 level.
* Significant at the .1 level.

[a] The percentages for this characteristic refer to the share of the sample that received public assistance either before, during, or after participation in the title III program.

status change. The residual 5 percent was almost equally split between dislocated workers who no longer owned their house and those who now owned but formerly did not.

Relocation was a more common activity within the sample than either marital status change or homeownership change. Approximately one-sixth of the sample moved between the time of the program termination and our telephone interview. A small share of moves was the result of marital status changes. Over 5 percent of the respondents (one-third of the moves) indicated that they moved for economic reasons--either to take a job or to reduce housing expenses. Finally, half of the moves cited "Other reasons" for moving. Moving was not evenly distributed across subgrantee types. Less than 10 percent of participants in private business programs relocated, whereas about a quarter of participants in CBOs moved.

The final outcome that was examined was enrollment in schooling after program participation.[8] About 15 percent of the workers reported enrollment in some type of formal schooling after they had terminated from the program. The institutions and programs that terminees enrolled in ran a wide gamut of the postsecondary institutions and occupational programs. The institutions listed predominantly were as follows:

- Cuyahoga Community College
- Edison State Community College
- Youngstown State University
- Central State University

The programs of study mentioned predominantly were--

- business-related studies (accounting, finance, real estate, insurance),
- liberal studies (social sciences, history, etc.),
- secretarial studies, and
- trade and industrial (plumbing, carpentry, welding, HVAC).

In summary, among nonemployment-related outcomes, the only sizeable outcomes were reductions in the number of persons receiving income assistance and significant numbers of enrollees in schooling. In the next section of the chapter, we have identified (arbitrarily) respondents that met particular criteria that could be entitled positive outcomes and nonpositive outcomes. We compare and contrast those groups.

---

[8]Because schooling outcomes were of interest to JTP-Ohio, we spent a considerable amount of time training the telephone interviewers in the difference between schooling as a JTPA service and schooling after program participation. This data is supposed to represent only the latter.

Analyses of Positive and Nonpositive Outcomes

As a way to summarize the data presented in this chapter and to develop some quantitative hypotheses to test in the multivariate analyses of factors explaining program outcomes, we established some (arbitrary) criteria for defining a positive program outcome and a nonpositive outcome. Because the stated objective of JTPA is employment, these criteria are employment and wage based. The criteria used were as follows:

Positive Outcomes

- became reemployed and
- underwent, at most, one job change since program termination and were
- currently employed in a full-time (35+ hours), permanent job and their
- current hourly wage is at least 80 percent of last hourly wage before dislocation

Nonpositive Outcomes

- did not become reemployed since termination and were not currently students or their
- most recent hourly wage was/is not at least 80 percent of last hourly wage before dislocation

Table 19 characterizes the terminees with positive and nonpositive outcomes. It should be noted that the criteria are absolute, so that it would have been theoretically possible for everyone in the sample to have a positive or a nonpositive outcome. In fact, about one-third of the sample (n=400) were categorized as having a positive outcome and about 40 percent (n=433) had nonpositive outcomes by this definition.

Rather than discuss each of the characteristics, the variables that were associated with either outcome are summarized. (Factors are only listed if the chi-squared test indicates an association.)

- Factors associated with positive outcomes

  --Race - white (nonhispanic)
  --Age - 25-44
  --Some postsecondary education
  --Provider type - Labor organizations
  - PICs/SDAs
  --Service provided - OJT
  --Predislocation wage - $4.00-$7.00/hour
  --Main occupation - Scientific, technical, or managerial

- Factors associated with nonpositive outcomes

  --Race - black (nonhispanic)
  --Age - 55+
  --School dropout
  --Homeownership
  --Provided type - Private business
  - Educational institution
  --Services - Job search assistance
  - Personal counseling
  --Participated in JTPA prior to layoff
  --Notice of 4+ weeks
  --Union membership prior to dislocation
  --Dislocated from manufacturing industry
  --Predislocation wage - $7.00-$15.00/hour
  --Main occupation - Benchwork occupations

This chapter has presented numerous descriptive statistics and crosstabular analyses to characterize the dislocated workers that were served by title III programs, the services they received, and the outcomes they experienced. In the next chapter, we turn to multivariate models of program outcomes.

TABLE 19

CHARACTERISTICS OF TRAINEES WITH
POSITIVE AND NONPOSITIVE PROGRAM OUTCOMES

Characteristic	Percentage of Total Sample with Characteristic	Percentage for Positive Outcome Subsample (n = 400)	Percentage for Nonpositive Outcome Subsample (n = 437)
Sex			
Male	62.8%	65.3%	62.8%
Female	37.2	34.7	37.2
Race			
White (nonhispanic)	71.0%	74.8%	71.8%
Black (nonhispanic)	26.3	21.7	26.5
Other	2.7	3.5	1.7
Age			
<25	3.5%	3.4%	3.5%
25 - 34	24.5	27.0	18.9
35 - 44	32.7	35.6	29.8
45 - 54	26.7	26.4	27.3
55 - 64	11.9	7.3	18.9
65+	0.7	0.3	1.5
Provider Type			
Educ. Inst.	22.0%	19.3%	28.7%
CBOs	14.3	13.5	13.5
Private Business	21.3	17.8	31.3
Labor Organiz.	20.6	23.8	9.9
PICs/SDAs	21.8	25.8	16.6
Homeownership			
Yes	63.6%	64.1%	66.7%
No	36.4	35.9	33.3
Amount of Notice			
None	16.3%	15.7%	10.7%
Less than 1 wk.	12.5	13.6	8.4
1 - 2 weeks	8.3	6.8	7.2
2 - 3 weeks	6.2	4.9	6.9
3 - 4 weeks	2.9	4.0	3.2
4+ weeks	53.9	54.9	63.7
Participate Before Layoff?			
Yes	21.2%	17.4%	25.8%
No	78.8	82.6	74.2

Table 19 - continued

Characteristic	Percentage of Total Sample with Characteristic	Percentage for Positive Outcome Subsample (n = 400)	Percentage for Nonpositive Outcome Subsample (n = 437)
Services[a]			
Job Search Assistance	69.4%	67.7%	72.9%
Classroom--Skill	47.9%	44.2%	47.4%
Classroom--Basic Ed.	24.3%	21.9%	22.4%
OJT	16.6%	21.7%	10.4%
Transportation Asst.	34.3%	29.6%	34.0%
Relocation Asst.	3.4%	3.8%	1.7%
Child Care	1.8%	0.8%	1.2%
Personal Counseling	8.4%	6.6%	10.6%
Medical Asst.	1.7%	1.3%	2.0%
Program Grade			
A-/A/A+	43.4%	45.6%	43.8%
B-/B/B+	28.4	27.8	29.2
C-/C/C+	16.9	16.1	15.1
D-/D/D+	5.5	4.4	1.8
F-/F	5.6	5.8	6.8
Union Member at Prior Job?			
Yes	56.1%	51.7%	59.9%
No	43.9	48.3	40.1
Wage Level			
≤ 4.00	8.4%	8.0%	3.9%
4.01 - 7.00	21.3	29.8	12.3
7.01 - 10.00	25.4	23.2	29.1
10.01 - 15.00	36.2	31.1	50.2
15.01+	8.7	8.0	4.5
Education Status			
School Dropout	15.6%	12.7%	18.5%
Student	2.0	1.6	1.7
High School Grad	53.2	51.3	53.7
Some Postsec.	29.2	34.4	26.1

Table 19 - continued

Characteristic	Percentage of Total Sample with Characteristic	Percentage for Positive Outcome Subsample (n = 400)	Percentage for Nonpositive Outcome Subsample (n = 437)
Family Status			
Single parent with dependent <6	3.6%	2.8%	3.6%
Two parent family	51.6	53.3	51.3
Other family member	12.5	13.9	12.8
Single parent with dependent 6-17	8.6	7.1	8.2
Nondependent indiv.	23.7	23.0	24.0
Main Occupation			
Prof., scientific, & mgr.	12.9%	17.1%	12.3%
Clerical & sales	14.8	16.3	13.9
Service workers	8.8	8.5	9.2
Agri. occns.	0.7	0.8	0.5
Processing occns.	6.2	6.4	6.8
Machine trades	20.6	21.3	22.6
Benchwork occns.	13.8	11.7	17.6
Structural & related	15.9	13.1	11.3
Misc. occns.	6.3	4.8	5.8
Industry			
Ag & Related	6.6%	3.4%	2.8%
Mining & Const.	5.6	7.9	3.0
Manufacturing	59.9	59.7	69.9
TCPU[b]	4.3	5.2	2.5
Wholesale & Retail	8.6	10.2	8.9
FIRE[c]	1.2	1.1	1.0
Services	12.2	10.5	11.6
Govt.	1.7	2.1	0.3

[a] The percentages for this characteristic represent the share of the sample that received the service. For example, 69.4 percent of clients in the total sample received job search assistance.
[b] Transportation, Communication, and Public Utilities
[c] Finance, Insurance, and Real Estate

IV. FACTORS THAT INFLUENCE PROGRAM OUTCOMES

Model

The profiles developed in the previous chapter suggest a number of potential relationships between outcomes and program or client characteristics. But because tabular analyses can only control for one or two other variables, the profiles cannot pinpoint causation. Covariation with noncontrolled variables confounds the analyses. To overcome this shortcoming and to better understand the factors that influence program outcomes, we have estimated a number of linear regression models. It should be recognized that these models estimate outcomes contingent upon being enrolled in the program. Program outcomes to the general population of dislocated workers cannot be ascribed except under the assumptions that the individuals that have enrolled are exactly like those that didn't in all measurable and nonmeasurable ways and that enrollment was purely a random event.

This caveat aside, we suggest that analyses will be valid for the population of program trainees. The general structural model that was estimated follows:

OUTCOME = f(PROVTYPE, SERVICES, RACE, SEX, FAMSTAT, EDUC, PRIORJOB, WORKEXP)

where OUTCOME = outcomes of interest such as reemployment, wage rate, wage replacement rate, enrollment in education, receipt of income maintenance support, and so forth

PROVTYPE = subgrantee type

SERVICES = vector of variables describing project services received

RACE, SEX, FAMSTAT = demographic characteristics

EDUC = vector of education attainment variables such as high school graduation, school dropout, and so forth

PRIORJOB = vector of characteristics pertaining to pre-dislocation job such as wage rate, industry, occupation, unionization, and so forth

WORKEXP = vector of prior work experience variables

Our null hypothesis about provider type is that the coefficients on these variables should be zero, that is, holding constant client characteristics and services provided, we would expect that provider type does not make any difference on

outcomes. With respect to services, we would hypothesize that the signs on these variables should be positive.[9] We hypothesize that work experience and education will have the usual positive human capital effects on outcomes.

Finally, prior job characteristics will affect outcomes in different ways. It is hypothesized that blue-collar occupations, being dislocated from a manufacturing job, and having been a member of union would have positive impacts on wage outcomes but negative effects on reemployment. Similarly, the last hourly wage prior to dislocation should have a positive influence on wage outcomes, but negative effect on employment.

Results

The first outcome to be examined was the starting hourly wage for the first job after program termination. Table 20 provides the estimates from a standard linear regression model in which the dependent variable was the logarithm of that starting wage (only estimated for respondents that became reemployed). Five types of independent variables were used--subgrantee type, services received, demographic and human capital characteristics, prior job characteristics, and characteristics of the first job. The only subgrantee type for which the coefficient was significantly different from zero was labor organizations. These programs imparted a 9 percent wage advantage over the reference group subgrantee type--PICs/SDAs.

Surprisingly, the services received, for the most part, had a negative impact on starting wages, with job search assistance and transportation or relocation assistance being significantly negative. An individual receiving job search assistance ended up with a 10 percent wage disadvantage compared to the reference group. This supports the contention that some individuals have made that JTPA overemphasizes job search assistance.

The coefficients on the demographic and human capital characteristics had the expected signs. Being a male conveyed a 12 percent wage advantage, and being white resulted in 6 percent higher wages. Being a single parent with dependents under 18 years of age was associated with a lower starting wage, even controlling for gender. Prior work experience exhibited the normal quadratic relationship with starting wages at the first job after the program termination. Wages increased with experience but at a decreasing rate.

---

[9]The reference group is clients who reported receiving nontransportation and non-relocation support services only. The sign on the dummy variables for all the other services indicates the effect of those services relative to the reference group. If they are effective, the signs will be positive.

TABLE 20

ESTIMATES FROM A MODEL OF STARTING WAGE LEVELS IN THE 1ST JOB AFTER PROGRAM TERMINATION

Variable	Estimate	t-ratio
Subgrantee Type[a]		
Educ. instit.	- .06	-1.51
CBOs	.01	.26
Private business	.01	.17
Labor organizations	.09**	2.28
Services[b]		
Job search assistance	- .10***	-3.03
Classroom-skill training	.02	.73
Classroom-basic skills	- .03	- .98
OJT	- .01	- .38
Transportation or relocation asst.	- .05*	-1.71
Demographic and Human Capital Characteristics		
Sex (1 = male)	.12***	3.26
Race (1 = white, nonHispanic)	.06***	2.04
Veteran status (1 = yes)	.03	.91
Single parent family	- .05*	1.67
Education[c]--		
- School dropout	- .09	-1.30
- High School only	- .05	- .78
- Some college	.09	.06
Years of previous work experience	.01**	2.39
(Years of previous work experience)^2/1000	- .23**	-2.01
Prior Job Characteristics		
Log last wage[d]	.30***	6.45
Union member	- .06*	-1.71
Received no notice	- .04	-1.03
Participated in JTPA prior to separation	- .03	- .73
Industry dummies	present	
Occupation dummies	present	

Table 20--continued

Variable	Estimate	t-ratio
1st Job Characteristics		
Union member	.40***	13.15
Construction industry	.26***	4.41
Dependent variable mean	6.47	
Adjusted R-square	.477	
n	839	

NOTE: Dependent variable was the natural logarithm of the starting wage (in cents) of the first job after program termination.

[a] Reference group is PICs/SDAs.
[b] Reference group is support services except transportation or relocation. Note: Individuals who reported not receiving any services were dropped from the analysis.
[c] Reference group is current students.
[d] Missing values were set equal to median ($9.65.)

A complete set of dummy variables for main occupation and industry (prior to dislocation) were entered into the model. The wage rate of the prior job was strongly, positively associated with the starting wage of the first job as were dummy variables for the new job being unionized and the new job being in the construction industry. Finally, if the job prior to dislocation was unionized, the starting wage was about 6 percent lower (of course, unionization at the current job is controlled).

The next outcome examined was reemployment. Here the dependent variable was a variable set to 1 if the respondent obtained a job after program termination and 0 otherwise. Table 21 provides the estimates of the parameters of a standard linear model of reemployment.[10] Contrary to the null hypothesis of no effect, two of the subgrantee types have a negative effect on reemployment. Participation in private business programs and programs at educational institutions was estimated to reduce the dislocated workers' likelihood of becoming reemployed relative to participation in a PIC/SDA program.

[10]Due to resource and time constraints, no limited dependent variable estimation techniques were attempted for this or the following two outcomes despite their being binary variables. The ordinary least squares estimates are unbiased, but may not be efficient. The means of the dependent variables are unbiased, but may not be efficient. The means of the dependent variables are in the range where OLS should produce reasonable estimates.

The services received effects conform to our prior hypotheses. Both job search assistance and an OJT contract increases the likelihood of reemployment. The other services have impacts that are not statistically different from zero, however. That these two services have a positive effect on reemployment should not be a surprise. The direct objective of job search assistance is precisely reemployment, whereas an OJT contract requires an employment relationship in order to be enforced.

Most of the demographic and human capital characteristics are significant in this model. Being white and being a veteran bestowed a positive effect on reemployment likelihood. Relative to other ethnicities, being white increased the reemployment likelihood by 9 percentage points. Being a veteran increased it by 6 percentage points. School dropouts and individuals with a high school diploma only were less likely to be reemployed than their counterparts who have had postsecondary education or who were currently a student. Age and years of prior work experience combined to produce an interesting effect on reemployment. Age had a positive impact (the older a respondent was, the more likely he or she was to have obtained a job), but experience had a negative impact. In other words, a 55-year-old with 35 years of work experience was more likely to withdraw from the labor market (retire) than a 55-year-old with only 10 years of full-time work experience. This is likely to be explained by better pensions and retirement buyouts for workers with considerable experience. Interestingly, gender had no effect on reemployment.

We had anticipated that wage prior to dislocation would have a negative effect on reemployment. The reasoning for this was that higher-wage individuals would have higher reservation wages and more firm specific human capital. Table 21 shows that just the opposite occurred. Last wage had a positive effect on reemployment. Again, recall that the model controlled for industry and occupation.

The next model we estimated was current employment conditional on reemployment. Table 22 presents the estimates from this model. Neither the subgrantee type nor services received were significant in this model. This may suggest that to the extent the program influences reemployment, the effects are somewhat short-lived. In fact, the model estimates suggest that it was mainly human capital and demographic characteristics that explain current employment--full-time work experience prior to dislocation (in a quadratic form), being a veteran, and being handicapped. The latter two characteristics were negatively associated with the likelihood of being employed at the time of the interview.

TABLE 21

ESTIMATES FROM A MODEL OF REEMPLOYMENT

Variable	Estimate	t-ratio
Subgrantee Type[a]		
Educ. instit.	-.07**	-2.05
CBOs	-.01	-.32
Private business	-.18***	-4.38
Labor organizations	.03	.89
Services[b]		
Job search assistance	.07**	2.37
Classroom-skill training	.01	.36
Classroom-basic skills	-.01	-.29
OJT	.12***	4.22
Transportation or relocation asst.	.003	.11
Demographic and Human Capital Characteristics		
Sex (1 = male)	-.03	-.99
Race (1 = white, nonHispanic)	.09***	3.33
Veteran status (1 = yes)	.07**	2.46
Handicapped Status (1 = yes)	-.10	-1.16
Single parent family	.004	-.15
Education[c]--		
- School dropout	-.11**	-1.99
- High School only	-.09*	-1.85
- Some college	-.07	-1.29
Years of previous work experience	.00	.09
Age	.03***	4.01
Age--Squared/100	-.05***	-4.94
Prior Job Characteristics		
Log last wage[d]	.05	.89
Union member	.02	.72
Received no notice	.04	1.29
Participated in JTPA prior to separation	-.005	-.13
Industry dummies	present	
Occupation dummies	present	
Dependent variable mean	.84	
Adjusted R-square	.131	
n	1021	

[a] Reference group is PICs/SDAs.
[b] Reference group is support services except transportation or relocation. Note: Individuals who reported not receiving any services were dropped from the analysis.
[c] Reference group is current students.
[d] Missing values were set equal to median ($9.65.)

TABLE 22

ESTIMATES FROM A MODEL OF CURRENT EMPLOYMENT GIVEN REEMPLOYMENT

Variable	Estimate	t-ratio
Subgrantee Type[a]		
Educ. instit.	- .04	- .78
CBOs	- .11*	-1.94
Private business	- .01	- .15
Labor organizations	.02	.38
Services[b]		
Job search assistance	- .04	-1.04
Classroom-skill training	.004	.13
Classroom-basic skills	- .001	- .03
OJT	- .05	-1.24
Transportation or relocation asst.	- .02	- .49
Demographic and Human Capital Characteristics		
Sex (1 = male)	.04	1.03
Race (1 = white, nonHispanic)	.01	.42
Veteran status (1 = yes)	- .10**	-2.52
Handicapped Status (1 = yes)	- .15	-1.31
Single parent family	.02	.72
Education[c]--		
- School dropout	- .12	-1.58
- High School only	- .10	-1.45
- Some college	- .08	-1.11
Years of previous work experience	.01**	2.30
(Years of previous work experience)^2/1000	- .27**	-2.06
Age 55+	.11	1.61
Prior Job Characteristics		
Log last wage[d]	- .10*	-1.81
Union member	.01	.73
Received no notice	- .03	- .69
Participated in JTPA prior to separation	- .11**	-2.16
Industry dummies	present	
Occupation dummies	present	

Table 22--continued

Variable	Estimate	t-ratio
1st Job Characteristics		
Union member	- .11***	-3.03
Construction	- .19***	-2.93
Log Wage	.10***	2.62
Dependent variable mean	.76	
Adjusted R-square	.063	
n	884	

[a] Reference group is PICs/SDAs.
[b] Reference group is support services except transportation or relocation. Note: Individuals who reported not receiving any services were dropped from the analysis.
[c] Reference group is current students.
[d] Missing values were set equal to median ($9.65.)

If the first job held after program termination was unionized, the likelihood of being employed was reduced. This was probably because a large share of the unionized positions were in construction or related occupations that tend to be seasonal in nature. (The interviews took place during winter.) Inexplicably, participating in the JTPA program prior to layoff was strongly, negatively associated with current employment.

The final two outcomes that were modeled were the probability of having enrolled in a formal school program after termination and the probability of having received income assistance payments after participating in the program. The parameter estimates for these models are provided in tables 23 and 24. The only variables that were significant in the enrollment model were educational institution as subgrantee type (positively associated with enrollment), the respondent received an OJT contract (negative), the individual had attended some postsecondary education (positive), and the individual participated in the JTPA program prior to separation (positive). As the low R-square indicates, the model did not explain a great deal of the variance in the enrollment variable. Essentially, it was learned that clients of educational institution programs tended to continue their schooling after the JTPA support ended. In particular, clients of educational institution programs had a .10 increased probability of further schooling. If the individual had attended some schooling beyond high school as indicated on their JTPA application, the increased likelihood of attending school after program termination was also .10. The only variable that

TABLE 23

ESTIMATES FROM A MODEL OF ENROLLMENT
IN SCHOOL AFTER PROGRAM TERMINATION

Variable	Estimate	t-ratio
Subgrantee Type[a]		
Educ. Instit.	.10***	2.87
CBOs	.00	.05
Private business	.06	1.38
Labor organizations	.00	.01
Services[b]		
Job search assistance	- .04	-1.49
Classroom-skill training	- .01	- .60
Classroom-basic skills	.03	1.22
OJT	- .05*	-1.63
Transporation or relocation asst.	.01	.49
Demographic and Human Capital Characteristics		
Sex (1 = male)	- .04	-1.29
Race (1 = white, nonHispanic)	- .01	- .37
Veteran status (1 = yes)	- .02	- .77
Handicapped status (1 = yes)	.10	1.27
Single parent family	- .03	-1.18
Education[c]--		
- School dropout	- .03	- .55
- High School grad	- .04	- .77
- Postsecondary	.10*	1.93
Years of prior work experience	- .00	-1.38
Age	- .00	- .91
Prior Job Characteristics		
Log last wage[d]	- .02	- .40
Union member	- .03	-1.07
Received no notice	.02	.63
Participated in JTPA prior to separation	.07*	1.98
Industry dummies	present	
Occupation dummies	present	
Dependent variable mean	.16	
Adjusted R-square	.043	
n	1085	

[a] Reference group in PICs/SDAs.
[b] Reference group is support services except transportation or relocation. Note: Individuals who reported not receiving any services were dropped from the analysis.
[c] Reference group is current students.
[d] Missing values were set equal to median ($9.65.)

TABLE 24

ESTIMATES FROM A MODEL OF INCOME ASSISTANCE RECEIPT AFTER PROGRAM TERMINATION

Variable	Estimate	t-ratio
Subgrantee Type[a]		
Educ. Instit.	.08***	2.64
CBOs	.11***	3.03
Private business	.03	.74
Labor organizations	.00	.01
Services[b]		
Job search assistance	- .01	- .28
Classroom-skill training	- .04*	-1.90
Classroom-basic skills	.04*	1.65
OJT	.00	.11
Transporation or relocation asst.	.04*	1.79
Demographic and Human Capital Characteristics		
Sex (1 = male)	.02	.64
Race (1 = white, nonHispanic)	- .12***	-5.07
Veteran status (1 = yes)	.06**	2.16
Handicapped status (1 = yes)	.09	1.24
Single parent family	- .05*	-1.98
Education[c]--		
- School dropout	.13**	2.53
- High School grad	.03	.73
- Postsecondary	.05	.95
Years of prior work experience	- .01***	-4.77
Age	.00	.00
Prior Job Characteristics		
Log last wage[d]	- .06*	-1.69
Union member	.03	1.08
Received no notice	.08**	2.42
Participated in JTPA prior to separation	- .04	-1.26
Industry dummies	present	
Occupation dummies	present	
Became Reemployed	- .19***	-6.53
Dependent variable mean	.14	
Adjusted R-square	.135	
n	1085	

[a] Reference group in PICs/SDAs.
[b] Reference group is support services except transportation or relocation. Note: Individuals who reported not receiving any services were dropped from the analysis.
[c] Reference group is current students.
[d] Missing values were set equal to median ($9.65.)

decreased the likelihood of attending school after JTPA was receiving an OJT contract.

The model of income assistance receipt after program termination indicated that participants of educational institution or CBO programs were more likely to report such assistance than any of the other three subgrantee types. Furthermore, receiving transportation or relocation assistance or classroom training in basic academic skills increased the likelihood of receiving income maintenance support after participating in a program; whereas classroom training in an occupational skill decreased the probability.

In terms of demographic characteristics, school dropouts and veterans were far more likely to receive income assistance payments than individuals with more education or that were not veterans. Whites and parents in single parent families were less likely to receive income assistance. Also, years of full-time work experience and last wage prior to dislocation decreased the probability of receiving income assistance.

Not surprisingly, reemployment was negatively associated with receipt of income support after program termination. If an individual received no notice of layoff, they tended to receive such support holding other things constant.

Summary

In this chapter, five outcomes that may have occurred to participants of title III programs--starting wage levels in the first job after program participation, reemployment, current employment (at the time of interview), enrollment in schooling, and income assistance receipt--were analyzed via multivariate regression. The multivariate analyses showed that educational institution program participants relative to PICs/SDAs had a reduced likelihood of reemployment, increased likelihood of enrollment in schooling, and increased likelihood of reporting income support payments. CBO clients tended to have increased likelihoods of reporting income assistance support. Private business program terminees had significantly decreased likelihoods of reemployment, whereas labor organization participants typically received higher starting wages in the first job after termination.

In terms of the effects of various services provided to the respondents, the models indicated that job search assistance tended to increase the likelihood of reemployment, but decrease the starting wage levels of the first job held. Classroom skill training reduced income assistance received, whereas basic academic skill remediation in classrooms was associated with higher likelihood of receiving income assistance. OJT contracts led to higher probabilities of reemployment and lower probabilities of school enrollment.

Receiving no notice of layoff in the job prior to dislocation resulted in higher rates of income assistance. Participating in a title III program prior to separation resulted in lower rates of current employment (given reemployment) and higher likelihoods of school enrollment. In general, the controls for demographic variables and human capital characteristics had the expected signs in all models. In the next chapter, qualitative evidence concerning program outcomes and operations is examined.

V. RESULTS OF THE PROCESS ANALYSIS

In this chapter, the impressions that were formulated based on visits to five subgrantee organizations are reported. A general description of each subgrantee and a summary of how the subgrantees were selected is contained in chapter 2. First staff visits are described and then a synthesis of the findings are presented here. The reader should be cautioned that the evidence presented here is impressionistic and based on a limited examination of the respective organizations.

Summary of Visits

In July 1987, project staff visited Site E, an SDA administrative entity in southwest Ohio. The agency's only current title III activity was a section 301(a) (Secretary's discretionary) project designed to outplace workers displaced from a federal facility shutdown. The occupational mix of the workers eligible for assistance ranged from highly specialized scientific and managerial occupations to more general production and plant maintenance occupations. The agency, a community-based organization, had the facilities and expertise to offer a wide range of services, but two types of assistance predominated--relocation assistance and institutional (postsecondary) training.

For each person receiving the relocation assistance, the average level of support was about $750, according to agency staff. The payment was made only if the client had found a job in a new location. The agency reported using the following formula to calculate the level of payments:

- o $300 stipend for securing a job
- o $100 travel expense reimbursement
- o $150/week until a paycheck arrived

A cap of $1,050 was placed on the relocation assistance. The program staff felt strongly that the displaced workers had little chance of finding employment in the local labor market because of an extremely depressed local economy, so the relocation assistance was used as an incentive to seek employment outside the area.

The training assistance consisted of reimbursement of tuition and expenses for individuals pursuing occupational programs at vocational-technical schools, community colleges, or universities. No limit was imposed on these training costs provided the client maintained a 2.0 grade point average.

In addition to the training expenses and relocation assistance, other client services included a few OJT contracts, a personal motivation seminar for a large share of the clients, and job search assistance. The small number of OJT contracts is

explained by the nature of the local job market--there were no job openings with wages anywhere matching those that had been paid at the federal facility. The personal motivation seminar was a week-long seminar intended to help the displaced workers cope with their employment situation, financial problems, and so forth. The job search assistance was comprised of training in a "job-club" type environment, a telephone bank with Ohio and national WATS lines, and numerous publications and periodicals with job opening listings.

The most pressing administrative "problem" cited by Site E was an unexpected underenrollment in the program. Fewer than 25 percent of the dislocated workers at the facility enrolled. To the outside observer, the following reasons for the underenrollment seemed clear:

- Considerable notice (sometimes 1 year +) had been given.
- The firm that operated the federal facility had provided outplacement assistance.
- The occupations of the displaced workers were in relatively high (national) demand--specialized scientific occupations and workers with a Q security clearance.
- The workers had high recall expectations that were borne out by the fact that the facility was purchased by another firm and reopened (albeit at reduced capacity).

Other impressions that we formulated were that the agency had made excellent outreach attempts, the agency had a genuine concern for helping people, and the agency had an excellent job search assistance program.[9] All in all, the CBO seemed best suited to assisting targeted (title II) or general populations, rather than the specific highly skilled clientele in this program. The relocation assistance was likely highly valued by its recipients, but we would judge it not to have been a significant factor in achieving reemployment. Likewise, the personal development seminar seemed to have been valued by the program's clients; however, little impact on reemployment could be traced. Finally, the educational benefits to the clients who chose such training will enhance their skills, and, we suspect, will lead to positive employment in new occupational areas.

In early August 1987, project staff visited Sites B and C in northeast Ohio. Site B, a community-based organization that is not an SDA, offers a single, very focused service for its title III clients--a program aimed at training displaced workers for occupations in outside sales. Agency staff reported that most of

[9]Agency staff reported that the firm that had operated the federal facility had limited outplacement facilities and were not particularly cooperative. This was disputed by the clients of the agency, however.

the trainees in this program had been dislocated from white-collar jobs, although a few clients had come from blue-collar occupations. The training program was a compact 9-week course built around a sales training seminar. The staff supplemented the seminar with small group counseling/tutoring sessions that allowed fairly intensive counseling and assistance relationships to form between clients and agency staff.

Although our visit to this agency was highly controlled, we still formed a positive impression about the quality of the training and the outcomes of the program for the individual trainees. The key factor to the program seemed to be the selectivity that the agency brings to bear on the enrollment process. The program had excellent outreach--it worked within its own community networks, OBES, the public library, and local media. The program's clients also were generally enthusiastic about the program and helped with outreach. The process for enrollment roughly followed these steps. Individuals with an interest in the program either telephoned the agency or visited it in person. Some screening occurred at this step, although it seemed as if most potential clients were encouraged to attend an orientation seminar. Most of the agency's screening (perhaps more appropriately termed client self-selection) resulted from the "homework" assigned to the orientation seminar attendees. The "homework" consisted of telephoning two professionals who were hiring in sales and conducting an interview with them. The potential enrollees then needed to call the agency and set up an appointment with one of the staff members to discuss the results of their two interviews. They then had to follow through with the appointment. If the individuals completed the "homework" successfully, they were invited to enroll in the program. Agency staff reported that they went out of their way to accommodate potential clients, but they still ultimately enrolled only one-third to one-half of the orientation attendees.

The training consisted of 8 weekly seminars led by a nationally recognized sales trainer supplemented by small group tutorial and counseling sessions. We attended a training session as well as a small group session and were generally impressed by the client motivation and enthusiasm.

An interesting aspect to the agency's program is the fact that the agency does not engage in any job development. The reason given to us for this fact was that, often, in the process of hiring for sales occupations, part of a candidate's evaluation comes from the persistence and ingenuity displayed in reaching the sales manager. If jobs were developed for the client, the clients could not demonstrate adequately these capabilities.

A puzzling aspect about Site B's program was their use of (unsubsidized) wages paid to individuals who had been placed as matching funds. We did not get a clear explanation of this process, but it appeared that individuals, when they were placed, were termed "interns", and either their full wages or a part of

their wages for a 6-month period were counted as agency matching funds, even though the placements were not OJT contracts and were not subsidized. The agency pointed out that in sales, considerable training occurred in the first months of employment. But in our opinion, it appears as if the agency is the only beneficiary of this administrative arrangement.

Site C, the third program visited, also was funded by a Secretary's discretionary grant. The subgrantee here was a private business (in the health care industry) that had undertaken a large layoff due to industry overcapacity. The occupations of the displaced workers being outplaced were LPNs, RNs, housekeepers, and food service workers. Most were unionized. The firm subcontracted with an outplacement consulting firm to operate the program. The services provided to the client were primarily job search assistance and job development. In addition, some vocational training was undertaken and some OJT contracts were implemented. In fact, however, program staff reported that other employers were reluctart to enter into OJT contracts (even though these employers were willing to hire clients), and clients, in general, were not interested in classroom training. As a result, about a third of grant funds were not expended, even while more than 80 percent placement rates were achieved.

The program was rather unique in the degree of its autonomy. Staff indicated that coordination with other title III agencies or any other governmental agencies in the locality was not desired nor undertaken. The key operational factors in this program (which had just ended prior to our visit) seemed to be active counseling and assessment and aggressive job development by the project's staff. Matching of employer requirements and worker skills and interests also appeared to be highly automated.

An interesting aspect to this program was the fact that it was initiated by the firm as an outplacement activity for its own employees, and the firm underwrote its expenses over the first few months of the project. The firm engaged the outplacement consultants during this time and the program, which it entitled the Employee Resource Project, had considerable success in placing individuals prior to receiving the title III funds. The question naturally arises of whether the federal dollars merely substituted for private dollars in this case.

In mid-August, Site D operations were observed. This labor organization operates an extensive, comprehensive title III program that includes OJT contracts, job development, classroom training, job search assistance training, and counseling and assessment services. Most of this agency's clients were unionized (although this was not a requirement of the agency) and had been dislocated from blue-collar jobs in the construction, steel, or automobile manufacturing industries. The organization has been in existence several years and has developed a well-organized, full-service approach to assisting individuals.

Agency outreach efforts include staff member presentations to union locals, media advertisements, and general word of mouth. Potential clients are invited to attend a 4-hour orientation program that includes a review of different services that the agency provides, completion of a JTPA application, a limited battery of tests (writing/reading, math), and assignment to a vocational specialist. Within a 7-10 day period, about 80 percent of the applicants will meet the vocational specialist, and together they will devise an employment development plan (EDP). The vocational specialist, at this time, may recommend a formal assessment battery of testing for the applicant. The agency contracts with a local community college to perform such testing.

After meeting with the vocational specialist, the client may enroll in the title III program. About 50 percent of the enrollees attend a job search training workshop (led by a former dislocated worker). Although we did not observe directly any sessions of the 6-day workshop, we did interview the leader and review the curriculum materials. Our impression was that the course was solid, albeit not outstanding. Clients that were interviewed were generally enthusiastic about it, though.

Approximately 15 percent of the agency's clients are placed in OJTs, although the agency is attempting to increase that percentage in its current year's program. A similar or slightly smaller share of clients received classroom training. The agency uses both proprietary and public institutions for such training, although it reported greater and greater reliance on the public institutions.

Our overall impression of this program was that of all the programs we encountered, this one seemed to be most free of selection bias. In fact, one got the sense that the agency was operating the program almost as if its services were an entitlement. All (eligible) individuals were facilitated. At the same time, it struck us that agency administrators were spending considerable amounts of time and, worse than that, disrupting program services, "battling" the program regulations. Documentable matching requirements were a big concern and were causing the agency to place more emphasis on OJTs. Also, the agency seemed to "adjust" its services considerably near the end of the program year. We observed OJT contracts being lengthened after they had been initiated in order to spend program dollars, and we observed a case where a client had told an employer of a potential 4-month OJT subsidy, only to have an agency staff member announce, "Sorry, it's June 1 and we can only contract for 30 days."

The final site visited, Site A, an educational institution, operated a unique program of limited size--only 31 participants. The unique aspect of the program was that it provided 6 quarters of classroom occupational training that led to an associate degree. This program has a number of features that distinguish it

from all other title III programs in the state. They are as follows:

- o Training that spans multiple years
- o Training that leads to a (certifiable) degree--Associate of Applied Science
- o Fixed price agreement
- o Substantial likelihood of placement outside of Ohio

The theory behind this program was to enroll title III clients from anywhere across the state into a postsecondary occupational program leading to an associate degree. In this particular case, the program has a national reputation of excellence and a history of virtually 100 percent placement of its graduates. Because the institution was state-supported and because the state's public education subsidy exceeded tuition costs, the program reported no problems with its match requirements.

According to the program's administrator, this training program was initiated in order to give trainees a certified skill that would lead to a job with a "decent" entry-level salary ($18-20K). It was his opinion that most title III training is more costly than it might appear because considerable turnover occurs after placement. In other words, trainees receive services valued on average at $2-4,000, but they end up getting laid off from or quitting their new jobs. Site A's program was intended to place people permanently in a new occupation. But, of course, it should be borne in mind that the cost of Site A's program was quite high.

It seemed clear that Site A's attempt to recruit statewide had not succeeded. Only two individuals had enrolled from outside southeast Ohio, and they had left the program during the first year of their studies. It also seemed clear that the nature of the services offered caused considerable self-selection of clients. In order to enroll in this program, a client had to be prepared to attend college for a 2-year period. For dislocated workers with considerable financial and family obligations and for whom a relatively large period of time had passed since school attendance, this represents a very large "investment." As such, we suspect that a very limited number of dislocated workers--those with alternative sources of financial support and with high levels of motivation--could afford the investment costs and would "select into" the program.

Among program participants and staff, we encountered a very high level of satisfaction. We observed a lecture (on statistical process control), met with a dozen or so clients as a group, and interviewed three clients on a one-on-one basis. All of the students were serious about the program and their intentions to succeed, were extremely complimentary of the staff, and expressed extremely positive attitudes toward their career prospects. The staff indicated that they felt the program benefited the institution as well.

All in all, the five sites that were visited were quite different from each other in both program content and mission. In the next section, we attempt to compare and contrast these individual programs.

Analysis of the Site Visit Impressions

The variation in program services across the five sites makes it difficult to draw conclusions about factors that may affect the efficacy of service delivery. However, within that variation, there seemed to be particular differences between specialized programs and general programs. The smaller, specialized programs with just a single emphasis could be more selective in client outreach and enrollment and were placing individuals into very targeted slices of the labor market. One would suspect that these programs would then have much higher placement rates. Indeed, this seemed to be the case. Programs that were more comprehensive seemed to be at a disadvantage because they spread their program resources across very different types of services. Some clients were formally assessed, some job development took place, and job clubs were operated to some extent, for example.

Having read background papers on title III services, we expected to encounter considerable job development being undertaken. Instead, we found that three of the agencies did not engage in any job development. Site D undertook some job development, but its efforts along these lines did not appear to us to be particularly aggressive, and other staff there discounted its value in achieving placements. Only at Site C did we find evidence of aggressive job development. That site did achieve high placement rates, so the evidence does not contradict other findings cited in the first chapter, but our visits did suggest to us that program operators are generally not enthusiastic or involved in job development.

Program operators (particularly, program directors) did seem to be very involved in management and accountability activities, almost to the point of callousness toward the clients. Our interviews with program administrators seemed to be filled with phrases like, "documentable match," "having to turn back funds" because of underenrollment, "concurrent enrollments," eligibility determinations, fixed price grants, administrative expenses, and so forth. Follow-up on clients and employers was very spotty; follow-up on program noncompleters was nonexistent. Self-evaluations were also nonexistent. For the most part, program staff did seem genuinely concerned about and committed to helping clients. However, counselors and instructors had extremely high client-to-staff ratios to contend with.

The final impression that we want to leave the reader concerning the site visits is some uncertainty about the target efficiency of the contribution these agencies are making toward

ameliorating the problems of dislocated workers. In other words, we have concerns about whether programs are structured in ways that allow society to get the best return on its investment. Upon departing from each of the five sites, we consistently had doubts. At Site A, we observed educational benefits that rivaled GI educational benefits being accorded to workers dislocated from a federal facility. We learned of substantial relocation subsidies for other workers from this facility. Yet we learned that most of the dislocated workers had held specialized occupations and had gained a particular level of security clearance that put them in demand (in the nationwide labor market). Furthermore, we learned that the agency could not serve local workers with limited skills that had become dislocated due to the bankruptcy of small businesses because the agency's grant was a Secretary's discretionary grant tied to the federal facility shutdown and because the agency had not been able to secure state allocated title III funds.

At Site B, we observed a highly selective program providing high-quality sales training. Because the program was selective, it garnered a highly motivated clientele that generally was able to secure lucrative sales positions. The question naturally arose whether such motivated participants needed subsidized program services to become reemployed. Site C was the private business program that engendered the question of whether public funds were being strictly substituted for private funding.

Site D was the large, generalized program operated by a labor organization described above. The agency seemed to be the least selective in enrolling individuals of any of the sites we visited. Any and all types of dislocated workers were served. The only concerns we had here were with the quality of the training and the consistency across clients. We observed OJT contracts that were arbitrarily extended and contracts that were arbitrarily shortened. We observed very similar clients given expensive proprietary school clerical training and inexpensive clerical training at a nearby community college. All in all, there seemed to be missing an evaluative or quality control dimension to Site D's program. Finally, Site E's 2 years of formal education was again highly selective and was very expensive relative to other programs.

We don't mean to broadly indict the title III programs we visited. Our visits were not intensive enough to formulate anything but quick impressions. We did not and could not evaluate these programs relative to the objectives that they have set for themselves. We do think, however, that state and local administrators need to consider carefully the extent and nature of the needs of dislocated workers and to provide more explicit service objectives to subgrantees.

VI. FINDINGS AND POLICY RECOMMENDATIONS

This chapter summarizes the findings from the study and offers administrative and policy recommendations based on those findings.

Findings

All in all, the Ohio dislocated workers surveyed in this study seemed to be suffering significant economic distress even after their involvement with title III training. Some relevant statistics follow:

- The unemployment rate of the dislocated workers at the time of our survey was 24.5 percent.
- The median wage earned in the first job after program participation for Ohio dislocated workers was $6.00/hour as compared to a median wage of $9.45/hour in the last job prior to dislocation. The median replacement ratio was .79.

The general profile of dislocated workers exhibited the following characteristics:

- About two out of three were males
- Blacks were disproportionately represented in the population relative to their share of Ohio labor force
- Median age was 39; median years of full time employment experience prior to dislocation was 16 years
- About two out of three held jobs in the manufacturing sector prior to dislocation; most of these jobs were in four industries within manufacturing--primary iron and steel manufacturing; primary nonferrous metal manufacturing; machines, except electrical; and transportation equipment

Across subgrantee types, private business programs served a much older clientele than the other program types, and labor organizations served a much younger group of dislocated workers. The individuals that participated in private business programs were, for the most part, dislocated by a plant closing and tended to have more than 4 weeks of notification prior to layoff. The individuals in labor organization programs were mostly laid off and, on average, had 1 week or less notice.

Job search assistance was the most common service provided to dislocated workers (about 70 percent). Next came classroom training in an occupational skill (46 percent), classroom training in basic academic skills (24 percent), and OJT contracts (16 percent). CBOs and private business subgrantees provided job search assistance to about 85 percent of their clients, whereas the other three types of subgrantees provided job search assistance between 55-65 percent of the time. Educational institutions and CBOs had the highest incidence of classroom training--both in specific occupational skills and basic academic skills. Over 50 percent of the respondents served by education institutions or CBOs reported receiving specific skill training in classrooms. The other three subgrantee types had less than half of their clients enroll in classroom skill training. Similarly, 30-40 percent of CBO and educational institution clients took classroom training in basic skills, whereas only 10-20 percent of the clients from the other subgrantee types received this kind of training. PICs/SDAs had the highest relative share of OJT contracts, although the variation in this type of service across subgrantee types was not great.

Clients were highly satisfied with the title III programs and services they received. Over 40 percent rated these programs with an A or A+ grade; over 90 percent would or did recommend the program to their friends. Client satisfaction was similar across subgrantee types.

About five out of six workers obtained a job after title III program termination. Labor organizations had the highest employment rate--90 percent--and private businesses had the lowest--69 percent. At the time of the survey, about 65 percent of the sample were working, 20 percent were unemployed, and the remaining 15 percent were not in the labor force.

As discussed above, the wage rates of the jobs held after program termination were generally quite low relative to prior wages. The largest industrial share of jobs held after program participation was in manufacturing, but the percentage here was only 35 percent as compared to 65 percent prior to dislocation. The services and wholesale and retail trade sectors gained the most workers. Among the occupations, benchwork and machine trades occupations were the biggest losers, whereas clerical and sales and service occupations were the relative gainers. Approximately one-third of the first jobs held after program termination were unionized compared to 54 percent of the jobs that were lost.

Besides the relatively low starting wages of the first jobs, several other outcomes were somewhat pessimistic. First of all, over 30 percent of the first jobs were reported to be temporary or seasonal in nature. Second, almost two-thirds of the job holders reported that the JTPA training had "very little" or "no"

relevance to the job. Finally, question W11 of the survey asked respondents what percentage of work time was spent in training during the first week of employment and during weeks 2-4. Almost 50 percent of the respondents that obtained a job reported that 10 percent or less of their work time during the first week of employment was spent in training (this is equivalent to 4 or fewer hours). Almost 60 percent of those that became employed reported no training in weeks 2-4.

Among nonemployment-related outcomes, the only sizeable outcomes were reductions in the number of persons receiving income assistance and significant numbers of program terminees that enrolled in school. Marital dissolution, homeownership changes, and relocation were relatively rare and were not judged to be significant problems.

Among subgrantee types, labor organizations had the best outcomes by a number of different measures. The labor organizations had the highest reemployment rate, the highest wage replacement ratios, the greatest reduction in the percentage of clients that reported receiving income assistance prior to program participation but not after program termination, and had statistically significant positive effects on starting wages of the first job held after program termination.

Policy Recommendations

Perhaps the most pervasive aspect of title III programs is their extreme variation in clientele and services rendered. When one considers the administrative environments, however, it is not hard to understand why. Funding comes from two separate "pots"--Secretary's discretionary funds and state allocations. Each has different matching requirements. The administrative entities for the title III programs are quite distinct types of organizations ranging from academic institutions to CBOs to labor organizations to private sector businesses and multiple programs may operate concurrently in the same geographic area. Client characteristics vary widely. Some clients hold highly specialized occupations and have considerable educational backgrounds. Others have relatively low educational backgrounds. But even against this highly disparate background, we suggest that the findings of this study lead to a number of policy and administrative recommendations for JTP-Ohio to consider. We categorize these recommendations into suggestions about administrative rules and regulations, about the nature of services provided to clients, about the nature of placements, about nonemployment-related outcomes, and about general broad policy issues. The 11 recommendations follow brief textual explanations.

Recommendations about Administrative Regulations

The matching requirement that JTP-Ohio places on local programs seems to strain those program administrators, at best, and distract them from providing the "best" services, at worst. All three of the subgrantees that we visited that had a matching requirement were either using some sort of "accounting mechanism" or skewing the delivery of services toward OJTs and job development or were doing both in order to achieve matching requirements. Nothing in the law requires local matching, so we would suggest that the state consider using its general revenues to match federal title III funds or at least to supplement the local agencies that have problems meeting their match requirements. This leads us to our first recommendation:

> **Recommendation 1: The State of Ohio should use its general revenues to meet (or to partially meet) the matching requirements of title III programs.**

In a few cases, we encountered situations where the end of the program year caused aberrant administrative behavior. In one situation, a program offered classroom training in a formal program that spanned 2 program years. The agency terminated (on paper) a number of individuals at the end of the first program year and then immediately reenrolled them in the next year's program. This, of course, artificially depressed the program's entered employment rate. In another situation, a client was taught in a job search assistance workshop to announce to potential employers that JTPA would reimburse the cost of his work tools and would contract with the employer to subsidize wages during a training period for up to 4 months. After the employer hired the individual and was executing the OJT contract, he was told that because it was the end of the program year, tools would not be subsidized and the wage subsidy would be only 1 month instead of 4. This is tantamount to an employer hiring an individual with the expectation of receiving a $3,500 subsidy and being told, "Sorry, because we're at the end of our funding period, the subsidy will be only $750."

> **Recommendation 2: Program regulations should clearly specify to local programs that they are able to enroll clients up until the end of each program year and to obligate and carry over enough funds to complete normal training activities.**

The discrepancies between the number of terminees that we expected to be able to sample from and the number of files we actually encountered and the number of respondents that we interviewed who reported receiving no services at all suggest that program enrollment should be a two-staged process. In stage one, agencies should encourage and be reimbursed for the costs of

outreach, orientation, and application processing. Then, if a client chooses to receive program services in stage two, he or she should be officially enrolled. Should performance standards be implemented, they should be based on stage two enrollments and subsequent trainees. This leads to the third recommendation:

> **Recommendation 3: Clients should be classified into two statuses: applicant and enrollee. Outreach, orientation, and application processing costs should be associated with and budgeted against the number of applicants. Training services and evaluative standards should apply to enrollees.**

At three of the sites visited in person, agency staff indicated that if an individual were eligible for both titles II and III, they would enroll the individual in title II because more services are allowable under that title. However, Site A's approach was to use concurrent enrollment in both titles. The flexibility of concurrent enrollments across titles and across subgrantees seems to be highly advantageous to clients and should be encouraged. This method avoids pigeonholing clients into certain categories and certain services and allows agencies to provide assistance that is best tailored to the client. Although the accountability and accounting problems associated with concurrent enrollments seem bothersome, most agencies mix title II and III services anyway (through joint orientation meetings, job search assistance seminars, and so forth). This leads to the fourth recommendation:

> **Recommendation 4: Concurrent enrollments of clients across titles II and III and across subgrantees should be encouraged.**

Recommendations about the Nature of Services

Clients learned of the title III program services in a wide variety of ways--through word of mouth, media, employers, JTPA staff, and so forth. In fact, the share of clients that learned of the program directly from JTPA staff was very low (9 percent). We recommend:

> **Recommendation 5: Local programs should use a broad strategy for program outreach, relying on many different media rather than more targeted outreach strategies.**

Second, we found that job search assistance has highly limited value as a program service and may be overemphasized by subgrantees. For example, the decision to hire a person is based in part on information supplied by a resume; therefore, when the person hired is unable to do the job, the employer is upset. The

employee's skills were unrealistically represented. In the crosstabular analysis, job search assistance was statistically associated with nonpositive outcomes and in the multivariate analysis, while it increased the likelihood of reemployment, it decreased significantly the starting wage level.

> **Recommendation 6: Subgrantees need to reexamine the emphasis they place on job search assistance as a service strategy.**

Recommendations about the Nature of Placements

Pointed out above were some disappointing aspects about the jobs that participants held after program termination. In particular, wages were low, many jobs were temporary or seasonal, many jobs were unrelated to the training received, and most jobs involved very limited amounts of on the job training. In short, there seems to be a lack of "good jobs." Several factors may be responsible for this. First, the labor markets that program terminees were competing in may have been very soft with few "good" opportunities. Second, performance standards may be causing programs to direct clients into jobs without a lot of concern about the quality of those jobs. Third, job search training may not be helpful to clients in sorting out all qualities of a job including training opportunities, total compensation, and so forth. Fourth, job developers may not be finding good jobs. At any rate, we recommend that evaluation standards should take into account the quality of the placement.

> **Recommendation 7: Placements and accountability mechanisms such as performance standards should take into account the quality of the jobs that terminees are obtaining. Quality indicators include permanence, promotion likelihood, and the amount of training to be provided.**

Recommendations about Nonemployment-Related Outcomes

About one-sixth of the total sample enrolled in schooling after receiving title III services. This is a significant number of dislocated workers who may be choosing additional education in order to pursue a career or employment goal. In this sense, school enrollment should probably be considered a positive outcome. On the other hand, the individuals may be floundering in the labor market and/or in their career plans and are not pursuing a directed course of study. We found some evidence of this when respondents indicated that their programs of study were "Undecided" or "General studies" or "Bachelor's degree." This leads to our eighth recommendation:

Recommendation 8: **The state should attempt to establish guidelines for allowing school enrollment to be a positive outcome for title III programs. Not all enrollments should be considered positive, however.**

Recommendations about General Policy Issues

The final set of recommendations are not specific to any one aspect of title III programs. Instead, we have grouped them here as general policy recommendations.

First, we're highly concerned about the nature of OJT contracts and the apparent lack of training that actually occurs. One interviewee at a site visit indicated that it was well known that OJTs were being used to break a strike. We observed a situation where a firm hired a cohort of new workers, and on the first day of employment the workers were asked if any of them had been laid off or had lost a job due to a plant closing. Those individuals that answered affirmatively were placed on an OJT contract and yet reported not receiving any training. We referred above to situations where contracts were arbitrarily extended or shortened by the subgrantee based on grant fiscal position. We recommend that OJTs be more explicit about training objectives and activities. Perhaps OJT contracts could be competency based. Second, they should be monitored more closely by both local and state personnel.

Recommendation 9: **OJT contracts should explicitly set out training objectives, activities, and competencies to be developed. These contracts should have more accountability mechanisms and should be monitored more closely by local and state personnel.**

Second, program evaluation and accountability standards need to account for the nature of the services being provided. Highly selective, specialized programs should have higher entered employment rate standards than comprehensive programs, for instance. Programs that offer multiple services should have different accountability standards than other programs that offer just job search assistance.

Recommendation 10: **Policymakers need to account for the nature of services in developing program evaluation standards.**

Finally, in this study we found that private business program participants had less favorable outcomes than individuals from any of the other subgrantee types even when controlling for demographic and work experience characteristics. Private business

programs tended to rely heavily on job search assistance and were associated with nonpositive outcomes despite having the largest share of clients who had received 4 or more weeks notice of layoff and having the largest share of individuals who participated in the JTPA training prior to separation. These factors plus recognition that private business subgrantees have been typically "one-shot" programs that cannot be held accountable by clients lead us to our final recommendation:

> **Recommendation 11:** JTP-Ohio should consider limiting subgrantee agencies to organizations that have high likelihoods of continued existence in their service area beyond their current grant period.

These recommendations are put forth to stimulate further discussion and consideration. Recommendations 1, 2, 4, and 9 are based on observations made at the five, or even a subset of the five, site visits, so the reader should be cautioned that they are based on an extremely limited sample. The remaining recommendations come from the sample survey results, however.

Title III training serves a great need. Because of that need and because of limited resource availability, it is important that administrators receive and review the kind of information about program outcomes that is put forth in this study. It is our hope that this information and further consideration of the recommendations made herein will contribute, even if in an incremental fashion, to optimal service delivery.

APPENDIX A: TRANSITION PROBABILITY MATRICES

TABLE A-1

INDUSTRY TRANSITIONS

Industry of Job Prior to Dislocation	Industry of First Job After Program							
	Ag. & Related	Mining, Const.	Manufac-turing	TCPU	Wholesale & Retail	FIRE	Services	Govt.
Ag. & Related	**33.3%**	0.0	33.3	0.0	16.7	0.0	16.7	0.0
Mining, Const.	3.7%	**66.7**	11.1	1.9	1.9	1.9	13.0	0.0
Manufacturing	1.5%	4.7	**48.8**	5.9	11.2	3.6	20.7	3.6
TCPU	0.0%	9.8	14.6	**26.8**	17.1	9.8	12.2	9.8
Wholesale & Retail	2.7%	1.4	13.7	9.6	**28.8**	6.9	31.5	5.5
FIRE	0.0%	11.1	11.1	0.0	22.2	**22.2**	11.1	22.2
Services	1.9%	1.9	11.7	7.8	13.6	4.9	**56.3**	1.9
Govt.	0.0%	6.3	25.0	6.3	18.8	0.0	25.0	**18.8**

TABLE A-2

OCCUPATION TRANSITIONS

Main Occupation Prior to Dislocation	Occupation of First Job After Program								
	Prof., Scien, Mgr	Clerical & Sales	Service Occns.	Ag & Rel. Occns.	Processing Occns.	Machine Trades	Benchwork Occns.	Structural & Rel.	Misc.
Prof., Scien. Mgr.	**48.7%**	27.4	8.9	0.0	0.9	4.4	2.7	2.7	4.4
Clerical & Sales	12.6%	**51.1**	12.6	2.1	2.8	4.9	0.7	5.6	7.7
Service Occns.	8.1%	20.3	**39.2**	2.7	0.0	9.5	4.1	8.1	8.1
Ag. & Related Occns.	0.0%	33.3	16.7	**50.0**	0.0	0.0	0.0	0.0	0.0
Processing Occns.	7.4%	11.1	13.0	1.9	**14.8**	13.0	7.4	11.1	20.4
Machine Trades	5.1%	9.7	8.5	3.4	2.8	**39.2**	8.5	13.6	9.1
Benchwork Occns.	7.6%	23.6	13.2	3.8	3.8	10.4	**19.8**	13.2	4.7
Structural & Rel. Occns.	4.6%	2.7	7.3	1.3	2.0	6.0	4.6	**62.9**	8.6
Misc.	7.1%	8.9	10.7	1.8	5.4	10.7	1.8	19.6	**33.9**

TABLE A-3

WAGE TRANSITIONS

Wage Prior to Dislocation	Starting Wage of First Job After Program				
	≤ 4.00	4.01 - 7.00	7.01 - 10.00	10.01 - 15.00	15.01 +
≤ 4.00	**44.4%**	52.8	0.0	0.0	2.8
4.01 - 7.00	26.0%	**51.0**	14.4	7.7	1.0
7.01 - 10.00	14.8%	50.4	**27.8**	7.0	0.0
10.01 - 15.00	18.1%	34.4	26.9	**15.0**	5.6
15.01 +	2.3%	0.0	7.0	18.6	**72.1**

TABLE A-4

UNIONIZATION TRANSITIONS

Unionization Status of Job Prior to Dislocation	Union Status of First Job After Program	
	Union	Not Union
Union	**45.0%**	55.0
Not Union	19.3%	**80.7**

APPENDIX B: SURVEY AND PROCESS ANALYSIS SITE INTERVIEW FORMS

TELEPHONE SURVEY

QUESTIONNAIRE

SCREENER

Hello, my name is (FIRST AND LAST NAME) calling for the Ohio State University. I would like to speak to (NAME OF RESPONDENT). Is (RESPONDENT'S FIRST NAME) in?

Yes . . . (ASK S1 BELOW) . . . 1
No. . . . (ASK S4 BELOW) . . . 2

S1. We sent a letter to you about a week ago telling about a follow-up survey of persons who have participated in a dislocated worker program. This survey is designed to help us improve such programs and we would like to ask you a few questions. I would like to assure you that all information will remain confidential. The interview should take 15-20 minutes to complete. Is now a good time for you?

Yes. . . . (ASK S2 BELOW). . . 1
No . . . . (MAKE APPOINTMENT TO CALL BACK). . . 2

S2. According to my information, you signed up for a program operated by (READ AGENCY NAME) and left or completed the program around (READ TERMINATION DATE). Is this correct?

Yes . . . . . (GO TO FOLLOW-UP QUESTIONNAIRE--BLUE). . . 1
No. . . . . (ASK S3 BELOW) 2
DK/Uncertain. . . (ASK S3 BELOW) 3

S3. How is my information incorrect?

a) Respondent reports never in a dislocated worker program. . .

(INTERVIEWER: TRY TO HELP RESPONDENT RECOLLECT BY SUGGESTING THAT HE/SHE MIGHT HAVE RECEIVED CERTAIN SERVICES SUCH AS JOB SEARCH ASSISTANCE OR TRANSPORTATION REIMBUSEMENT. THEN ASSIGN ONE OF THE FOLLOWING CODES AND COMPLETE THE INTERVIEW. USE TERMINATION DATE ON FRONT COVER OR ESTABLISH TERMINATION DATE IN (c) BELOW.)

Respondent still has no remembrance of program 1
Respondent was marginal participant (e.g., only completed an application) 2
Respondent remembers participation 3

b) Respondent indicates agency name is incorrect . . .

(RECORD CORRECT AGENCY NAME AND ASK ABOUT TERMINATION DATE) . . . 4

Correct Agency Name: _____

_____

_____

c) Respondent indicates termination date is incorrect. . .

(RECORD CORRECT TERMINATION DATE) 5

Correct Termination Date: __ __/__ __/__ __

(GO TO FOLLOW-UP QUESTIONNAIRE--BLUE)

- - - USE THIS PAGE ONLY IF RESPONDENT IS NOT IN - - -

SCREENER (continued)

S4. We are calling to find out some information about a dislocated worker program in which (NAME OF PERSON) participated (this/last) year. When is the best time to reach (RESPONDENT'S FIRST NAME)?

a) Time given: Day: _____ Time of Day: _____ a.m. p.m.

Thank you for this information, I will call back then.

FILL IN CONTACT RECORD.

b) Respondent no longer lives at this address **(ASK S5 BELOW). . . . 1**

c) Other: Hospital: (EST. RELEASE DATE) __/__/__ **(TERMINATE CALL). . . 2**
Armed Services: (DATE ENTERED) __/__/__ **(TERMINATE CALL). . . 3**
School: (RECORD NAME/TOWN/PHONE) _____
_____
_____
(TERMINATE CALL). . . 4

Prison: (RECORD PRISON NAME) _____
(TERMINATE CALL). . . 5

Deceased: (RECORD DATE) __/__/__ **(TERMINATE CALL). . . 6**

d) Don't know **(ASK S5 BELOW). . . . 7**

e) Never heard of person:
(REPEAT PHONE NUMBER; TERMINATE CALL) . . . 8

f) Refused **(TERMINATE; FILL IN CONTACT RECORD) 9**

S5. Who might know where (RESPONDENT'S FULL NAME) is located now? (RECORD NAME, PHONE, AND ADDRESS.)

Contact Name: _____

Address: _____

_____ Zip _____

Telephone (__ __ __) __ __ __/__ __ __ __

Thank you for this information. (FILL IN CONTACT RECORD).

- - - USE THIS PAGE ONLY IF RESPONDENT IS NOT IN - - -

FOLLOW-UP QUESTIONNAIRE

SECTION I: EXPERIENCES SINCE PROGRAM

The first few questions of the survey gather information about your employment and other activities since your involvement with the JTPA dislocated worker program.

Please answer the following as completely and accurately as possible.

1. Have you ever been employed since the time that you were involved with the JTPA program?

   Yes . . . (GO TO WORK HISTORY LOG--PINK) 1
   No. . . . (ANSWER Q. 2 IN THE AFFIRMATIVE, THEN GO TO Q. 3) . . . 2

2. Since the time that you were involved with the JTPA program, have you had any periods of time when you were not employed?

   Yes 1
   No . . . . . (GO TO Q. 5) 2
   DK/NA . . . (GO TO Q. 5) 9

3. I would like to know when you were not employed, whether you were actually looking for work during that time, and your weekly unemployment benefit, if applicable.

	(i) From	(ii) To	(iii) Actively Looking? (see code)	(iv) Unemployment Benefits
a) Spell #1	_ _/_ _/_ _ mth day yr	_ _/_ _/_ _ mth day yr	___	$ _ _ _.__ Dollar Cents DK/NA . 99999
b) Spell #2	_ _/_ _/_ _ mth day yr	_ _/_ _/_ _ mth day yr	___	$ _ _ _.__ Dollar Cents DK/NA . 99999
c) Spell #3	_ _/_ _/_ _ mth day yr	_ _/_ _/_ _ mth day yr	___	$ _ _ _.__ Dollar Cents DK/NA . 99999
d) Spell #4	_ _/_ _/_ _ mth day yr	_ _/_ _/_ _ mth day yr	___	$ _ _ _.__ Dollar Cents DK/NA . 99999

REASON CODES: Yes: 01

No:

In school. 02
Waiting for school or job to start 03
Family responsibility. 04
Did not look because did not think could find job . . . 05
Layoff, waiting for recall 06
Transportation problems 07
Health problems. 08
Other (a) _____ (b) _____ . . 09
(c) _____ (d) _____

DK/NA: 99

4. (ASK IF CURRENTLY NOT EMPLOYED). What is the minimal hourly wage for which you would be willing to accept full-time employment, if offered?

   $_ _._ _/HOUR
   Dollars Cents
   DK/NA . . . 9999

5. Immediately after the end of your involvement with the JTPA program, did you actively search for employment in your local area only or in your local area and outside of local area?

In your local area only	(GO TO Q. 6)	1
In your local area and outside of local area	(GO TO Q. 7)	2
Didn't search, employed at that time	(GO TO Q. 7)	3
Didn't actively search	(GO TO Q. 7)	4
DK/NA	(GO TO Q. 7)	9

6. Why did you not actively search for employment outside of your local area at that time? (Choose most important reason)

Spouse's employment	1
Homeownership	2
Relatives in the local area	3
Enrolled in school	4
Other _____	5
DK/NA	9

7. Regarding your place of residence, when you ended involvement with the program, did you:

Own your own home	1
Rent	2
Other _____	3
DK/NA	9

8. At the present time, are you actively searching for employment in your local area or in your local area and outside of local area?

In your local area	(GO TO Q. 9)	1
In your local area and outside of local area	(GO TO Q. 10)	2
Not searching, employed currently	(GO TO Q. 10)	3
Not actively searching	(GO TO Q. 10)	4
DK/NA	(GO TO Q. 10)	9

9. Why are you not actively searching for employment outside of your local area? (Choose most important reason)

Spouses' employment	1
Homeownership	2
Relatives in the local area	3
Enrolled in school	4
Other _____	5
DK/NA	9

10. Regarding your current place of residence, do you currently:

Own your own home	1
Rent	2
Other _____	3
DK/NA	9

11. Since the time you were involved with the JTPA dislocated worker program, have you enrolled in any schooling? (INTERVIEWER: THE JTPA PROGRAM MAY HAVE INVOLVED SCHOOLING, BUT FOR THIS QUESTION, WE ARE ONLY INTERESTED IN SCHOOLING AFTER JTPA AT THIS AGENCY.)

Yes 1
No. . . . .(GO TO Q. 13). . . 2
DK/NA . . .(GO TO Q. 13). . . 9

12. What were the names of the schools, what program(s) did you take, and when were you enrolled?

	(i) From	(ii) To	(iii) School	(iv) Program
a) School #1	_ _/_ _/_ _ mth day yr	_ _/_ _/_ _ mth day yr	_____ _____	_____ _____
b) School #2	_ _/_ _/_ _ mth day yr	_ _/_ _/_ _ mth day yr	_____ _____	_____ _____
c) School #3	_ _/_ _/_ _ mth day yr	_ _/_ _/_ _ mth day yr	_____ _____	_____ _____

13. Since you were involved with the JTPA program, have you moved? If so, why?

Hasn't moved. 1
Moved, because
To take a job 2
Marital status change 3
Needed less expensive housing . . . 4
Other _____ . . 5
DK/NA 9

14. Since you were involved with the JTPA program, has your marital status remained the same?

Yes. 1
No
Got married. 2
Separated/Divorced 3
Widowed. 4
DK/NA 9

SECTION II: EXPERIENCES WITH JTPA TRAINING

The next few questions have to do with your opinions of and experiences with the JTPA dislocated worker program at (AGENCY NAME).

15. Which of the following best describes the circumstances for your applying to JTPA?

Plant closing. 1
Layoff 2
Other (please explain) _____
_____ (GO TO Q 18). . . 3
DK/NA. . . . . (GO TO Q 18). . . 9

16. About how much notice did you get prior to layoff/plant closing?

No notice 1
Less than 1 week 2
At least 1, but less than 2 weeks . . . 3
At least 2, but less than 3 weeks . . . 4
At least 3, but less than 4 weeks . . . 5
4+ weeks 6
DK/NA 9

17. Did you participate in the JTPA program before the actual layoff (or plant closing)?

Yes. 1
No 2
DK/NA. 9

18. How did you first come to know about the JTPA dislocated worker program?

Friend/Family. 1
Employer 2
JTPA representative. 3
Employment service referral. 4
Other _____ 5
DK/NA. 9

19. Please indicate which of the following types of services you received through the JTPA program? (MARK ALL THAT APPLY)

	Yes	No	DK/NA
Training in how to write resume or search for a job.	1	2	9
Classroom training for an occupation	1	2	9
Classroom training in reading, writing, math (basic skills)	1	2	9
On the job training with a new employer.	1	2	9
Money for transportation to school or work	1	2	9
Money to relocate to another area.	1	2	9
Child care assistance.	1	2	9
Counseling for personal problems	1	2	9
Medical ca assistance.	1	2	9

Could I please repeat those so I fully understand <u>all</u> of the services you received from (AGENCY NAME)? INTERVIEWER: REPEAT RESPONSE

	Yes	No
Did you receive other services?	1	2

If yes, please specify _____

_____

19a. (IF ALL NO's). Then it is correct to say that you received <u>no</u> services through (AGENCY NAME)? 1 2

Now, I would like to ask you about your views of the dislocated worker program.

20. All things considered, what grade would you give the JTPA program, e.g. A+, A, A-, B+, B,...,F?

_____ GRADE
DK/NA . . .99

21. What were the best things about the program?

(1st MENTION)	(2nd MENTION)	(3rd MENTION)

22. What were the worst things about the program? (IF NO THINGS ARE MENTIONED, PROBE FOR THINGS THAT MIGHT HAVE BEEN IMPROVED)

(1st MENTION)	(2nd MENTION)	(3rd MENTION)

23. (IF RESPONDENT RECEIVED NO SERVICES [19(a) IS YES], GO TO Q. 25). On the same grading scale of A+ to F, what grade would you give yourself for your effort while in the JTPA program?

_____ GRADE
DK/NA . . .99

24. Did/would you recommend the program to a friend?

Yes 1
No. 2
DK/NA . . . 9

SECTION III: PRE-PROGRAM EMPLOYMENT

The next few questions deal with your employment prior to the JTPA dislocated worker program.

27. [illegible] time you completed your education, high school or college, how many years did you hold a full-time job (EXCLUDE YEARS OF NOT WORKING) prior to the JTPA program?

____ YEARS
DK/NA . . . 99

28. What was your main occupation during these years?

_____

DK/NA . . . 99

29. Since you left school, how many times were you unemployed for a week or more or were laid off before enrolling in the JTPA program?

None. 1
Once. 2
Two-three . . . 3
Four +. 4
DK/NA 9

30. What was your occupation (or position) in the last job prior to the JTPA training?

_____

DK/NA . . .99

31. What was the name of the firm or company that you worked for (IDENTIFY INDUSTRY, IF NOT CLEAR FROM NAME OF FIRM)?

_____

DK/NA . . .99

32. Were you a member of a union at that time?

Yes 1
No. 2
DK/NA . . . 9

33. Before the JTPA program, had you ever received any income assistance (other than unemployment compensation) from the government such as AFDC, Food Stamps, Medicaid, housing assistance, or general relief from a city or the state?

Yes 1
No. 2
DK/NA . . . 9

34. While you were participating in the JTPA program, did you receive any income assistance from any of these programs?

Yes 1
No. 2
DK/NA . . . 9

35. Since you left the program, have you received any income assistance from any of these programs?

Yes 1
No. 2
DK/NA . . . 9

INTERVIEWER: COMPLETE SUPPLEMENTAL (GOLDENROD) DATA IF BOX IS CHECKED. OTHERWISE TERMINATE INTERVIEW.

☐

Thank you for your time and cooperation.

SUPPLEMENT

We reviewed your application form for the JTPA program. Because some of the information was missing, I would like to ask you a few additional questions. The information should represent you at <u>the time of application</u> for the dislocated worker program.

_____ 33.	Citizenship status?	U.S. . . . . 1 Immigrant. . . . . 2 Refugee. . . . . 3 Parolee. . . . . 4 Other. 5
_____ 34.	Did you have any barriers to employment at that time, such as the following: (READ ENTIRE LIST, CIRCLE ALL THAT APPLY)	Limited English proficiency. . . . . 1 Handicapped . . . . . 2 Ex-offender . . . . . 3 Displaced homemaker . . . . . 4 Substance abuser 5
_____ 35.	Veteran?	Yes. . . . . 1 No . . . . . (GO TO Q. 36) 2
	a) Honorable discharge?	Yes. . . . . 1 No 2
	b) Enlistment date?	__ __/__ __/__ __
	c) Discharge date?	__ __/__ __/__ __
	d) Service-connected disability?	Yes. . . . . 1 No 2
_____ 36.	Race/ethnicity?	White (not Hispanic) . . . . . 1 Black (not Hispanic) . . . . . 2 Hispanic . . . . . 3 American Indian/Alaskan Native . . . 4 Asian or Pacific Islander . . . . . 5 Other 6
_____ 37.	Education status?	School dropout . . . . . 1 Student-High school or less. . . . . 2 High school graduate; no post-high school. . . . . 3 Post high school 4
_____ 38.	Highest level of education?	Eighth grade or less . . . . . .08 Ninth grade. . . . . .09 Tenth grade. . . . . .10 Eleventh grade . . . . . .11 High school graduate . . . . . .12 Thirteenth grade . . . . . .13 Fourteenth grade . . . . . .14 Fifteenth grade. . . . . .15 College graduate . . . . . .16 Master's degree. . . . . .17 Ph.D. . . . . .19 GED. 20

SUPPLEMENT (continued)

__ 39. Previous JTPA participation (since October 1, 1983)?

Yes. 1
No . . . . . .(GO TO Q. 40). 2

Name of Program _____

Address _____

_____

Activity _____

When? From ___ ___/___ ___ To: ___ ___/___ ___

____ 40. Family status?

Single parent with 1 or more dependent under age 6. 1
Parent in two parent family. 2
Other family member. 3
Single parent with 1 or more dependents 6-17. 4
Non-dependent individual 5

____ 41. Employment status? (REMEMBER AT TIME OF APPLICATION)

Employed (full time) 1
Employed (part-time) 2
Unemployed 3
Not in labor force 4

a) If employed, number hours per week. If "unemployed" or "not in the labor force," number of hours per week in most recent job. ___ ___ hr/wk

____ 42. Date last worked? ___ ___/___ ___/___ ___

____ 43. Last hourly wage? $___ ___.___ ___/hour

Thank you for this information.

(TERMINATE CALL)

INTERVIEWER: COMPLETE A WORK HISTORY LOG FOR ALL JOBS. REMEMBER DEFINITION OF A JOB IS AN UNINTERRUPTED SPELL OF EMPLOYMENT WITH SAME EMPLOYER. (IT DOES NOT MATTER IF INDIVIDUAL CHANGED DUTIES/RESPONSIBILITIES DURING THAT SPELL). IF AN INTERRUPTION OCCURRED (6 DAYS), IT IS A NEW JOB EVEN IF SAME EMPLOYER.

_____
Respondent ID

_____
Interviewer Name

WORK HISTORY LOG

W1) Employer (name and address): _____
_____
_____

W2) Position and duties:
(INTERVIEWER: CURRENT OR MOST RECENT POSITION ONLY)
_____
_____
_____

W3) Start date: __ __/__ __/__ __
DK/NA 9

W4) End date (If applicable): __ __/__ __/__ __
Currently employed 1
DK/NA 9

W5) How did you find this job?
Friend. 1
Relative. 2
Walk-in 3
Newspaper ad. 4
JTPA. 5
Employment service. 6
Union 7
School. 8
Other Employer. 9
WIN/Welfare 10
Private Employment Agency 11
Other _____ . . .12
DK/NA 99

W6) Was job temporary, seasonal, or permanent?
Temporary 1
Seasonal. 2
Permanent 3
DK/NA 9

W7) Was it a unionized job?
Yes 1
No. 2
DK/NA 9

W8) How many hours do/did you usually work per week?
__ __ HOURS
DK/NA 9

WORK HISTORY LOG (continued)

W9) Did you receive a promotion while on the job?

Yes (ASK W10) 1
No (GO TO W11). 2
DK/NA (GO TO W11) 9

W10) Approximately how many months after being hired did you receive a promotion?

___ ___ MONTHS
DK/NA. 99

W11) About what percentage of your time was spent in training or orientation activities:

During 1st week	During weeks 2-4
___ ___ ___ %	___ ___ ___ %
DK/NA . . 999	DK/NA . . 999

W12) Who was most responsible for your training: (INTERVIEWER: SEE CODES BELOW)

During 1st week	During weeks 2-4
_____ CODE	_____ CODE

CODES:

Self Study 1
Coworker 2
Supervisor 3
Another employee (not coworker or supervisor). 4
Person(s) not employed by firm 5
Other 6
DK/NA 9

W13) On a productivity scale of zero to 100, where 80 represents the productivity of a <u>fully trained</u> average employee in your job, what was your productivity:

During 1st week	During weeks 2-4
___ ___ ___ prod.	___ ___ ___ prod.
DK/NA 999	DK/NA 999

W14) How relevant do you feel that your training through the JTPA program was/has been in this job?

Completely relevant 1
Mostly relevant 2
Limited relevance 3
Very little relevance 4
No relevance . . . . . (GO TO W17). . 5
DK/NA . . . . . (GO TO W17). . 9

W15) Do you feel that your training experience through JTPA shortened, lengthened, or had no effect on the amount of time it took you to become fully trained <u>in this job</u>?

Shortened 1
Lengthened 2
No effect . . . . . .(GO TO W17). . 3
DK/NA . . . . . .(GO TO W17). . 9

W16) By about what percentage would you estimate? (PROBE: 5%, 10% . . .)

___ ___ ___ %
DK/NA . . .999

W17) What was your <u>starting</u> hourly wage (including tips, commissions, etc.)?

$___ ___.___ ___/HOUR
DK/NA 9999

W18) What was your final/current wage?

$___ ___.___ ___/HOUR
DK/NA 9999

W19) (IF STILL WORKING AT THIS JOB, SKIP TO W20). Was your separation from this job a layoff, a discharge (firing), or a voluntary quit?

Layoff. 1
Discharge 2
Quit due to child care problems. 3
Quit due to transportation problems 4
Quit due to medical reasons 5
Quit due to other reasons 6
Other _____ . . 7
DK/NA 9

W20) Now considering only the period of time since you were trained in JTPA, were you employed in another job?

Yes . . . (FILL IN ANOTHER WORK HISTORY LOG) 1
No. .(GO TO. Q.2 ON FOLLOW-UP--BLUE) . 2

Name: _____ July 1987

Title: _____

Agency: _____

ADMINISTRATOR INTERVIEW FORM

Background/Context

1. How does JTPA and Title III, in particular, fit into the mission of this agency? PROBE: DOES AGENCY ADMINISTER OTHER FED/STATE/LOCAL PROGRAMS? WHAT SHARE IS JTPA? TITLE III? HOW DOES AGENCY FIT WITH RESPECT TO COMMUNITY. GOVERNMENT, BUSINESS, ETC? PIC INTERACTION.

COMMENTS/IMPRESSIONS:

2. How many staff work on Title III and what are their functions and duties? PROBE: PART-TIME VS. FULL-TIME, ORGANIZATIONAL CHART. FUNCTIONS: IN-TAKE, COUNSELING, JOB DEVELOPMENT, JOB SEARCH INSTRUCTION, CASE MGMT., PLANNING, ETC.

COMMENTS/IMPRESSIONS:

3. Please tell us a little bit about your local area in terms of economic characteristics, demographics, employment and labor market.

COMMENTS/IMPRESSIONS:

Services/Outcomes

4. What is/are your objective(s) for dislocated workers? Generally, what services do you provide to them?

COMMENTS / IMPRESSIONS:

5. Please explain the flow/processing of services for a dislocated worker from the time of initial contact to the time that he/she has left the program + follow-up contacts.

COMMENTS/IMPRESSIONS:

6. How is the determination made as to the type of services to be provided to specific clients? Please describe any assessment and testing procedures that your agency may undertake. PROBE: ALL APPLICANTS? IF NOT, HOW ARE DECISIONS MADE? GET COPIES OF INSTRUMENTS USED IN TESTING AND ASSESSMENT.

COMMENTS/IMPRESSIONS:

7. In your opinion, what characteristics distinguish individuals who successfully complete a program from those that are not successful? Can you with some accuracy predict who will succeed? If so, how?

COMMENTS/IMPRESSIONS:

8. How does your agency evaluate itself with respect to relevance, needs of the clients, method of delivery, or directions/goals for the Title III program? PROBE: WHO MAKES DECISIONS TO TERMINATE OR CHANGE THE DELIVERY OF A PARTICULAR SERVICE? HOW IS DECISION MADE AND IMPLEMENTED? EXAMPLES.

COMMENTS/IMPRESSIONS:

Policy/Procedures

9. How well do you interact with the state personnel? How often? For what reason(s)? Please name specific state officials that you deal with.

COMMENTS/IMPRESSIONS:

10. Are there any particular procedures or policy changes that you would suggest regarding any of the following--

- Coordination with other programs?

- Technical assistance from state (OJTs)?

- Funding issues such as commingling, accountability, etc.?

- Performance standards?

- Other?

COMMENTS/IMPRESSIONS:

Name: _____ July, 1987

Title: _____

Subject Matter: _____

INSTRUCTOR INTERVIEW FORM

Process

1. Please tell us about the objectives that you try to achieve in the courses/seminars you teach to dislocated workers.
   PROBE: INSTRUCTIONAL METHODS, RESOURCES.

COMMENTS/IMPRESSIONS:

2. How was this curriculum designed? By whom? Has it changed over time? How? Why? PROBE: EMPLOYER INTERACTION.

COMMENTS/IMPRESSIONS:

3. How much interaction do you have, regarding the courses/seminars you teach, with other staff in this agency? With local trainers/educators? With instructors of similar courses throughout the state? Please describe. PROBE: INTERESTED IN BOTH CONTENT AND INSTRUCTIONAL METHOD.

COMMENTS/IMPRESSIONS:

Client Outcomes

4. Please describe the selection process for placement of clients into your class.

COMMENTS/IMPRESSIONS:

5. How well motivated are the "students?" Do you notice any systematic differences by age, gender, education, or other characteristics? What techniques do you use to keep them motivated? PROBE: MONITOR PROGRESS

COMMENTS/IMPRESSIONS

6. In your opinion, why do some clients succeed, while others don't? Can you predict ahead of time, with some accuracy, which is which?

COMMENTS/IMPRESSIONS

7. Do you follow-up on past students? If so, please describe.

COMMENTS/IMPRESSIONS

Policy/Procedures

8. How would you characterize the atmosphere of this agency toward Title III clients? PROBE: ENTHUSIASTIC, BUSINESS-LIKE, AIR OF RESIGNATION.

COMMENTS/IMPRESSIONS

9. Are there any particular policies or procedural changes you would like to see? PROBE: PAPERWORK, RESOURCES, COORDINATION, FOLLOW-THROUGH.

COMMENTS/IMPRESSIONS

Name: _____ July, 1987

Title: _____

Agency: _____

STAFF INTERVIEW FORM

Responsibilities

1. Please tell us what your job responsibilities are with respect to the Title III program. PROBE: IN-TAKE, CASE MANAGEMENT, COUNSELING, INTERACTION, FOLLOW-UP, JOB DEVELOPMENT, ETC.

COMMENTS / IMPRESSIONS:

Counseling (if applicable)

2. Do you feel that the counseling at this agency is meeting the needs of clients? If there is need for improvement, what might be steps in this direction? PROBE: AVERAGE AMOUNT OF COUNSELING PROVIDED.

COMMENTS/IMPRESSIONS:

3. What are the issues raised most often by clients (i.e., personal matters, family, career, finances)? Do you think JTPA has the ability or potential ability to solve these issues?

COMMENTS/IMPRESSIONS:

4. Could you give us 2 or 3 examples of where counseling really benefited a client?

COMMENTS/IMPRESSIONS:

Case Management (if applicable)

5. How actively or passively do you monitor the progress of a client in the program?

COMMENTS/IMPRESSIONS:

6. Are clients generally receptive to you or do they resent the intrusion into their affairs?

COMMENTS/IMPRESSIONS:

Job Development (if applicable)

7. What strategies does this agency follow in developing/listing jobs? Which strategies seem to be most successful? Why? (Title III)

COMMENTS/IMPRESSIONS:

8. How would you describe this agency's attitude toward job development? PROBE: ACTIVE; FEELS IT IS CLIENTS' RESPONSIBILITY, ETC.

COMMENTS/IMPRESSIONS:

Client Outcomes

9. What do you perceive to be the major activities of the program that lead to, or contribute to, a positive outcomes for clients?

COMMENTS/IMPRESSIONS:

10. What do you perceive to be the characteristics of client that contribute to their success or lack of success in the program and in positive placements?

COMMENTS/IMPRESSIONS:

Policy/Procedures

11. How would you describe the atmosphere of this agency toward Title III clients?

COMMENTS/IMPRESSIONS:

12. Who, specifically, from OBES do you deal with directly? Are there any particular policies or procedural changes you would like to see?

COMMENTS/IMPRESSIONS:

Name: _____ July, 1987

Agency: _____

CLIENT INTERVIEW FORM

CONFIDENTIALITY ASSURANCE*

Background Information

1. Please describe for us the type of job you had before applying for training from this program. PROBE: FORMER INDUSTRY AND OCCUPATION, UNIONIZATION, AMOUNT OF NOTICE.

COMMENTS/IMPRESSIONS:

2. How did you come to know about the JTPA dislocated worker program (i.e., friend, family, employer, JTPA rep., Job Service, union, other)? Had you participated in any JTPA program prior to enrolling this time?

COMMENTS/IMPRESSSIONS:

Program Experience

3. What types of training and services did you receive or are you receiving through the JTPA dislocated worker program? How did the agency decide what services were provided?

COMMENTS/IMPRESSIONS:

4. What are or were the three best things about the program? Have you or would you recommend it to a friend?

COMMENTS/IMPRESSIONS:

5. What are or were the three worst things about the JTPA programs?

COMMENTS/IMPRESSIONS:

Postprogram experience (ex-clients only)

6. What has been you work or education experience since leaving or completing the training?

COMMENTS/IMPRESSIONS:

7. Was the training important and relevant to this experience?

COMMENTS/IMPRESSIONS:

Outcomes

8. Where do you expect to be in terms of job and career in 6 months? In 12 months? In 5 years? Did the JTPA dislocated training influence these goals?

COMMENTS/IMPRESSIONS:

9. Some people succeed from JTPA programs and other people aren't helped very much. From what you've seen, what do you think explains this? PROBE: LUCK, AGE, MOTIVATION.

COMMENTS/IMPRESSIONS:

10. Are there any changes or improvements that you would suggest to the agency or to the state? Please describe and give examples, if possible.

COMMENTS/IMPRESSIONS:

Name: _____ July 1987

Company: _____

_____

EMPLOYER INTERVIEW FORM

Introduction

We were given your name by (agency) as an employer who had hired some dislocated workers that had been trained or are receiving OJT under JTPA, Title III. We are interested in some general information (no specific information about specific individuals) about your experiences with these workers.

Background

1. For what types of positions do you recruit/hire dislocated workers from the JTPA program at (agency)? Approximately how many have you hired?

COMMENTS/IMPRESSIONS:

2. How did you come to learn of these workers and this program? (Job Service, JTPA agency, PIC, individuals themselves, other employers, etc.) PROBE: ADVISORY COMMITTEE

COMMENTS/IMPRESSIONS:

Experience with these workers

3. (N/A for OJT). How well trained are these individuals when they start to work for you? Do you believe that the training they received was relevant and up-to-date?

3. (for OJT contracts) What types of training are you providing for these workers? PROBE: EXTENT, LENGTH, TYPE.

COMMENTS/IMPRESSIONS:

4. Can you distinguish between JTPA-trained dislocated workers and other workers (who did not receive govt. training) in the same job in terms of productivity, turnover, or promotion?

COMMENTS/IMPRESSIONS:

5. Do these dislocated workers have adequate levels of basic skills (reading, writing, math) to make them good employers? To your knowledge, does (agency) work to develop and improve these basic skills?

COMMENTS/IMPRESSIONS:

6. Does the agency ever follow-up with you about how employees are doing? Please explain.

COMMENTS/IMPRESSIONS:

Suggestions

7. Do you have any suggestions to improve program design, curriculum, instructional techniques and methods, etc.for this agency?

COMMENTS/IMPRESSIONS:

REFERENCES

Clague, E. and L. Kramer. Manpower Policies and Programs - A Review. (Kalamazoo: Upjohn Institute, 1976).

Cook, Robert (ed.). Dislocated Worker Projects Under Title III of the Job Training Partnership Act. Report submitted to the U.S. Department of Labor Employment and Training Administration. (Rockville, MD: Westat, Inc., 1985).

Devens, Richard. "Displaced Workers: One Year Later." Monthly Labor Review, July 1986: 40-43.

Flaim, Paul O. and Ellen Sehgal. "Displaced Workers of 1979-83: How Well Have They Fared?" Monthly Labor Review, June 1985: 3-16.

Fraker, Thomas and Rebecca Maynard. An Assessment of Alternative Comparison Group Methodologies for Evaluating Employment and Training Programs. Final Report. (Princeton: Mathematica Policy Research, Inc., 1984).

Horvath, Francis W. "The Pulse of Economic Change: Displaced Workers of 1981-85." Monthly Labor Review, June 1987: 3-12.

Mathematica Policy Research, Inc. An Impact Evaluation of the Buffalo Dislocated Worker Demonstration Program. Report to the U.S. Department of Labor Employment and Training Administration. (Princeton, NJ: Mathematica Policy Research, Inc. 1985).

U.S. Congress, Office of Technology Assessment. Technology and Structural Unemployment: Reemploying Displaced Adults. (Washington, DC: Government Printing Office, 1986).

U.S. General Accounting Office. Dislocated Workers: Local Programs and Outcomes Under the Job Training Partnership Act. Report to the Congress GAO/HRD-87-41. (Washington, DC: Government Printing Office, 1987).