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ABSTRACT

One part of a study of the difference that services under Title IIA of the National Job Training Partnership Act (JTPA) make in the employment, earnings, and welfare receipt of adults and out-of-school youths served by the program focused on the following: recruiting sites, monitoring the implementation of the research design, and describing and analyzing the characteristics of the local programs in the study and participation in JTPA services. A review of the 16 sites selected led to several basic findings: (1) the 16 sites, as a group, resemble the national average for all JTPA programs; (2) these sites successfully implemented a complex research design, randomly assigning more than 20,000 applicants to treatment and control groups and using one of three service strategies for each person randomly assigned; (3) the service strategies recommended (classroom training, on-the-job training, job search assistance, and subsidized employment) were implemented in most cases and will be evaluated in the 18-month impact report; (4) there were differences in the types of services in which the four target groups--adult men, adult women, male out-of-school youths, and female out-of-school youths--enrolled; (5) there were further differences among key subgroups (males were more likely to enroll in on-the-job training and job search assistance whereas females had higher rates of enrollment in classroom training; Black and Hispanic adults were more likely than Whites to enroll in classroom training and job search help and less likely to enroll in on-the-job training; White youths were more likely than Blacks to enroll in on-the job training); and (6) site administrative practices (private industry council role, performance-based contracts), success in exceeding performance standards, service emphasis, and patterns of enrollment for treatment group members varied considerably from site to site. (The report includes a list of 20 references; 66 tables; and appendixes that include profiles of the sites studied, supplementary tables, and data sources for the report.) (KC)

The National JTPA Study: Site Characteristics and Participation Patterns

James J. Kemple
Fred Doolittle
John W. Wallace

March 1993

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THE NATIONAL JTPA STUDY: SITE CHARACTERISTICS AND PARTICIPATION PATTERNS

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Manpower Demonstration
Research Corporation

March 1993

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THE NATIONAL JTPA STUDY

This report is part of the National JTPA Study, funded by the U.S. Department of Labor (DOL) under Contract Numbers 99-6-3356-77-061-01 and 99-6-0803-77-068-01. Because of the complexity of the project, DOL chose to divide it into two parts, issue a Request for Proposals for each, and award separate competitively bid contracts. For the first part of the study, labeled Part A, DOL chose the Manpower Demonstration Research Corporation (MDRC), with Abt Associates Inc. as a subcontractor, to recruit sites, implement the study in the field, and describe the nature and cost of the services offered by the participating local programs. For Part B, DOL selected Abt Associates Inc., with ICF, MDRC, New York University, and National Opinion Research Center (NORC) as subcontractors, to develop the research design, collect baseline and follow-up data on the members of the research sample, and conduct experimental and nonexperimental research on program impacts.

The lead analysts on the study are as follows:

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This is the second report under the Part A contract. Other reports from the National JTPA Study are:

Howard S. Bloom, Larry L. Orr, George Cave, Stephen H. Bell, and Fred Doolittle. 1993. *The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months*. Bethesda, Md.: Abt Associates Inc.

Howard S. Bloom, Larry L. Orr, Fred Doolittle, Joseph Hotz, and Burt Barnow. 1990. *Design of the National JTPA Study*. New York and Bethesda, Md.: MDRC and Abt Associates Inc.

Fred Doolittle and Linda Traeger. 1990. *Implementing the National JTPA Study*. New York: MDRC.

Howard S. Bloom. 1991. *The National JTPA Study: Baseline Characteristics of the Experimental Sample*. Bethesda, Md.: Abt Associates Inc.

Fred Doolittle, with Steve Bell, Howard Bloom, George Cave, James Kemple, Larry Orr, Linda Traeger, and John Wallace. Forthcoming, 1993. *A Summary of the Design and Implementation of the National JTPA Study*.

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At MDRC, Michael Bangser was the original manager of Part A of the study, and Judith Gueron and Robert Ivry were the senior reviewers of the report and provided guidance throughout the project. Others also reviewed drafts including George Cave, Milton Little, and Linda Traeger. The report relies on the analysis of data from many sources, an effort that involved people from several MDRC departments. Within the research department, Bridget Dixon, Rachel Woolley, James Sparrow, Robert Winthrop, and Michel Broudo played a central role in collecting and processing data for the report. In the operations department, James Healy, Hilary Kopp, Emma Pemberton, and Linda Traeger provided background on sites. In information services, Darlene Hasselbring and Karen Paget were involved in many aspects of the project from its outset, while Lynn Deglin, Joel Gordon, Debbie Romm, Pam Green, Quadii McMillan, and Meir Strauss played a central role in monitoring random-assignment procedures and processing administrative records received from participating sites. Suzanne Wagner, Sylvia Newman, and Judith Greissman edited this report. Word processing was done by Patt Pontevolpe, Claudette Edwards, Stephanie Cowell, and Pam Miles.

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Our final note of thanks goes to the individuals whose efforts made the entire study, not just this report, possible. The directors and staff at the 16 participating JTPA service delivery areas in many ways had the most complex and demanding role of all. They were pioneers in a pathbreaking project, and the entire employment and training system owes them much for their efforts. We wish to close by thanking by name each agency director and study coordinator, and

by implication the many people working with them in these SDAs and at their service providers. The list includes all those who held the designated positions during the course of the study:

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PREFACE

Policymakers have long sought credible estimates of the difference federally funded employment and training programs make in the employment, earnings, and welfare receipt of those they serve. This has proven to be an elusive goal, with problems of research methodology plaguing many past efforts to estimate program effects.

In 1986, the U.S. Department of Labor, following the recommendations of an advisory panel, adopted an unusual approach: a study of the impacts of programs funded under the Job Training Partnership Act (JTPA), using random assignment, the classical experimental method. The National JTPA Study is now producing findings on the services provided by a diverse group of 16 local service delivery areas (SDAs) and the impacts these local JTPA programs have on the employment and earnings of those they serve. The findings are being issued at an important time, just as amendments to JTPA are about to be implemented and interest grows in training and building the quality of the workforce.

This report addresses three topics. First, it explains how the research design that was developed to study program impacts was implemented in the participating SDAs – information vital to interpreting the results from the study.

Second, it describes the types of services, such as on-the-job and classroom training, that individuals in the study received from JTPA-funded local programs. Service receipt is important because it could be a major influence on program impacts. However, the report goes further, exploring in some detail how service receipt varied among different subgroups within the overall research sample – youths and adult men and women. In doing so, it illuminates a topic of considerable public debate in recent years: how JTPA services are allocated among various groups that are eligible for the program.

Finally, the report explores whether differences among study SDAs in the services they provide and their treatment of different groups are associated with particular characteristics of the SDAs. It discusses several hypotheses about how labor market conditions, the role of the private sector in administration, the sites' success in meeting JTPA performance standards, and other factors affected the services provided to applicants.

Initial findings are presented in this and the 18-month impact report that has been produced from the study. Further volumes will provide longer-term estimates of program impacts, based on 30 months of follow-up, and an analysis of the benefits and costs produced by the local JTPA programs. Collectively, the reports in the National JTPA Study should provide the type of solid information on program effectiveness that has been missing from much of the debate on federally funded employment and training programs.

Judith M. Gueron
President

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ABBREVIATIONS

ABE	adult basic education
AFDC	Aid to Families with Dependent Children
BE	basic education
BIF	Background Information Form
CETA	Comprehensive Employment and Training Act (1973)
CT	classroom training
CT-OS	classroom training in occupational skills
DOL	U.S. Department of Labor
ESL	English as a second language
GED	General Educational Development certification (high school equivalency)
JASR	JTPA Annual Status Report
JSA	job search assistance
JTLS	Job Training Longitudinal Survey
JTPA	Job Training Partnership Act (1982)
JTQS	Job Training Quarterly Survey
MDRC	Manpower Demonstration Research Corporation
MIS	management information system
NORC	National Opinion Research Center
OJT	on-the-job training
OMB	Office of Management and Budget
PIC	private industry council
RFP	Request for Proposals
SDA	service delivery area
WIN	Work Incentive Program

EXECUTIVE SUMMARY

The Job Training Partnership Act of 1982 (JTPA) funds the major federal program providing job training and other employment-related services for economically disadvantaged individuals. The act established more than 600 local service delivery areas (SDAs), which play a central role in designing and delivering services under Title II-A, the main title of the JTPA legislation. As part of the move toward greater accountability in the funding of social programs, JTPA calls for a system of state-administered performance standards for local programs, and for monitoring of program operations, with the goal of determining the program's success in increasing the employment and earnings and reducing the welfare receipt of the people it serves.

The National JTPA Study is the Department of Labor's (DOL's) major effort to assess the impacts and cost-effectiveness for adults and out-of-school youths of programs funded under Title II-A in a diverse sample of 16 SDAs across the country. Following the recommendations of a technical advisory panel established to assist in studying JTPA's impacts, DOL chose to conduct a field experiment in which JTPA applicants whom local staff judged eligible and appropriate for the program were randomly assigned to a treatment (or program) group, which was given access to JTPA-funded services, or a control group, which was not. DOL chose this approach, despite the challenges it would present, because of the inability of past non-random-assignment impact studies to provide credible estimates of program impacts. This is the first random-assignment impact study of local programs in an ongoing, national system of employment and training services that serves primarily volunteers.

The National JTPA Study has two major parts, which were awarded as separate, competitively bid contracts. Under one contract, the Manpower Demonstration Research Corporation (MDRC) – with Abt Associates Inc. as a subcontractor – recruited sites, monitored the implementation of the research design, and described and analyzed the characteristics of the local programs in the study and participation in JTPA services, a task completed in this report. Under a second contract, Abt Associates Inc. – with ICF, MDRC, New York University, and National Opinion Research Center (NORC) as subcontractors – collects baseline and follow-up information on those randomly assigned and conducts the impact and benefit-cost analysis, while also using the framework of an experiment to search for better

alternative methods for estimating program impacts. The first impact report analyzes the interim impact findings based on 18 months of post-random-assignment follow-up,[1] and a later report will present 30-month impact findings.

A Preview of the Findings

Several basic findings emerge from this report. The first three relate to the overall study and sample and the last two concern differences among groups within the overall sample or among study sites. First, on many counts, the 16 study sites, as a group, resemble the national average for all JTPA programs; they include much of the diversity of the national system despite the fact that they were not selected randomly from all SDAs. Second, these sites successfully implemented a complex research design, randomly assigning more than 20,000 applicants to treatment and control groups. As part of this design, local site staff designated one of three service strategies for each person randomly assigned. Third, although not all treatment group members enrolled in the services recommended for them, these service strategy recommendations proved to have clear links to the types of services in which members of the treatment group actually enrolled. Thus, treatment group members recommended for the classroom training service strategy received services with a strong classroom focus, while most of those who were recommended for the on-the-job-training/job search assistance (OJT/JSA) service strategy, and who enrolled in JTPA, were active in services designed to find them an OJT (subsidized) position or regular employment. (All of those in the OJT/JSA group had been recommended for OJT in case that were to prove necessary as a bridge to regular employment.) The third strategy – by design, a mixture of services – emphasized specific services for adults and youths, as discussed later in this summary. Because these initial recommendations translated into distinct emphases in program services, the separate impact estimates for the individuals recommended for these three strategies (presented in the 18-month impact report) have an operational meaning for local programs.

Fourth, there were differences in the types of services in which the four target groups in the study (adult men, adult women, male out-of-school youths, and female out-of-school

[1]See Howard S. Bloom, Larry L. Orr, George Cave, Stephen H. Bell, and Fred Doolittle, *The National JTPA Study: Title II-A Impacts on Earnings and Employment at 18 Months* (Bethesda, Md.: Abt Associates Inc., 1993).

youths) enrolled and further differences among other key subgroups. In general, both male adults and male youths were more likely to enroll in OJT and job search assistance than their female counterparts, who had higher rates of enrollment in classroom training in occupational skills (CT-OS). Among adults, blacks and Hispanics were more likely than whites to enroll in CT-OS and less likely to enroll in OJT; among youths, the only consistent difference was that whites were more likely than blacks and Hispanics to enroll in OJT. Some of these differences are related to the extent that each group tends to have barriers to employment such as low educational attainment, limited work experience, or welfare receipt. Finally, there is considerable variation in site administrative practices (e.g., the role of the private industry council and the use of performance-based contracts), success in exceeding performance standards, service emphasis, and patterns of enrollment for treatment group members. For example, sites varied greatly in their emphasis on OJT versus CT-OS and their propensity to enroll especially disadvantaged applicants. The analysis provides suggestive evidence of the relationships between these differences and administrative practices or local conditions.

An Overview of the National JTPA Study

The central goal of the study is to understand, in a diverse sample of sites, the difference that services funded under Title II-A of JTPA make in the employment, earnings, and welfare receipt of adults and out-of-school youths served by the program: i.e., the program's impacts. This information will tell policymakers and program operators how well program participants fare in the labor market *over and above* what they would have done on their own, without access to the program. Evaluation experts and policymakers have increasingly come to the conclusion that the most reliable studies of program impacts use random assignment – a process like a drawing or lottery, in which eligible applicants for a program are randomly assigned to a group to be served (the "treatment" or "program" group) or to a group not given access to the program (the "control" group). Because the two groups are created randomly, there is no systematic difference between them prior to random assignment, and the labor market experiences of the control group provide a benchmark against which to compare the experiences of the treatment group.

In the National JTPA Study, DOL wanted to estimate overall impacts for the Title II-A JTPA program for adults and out-of-school youths in participating sites and specific impacts

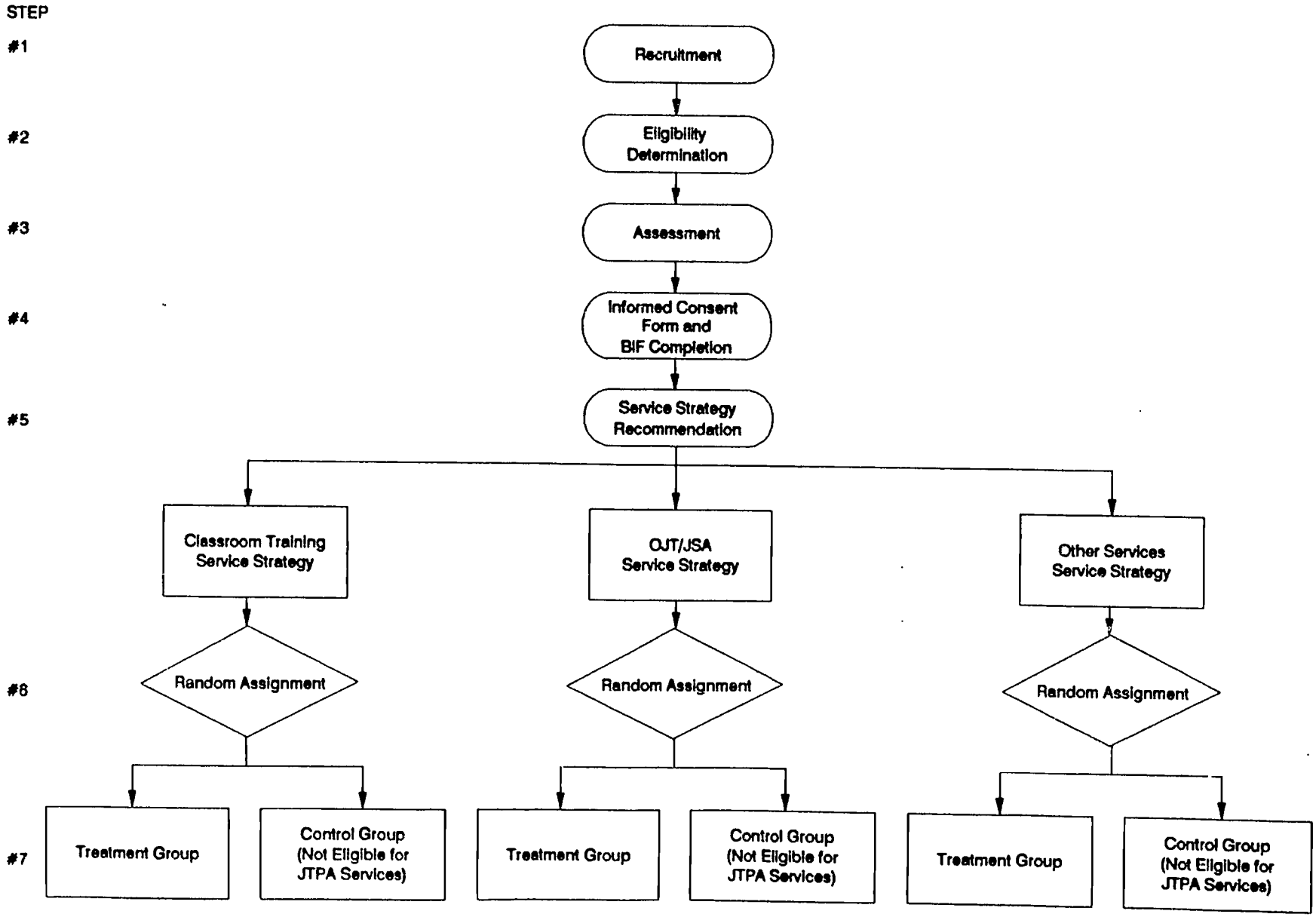
for other subgroups to the extent that sample sizes allow. In addition, DOL also initially called for separate impact estimates for individuals recommended for key services such as CT-OS, OJT, and job search. As the study was implemented, three distinct service strategies emerged, for which separate impact estimates are calculated: (1) training to build skills through classroom-based services (labeled "classroom training"); (2) subsidized OJT (for which all in the group were recommended) and/or job search assistance to find regular employment (labeled "OJT/JSA"); and (3) a residual category (labeled "other services"), which could involve various combinations of other education and employment-related services. This third strategy allowed the study to include the full range of program services. Finally, DOL wished the study to be conducted in a manner that would change normal operations as little as possible.

Together, these goals created tensions in the research design. Impact estimates of the entire JTPA program in participating sites would call for random assignment early in the intake process to assure that the control group would receive little or no JTPA assistance. However, the desire to produce impact estimates for specific service strategies and to allow normal staff decisions on service recommendations would call for random assignment after local staff assessed the skills, interests, and service needs of applicants, though before actual services began. And defining service strategies that are clearly distinguished from each other (e.g., classroom-based services versus employment-based services) proved a challenge because of the diversity of local services that could be used singly or in combination.

The resulting research design is shown in Figure 1, which superimposes the special research procedures on the normal steps by which clients apply for and enroll in JTPA. Local sites and service providers recruited applicants from among the eligible population in their community (Step #1 in Figure 1). JTPA funding is typically sufficient to serve about 10 percent or fewer of those eligible, and in the study sites – as is the case nationally – a substantial proportion of those who initially inquired about JTPA services never reached the stage of enrollment in the program. Individuals who pursued the opportunity for JTPA services completed an application form to establish eligibility (Step #2), participated in an assessment of their service needs (Step #3), and (in one of the special steps added for the study) completed an Informed Consent Form and a Background Information Form to provide information on their pre-random-assignment characteristics (Step #4). Local staff then recommended specific JTPA services for the applicants (or indicated that JTPA was not

FIGURE 1

RANDOM ASSIGNMENT MODEL
FOR THE NATIONAL JTPA STUDY



appropriate) and designated a service strategy for each appropriate client (Step #5), which the staff were to follow in working to arrange services if the person were randomly assigned to the treatment group. Within each service strategy, clients were then randomly assigned (Step #6) to a treatment group, whose members were given access to the JTPA-funded services, or to a control group, whose members could not participate in JTPA-funded services for 18 months but who were given a list of other services in the community. Staff then worked with treatment group members to arrange the recommended services (Step #7) and enroll in JTPA those for whom they were successful.

Under this design, the overall impact of JTPA services in the participating sites is estimated by combining all three treatment groups and comparing their experiences with those of a combined control group. The impacts of each of the service strategies *for those referred to these services* are estimated by comparing the treatment group within the service strategy with its control group. However, since different types of clients are recommended for the three service strategies, it is not possible to directly compare experimentally the impacts of the service strategies; since both the services and the initial characteristics of the clients would vary across the strategies, it is difficult to isolate the difference that the choice of service strategy made.

Findings on the Sites in the Study

- **On many counts, the 16 study sites as a group are similar to the national average for all SDAs.**

Although the 16 sites listed in Table 1 were not chosen randomly from all SDAs in the country, their economic and labor market conditions, poverty rates, client characteristics, and performance as measured by DOL standards are similar to the national average for all SDAs during the late 1980s, when random assignment was under way. For example, the averages for the study sites and for all SDAs nationally were virtually the same for poverty rates (about 10 percent), unemployment during the period of random assignment (6.6 percent), and per capita annual earnings of workers in the SDA ($18,100). Of the people served by the study sites and all SDAs nationally, about 60 percent were white, slightly more than 25 percent were black, and 10 percent were Hispanic. The average percentage of those served in the study sites who had one of a variety of obstacles to employment – e.g., low educational attainment, receipt of

Aid to Families with Dependent Children (AFDC), or limited work experience – was similar to the average percentage of those with these barriers in all SDAs.

TABLE 1

SITES IN THE NATIONAL JTPA STUDY

Butte, Mont.	Jersey City, N.J.
Cedar Rapids, Iowa	Larimer County, Colo.
Coosa Valley, Ga.	Marion, Ohio
Corpus Christi, Tex.	Northwest Minnesota
Decatur, Ill.	Oakland, Calif.
Fort Wayne, Ind.	Omaha, Neb.
Heartland, Fla.	Providence, R.I.
Jackson, Miss.	Springfield, Mo.

Summary measures of program operation also show strong similarities. Average lengths of JTPA enrollment for the study sites and all sites nationally were within a week of each other, though average program costs per adult served in the study sites were 6 percent above those for all sites. Importantly, on key JTPA performance measures, the study sites exceeded their standard by about the same (or a slightly smaller) percentage all SDAs nationally. For example, study sites exceeded their adult job placement standard by an average of 6 percentage points in program year 1988 (the year when the bulk of the sample was enrolled) compared with 7 percentage points for all sites nationally. Thus, the sites as a group are neither at the high nor low end of the performance "scale."

Behind these averages, however, there is great variation in the sites' local conditions, clients, program design, administrative practices, and performance, as is the case nationally. The sites include some with low unemployment and strong economic growth and some in declining areas; sites in large metropolitan areas and sites that are entirely rural; and ethnic mixtures that range from virtually all black and/or Hispanic to almost entirely white. During the late 1980s, the average length of JTPA enrollment in the study sites ranged from less than two months to nearly eight months for adults, and slightly more than one month to nearly eight months for youths. On performance standards, there was equally wide variation: some sites greatly exceeded their standards, while others failed to meet them. Again, this suggests that while the study sites are not representative in the statistical sense, they do include much of the

diversity of the national JTPA system. The major exception is that they do not include any of the nation's largest cities.

Findings on the Implementation of Random Assignment

- **The 16 sites successfully implemented a complex research design, with more than 20,000 individuals randomly assigned over a 23-month period.**

Normally, successful implementation of a research design does not qualify as a major finding. The National JTPA Study, however, is among the most complex undertaken in the employment and training field, and successful implementation of study procedures by sites was not a certainty. The 16 sites randomly assigned 20,601 individuals between November 1987 and September 1989. The sample analyzed in this report and the 18-month impact report includes 17,031 individuals randomly assigned before July 1989.

Virtually none of the control group participated in the JTPA program in the study sites. Site staff were able to put in place an administrative system that allowed them throughout the follow-up period to identify applicants randomly assigned to the control group and to avoid enrolling them in the JTPA-funded services under study. Only 3 percent of the control group was enrolled in JTPA-funded services at any point during the 18 months following random assignment, the period during which they were excluded from such services in the study sites. Thus, the intended difference in access to JTPA services between the treatment and control groups emerged. This level of site compliance with study procedures is especially impressive given the many organizations that can be involved in client recruiting, applications, assessment, and service delivery in local JTPA programs.

- **Sites did have to expand their recruitment of applicants to permit creation of a control group, but eligibility determination, assessment, and service delivery were not, in general, affected by the study.**

Creation of a control group, coupled with a declining unemployment rate over the course of random assignment, led to increasingly severe recruitment problems in many sites. Site staff reported that these two factors led them to recruit and serve less job-ready clients than they had during the recession of the early and mid 1980s, when many individuals with extensive work experience and job-related skills applied for JTPA services.

However, in the subsequent steps of client flow through the JTPA program (i.e., eligibility determination, assessment, and service delivery), the study did not lead to substantial changes in local operations, other than the need to increase the number of applicants who proceeded to the stage of random assignment. Local staff determined eligibility and appropriateness for JTPA – following normal procedures – and recommended appropriate services. These service recommendations were used to designate one of three broadly defined service strategies for each individual.

This finding that the study itself did not lead to significant changes in the later stages of program intake does not mean that local administrative practices remained unchanged. Nationally, in the late 1980s, JTPA was becoming increasingly concerned about the need to serve less job-ready clients, provide more intensive services, improve recruitment practices, and introduce greater accountability in contracting procedures. Not surprisingly, in light of this evolution of the system, several of the study SDAs on their own initiative made major reforms in their procedures during the study. Because the goal of the research was to study JTPA programs that would operate as normally as possible, there was no attempt to "freeze" program operations into the forms they had when sites entered the project.

Findings on JTPA Enrollment for the Treatment Group

The tensions among the research goals discussed earlier led to a research design in which random assignment occurred when local staff recommended applicants for various possible services rather than at the point when major services were about to begin. As discussed earlier, this choice was made to allow staff to assess clients as they normally would and to identify the control group before referrals to services began. Following random assignment, local staff worked with members of the treatment group to arrange the desired services, but they were not successful in all cases. Some treatment group members lost interest in the program, found a job on their own, or moved, while for others staff could not find a service provider or employer.

- **Sixty-four percent of the treatment group sample enrolled in JTPA during the 18-month follow-up period. There were consistent differences in enrollment rates across the service strategies, with classroom training having the highest enrollment rate and OJT/JSA the lowest. Differences in target group enrollment rates within service strategies were relatively small.**

Table 2 presents JTPA enrollment rates by service strategy and target group, with the service strategies showing much greater variation than the target groups. For the service strategies, enrollment ranged from a low of 57 percent for OJT/JSA to a high of 72 percent for classroom training. Within service strategies, there was little variation by target group, though male youths had the highest enrollment rate in all three strategies. Enrollment rates for the key target groups varied from 61 percent for adult men to 67 percent for male out-of-school youths.

TABLE 2

ENROLLMENT RATES FOR TREATMENT GROUP MEMBERS,
BY TARGET GROUP AND SERVICE STRATEGY

Target Group	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Target Groups	63.8	72.4	56.5	62.3
Adult Men	60.8	71.2	56.6	58.9
Adult Women	64.6	72.8	55.4	62.4
Male Youths	66.8	74.8	58.5	67.7
Female Youths	65.5	71.5	57.5	63.1

SOURCE: MDRC calculations from Background Information Form responses and program enrollment data from the 16 SDAs.

The differences in enrollment rates can be at least partly explained by differences in the difficulty of arranging the services in each strategy. While arranging classroom training is not necessarily easy, developing OJT positions often is more difficult. In most SDAs, especially those in which there is a large city, there are several agencies whose mission is to provide classroom training, increasing the chances that a match can be made between a client's needs and interests and the courses offered. However, to develop an OJT position, JTPA staff enlist the cooperation of private or nonprofit employers whose main goal is to produce a good or service and not to provide training for the economically disadvantaged. Staff must rely on a combination of financial incentives and assurances of a low administrative and supervisory burden to recruit employers and typically contact many firms before a position can be found.

At the same time, the client may be actively seeking a job through other means and may find employment without ever being placed in a JTPA-funded OJT. Hence, the lower JTPA enrollment rate in the OJT/JSA service strategy is not surprising.

- **About half of the treatment group members who were never enrolled in JTPA probably received some type of post-random-assignment service from the program.**

Many local programs in the study did not enroll applicants in JTPA until they were active in services intended to increase their employability. In the JTPA system, and especially the performance standards, there were incentives to delay enrolling applicants. JTPA performance standards in place during the period of random assignment emphasized (1) achieving a high proportion of "success stories" for *enrollees*, where success is defined as placement in a job that pays well or achievement of a "positive termination" for youths, and (2) keeping costs per success story low. Since only enrollees counted in the sample for which performance was measured, and many local programs believed that they had discretion in defining when enrollment occurred, it was common for SDAs to delay enrolling clients in JTPA. For example, clients seeking OJT would not be enrolled in JTPA until staff were able to arrange an OJT position with an employer and the client showed up for the first day of work. Unless these efforts to arrange a service were successful, the client might not be enrolled in JTPA.

Following random assignment, local staff lost contact with some members of the treatment group or found that they were no longer interested in the program. In other cases, staff were in contact with applicants, but did not arrange any type of referral to a possible service provider. However, a special study using a small sample of nonenrolled treatment group members showed that about half of the 36 percent of treatment group members who were never enrolled in JTPA did receive some services from the program. In most cases, this was a referral to a possible OJT position or participation in a job club, so this nonenrolled "participation" in JTPA was most common in the OJT/JSA service strategy. Overall, about 80 percent of the treatment group (the 64 percent who were enrolled and an additional 18 percent who were not) had some involvement with local JTPA staff after random assignment. Therefore, the proportion of the treatment group for whom local JTPA staff tried to arrange services is greater than the JTPA enrollment rate because of site practices adopted in response to performance standards.

Findings on the Link Between Recommended Service Strategies and Enrollment in Particular Services

One central goal of the study is to calculate impact estimates for individuals recommended for three service strategies. For this effort to be successful, the services received by individuals referred to these three strategies have to be clearly distinguishable in emphasis and reflect important service approaches commonly used in JTPA. One of the uncertainties about the research design of the study was whether individuals recommended for each of the service strategies would actually be enrolled in these services.

This section explains what these service strategies mean by describing the services received by individuals in the three groups. These findings are summarized in Table 3, which presents the two key services in which JTPA enrollees were active and the proportion of the relevant sample enrolled in them, for each target group/service strategy combination.

- **Most treatment group members recommended for the classroom training service strategy were enrolled in classroom-based services – CT-OS or basic education.**

All treatment group members in this service strategy were recommended for CT-OS, though other services such as basic education or job search assistance may also have been recommended. As mentioned above, SDA staff did not usually encounter major problems arranging classroom-based services for JTPA applicants. This is reflected in the fact that 72 percent of the treatment group members recommended for the classroom training service strategy were enrolled in JTPA (Table 2), and at least 80 percent of these enrollees in each target group were active in either CT-OS, basic education, or both (Table 3). Eighty-six percent of adult men, 89 percent of adult women, 80 percent of male youths, and 86 percent of female youths were active in either CT-OS or basic education.

- **JTPA enrollees in the OJT/JSA service strategy were split equally between on-the-job training services and job search assistance. This reflects the fact that treatment group members recommended for the OJT/JSA service strategy were oriented toward immediate employment, either through subsidized training on the job or an unsubsidized position.**

Individuals recommended for this service strategy were usually interested in immediate employment because of their financial needs or lack of interest in classroom-based services. However, local staff felt that they may have needed training to improve their skills in order to

TABLE 3

KEY SERVICES FOR ENROLLEES,
BY TARGET GROUP AND SERVICE STRATEGY

Target Group	Classroom Training	OJT/JSA	Other Services
Adult Men	86% enrolled in CT-OS or BE	87% enrolled in OJT or JSA	89% enrolled in JSA or misc. services
Adult Women	89% enrolled in CT-OS or BE	88% enrolled in OJT or JSA	82% enrolled in JSA or misc. services
Male Youths	80% enrolled in CT-OS or BE	85% enrolled in OJT or JSA	83% enrolled in BE or misc. services
Female Youths	86% enrolled in CT-OS or BE	85% enrolled in OJT or JSA	80% enrolled in BE or misc. services

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

find long-term employment and, therefore, recommended OJT as an option for all in this group. Fifty-seven percent of treatment group members recommended for the OJT/JSA service strategy enrolled in JTPA, and at least 85 percent of these enrollees in each target group received employment-based services that included OJT, job search assistance, or both.

The observed split between OJT and job search occurred because, for OJT, staff had to find an employer interested in hiring a new worker. In some cases, staff would have to arrange subsidized OJT to persuade the employer to hire an applicant, while in other cases they would not. The mixture of enrollment in OJT and job search assistance among the treatment group in the OJT/JSA service strategy reflects the result of staff's efforts to find employment for these clients.

- **The diverse needs of the clients recommended for the other services strategy are reflected in the wide range of JTPA services that they received. For adults, the key services were job search assistance and miscellaneous services (usually preemployment skills); for youths, the most common services were basic education and miscellaneous services.**

The creation of the other services strategy enabled SDA staff to accommodate clients with a wide range of needs, including some of the most job-ready clients, who were recommended for job search assistance only, as well as some of the least job-ready clients, who were recommended for basic education as a first service, with subsequent steps uncertain. It also included adult clients who were recommended for a variety of preemployment skills programs or for combined OJT and classroom training and youths who were recommended for special Title II-A-funded programs designed specifically for school dropouts.

For adults, both men and women, the two key services within this strategy were miscellaneous services (ranging from further assessment and preemployment skills preparation to work experience and special introductions to the world of work) and job search assistance. Among adults who enrolled in JTPA, 89 percent of the men and 82 percent of the women received one or both of these services. For youths, basic education and miscellaneous services were the key services, with 83 percent of male youths and 80 percent of female enrollees receiving one or both of these services.

- **The median length of JTPA enrollment for treatment group members who were enrolled in the program was 3.3 months; enrollees in the classroom training strategy had the longest enrollments (5.0 months) and those in OJT/JSA had the shortest enrollments (2.0 months).**

For all enrollees in all service strategies, the median enrollment (i.e., the length of time at which half of enrollees had left the program) was 3.3 months. The classroom training service strategy had the longest median enrollment overall and for each target group, while OJT/JSA had the shortest enrollment. There was considerable variation across the target groups in length of enrollment, with adult women and female youths having the longest enrollment, and adult men having the shortest enrollment. This variation reflects the differences, discussed earlier, in the types of services they received.

Findings on JTPA Service Receipt for Adults

This section now turns to a discussion of the receipts of specific types of JTPA-funded services by the target groups in the study. Findings on JTPA service receipt are important for two reasons: they provide a needed context for interpreting the program impacts for each target group presented in the 18-month impact report, and they contribute to the ongoing discussion of service receipt differences across groups within JTPA by highlighting some possible reasons for them.

The top panel of Table 4 presents JTPA service receipt rates for the adult target groups and key subgroups. The first row lists the service receipt rates for adult enrollees in each of five mutually exclusive service categories. The remainder of each panel lists selected subgroups of enrollees and the percentage of each subgroup who received each category of services.

- **Nearly 60 percent of the enrolled adults received some service designed to provide occupational training through either CT-OS or OJT.**

Table 4 shows that 38 percent of the adults received CT-OS and an additional 21 percent received OJT. Nineteen percent of the adults received job search assistance only, and the remainder received either basic education without training or other non-training services.

- **Adult enrollees with more employment barriers (i.e., those who were high school dropouts, had limited work experience, *and* were receiving cash public assistance) were more likely to receive basic education without training and less likely to receive OJT or job search assistance as their only service than were those without these employment barriers.**

The three employment barriers listed above were associated with service receipt in different ways. Adults with limited work experience (who were therefore less attractive to

TABLE 4

SERVICE RECEIPT RATES
FOR ADULT AND OUT-OF-SCHOOL YOUTH ENROLLEES,
BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	CT-OS (%)	OJT (%)	Non-Training Education (%)	JSA Only (%)	Misc. Non-Training Services (%)
All Adult Enrollees	5,169	38.0	20.8	7.9	19.2	14.0
Sex						
Male	2,286	26.3	24.3	7.2	25.0	17.2
Female	2,883	47.2	18.1	8.4	14.7	11.6
Ethnicity						
White, non-Hispanic	2,941	30.6	25.9	9.1	20.0	14.5
Black, non-Hispanic	1,432	50.5	15.6	2.7	19.7	11.5
Hispanic	589	38.7	11.0	15.8	16.3	18.2
Other	207	55.1	13.0	3.9	14.0	14.0
Barriers to Employment						
None	1,828	35.6	24.1	2.6	23.5	14.2
1	1,952	37.5	21.6	6.7	20.5	13.7
2	1,092	42.4	16.8	13.6	13.2	14.0
3	263	40.3	10.3	28.5	6.1	14.8
All Out-of-School Youth Enrollees	2,147	36.4	15.5	18.6	10.9	18.6
Sex						
Male	959	28.1	18.0	17.9	13.2	22.7
Female	1,188	43.1	13.4	19.2	9.0	15.3
Ethnicity						
White, non-Hispanic	1,138	29.9	21.4	16.0	13.1	19.7
Black, non-Hispanic	588	33.0	7.0	31.8	9.4	18.9
Hispanic	375	60.8	10.9	6.9	7.2	14.1
Other	46	41.3	15.2	10.9	6.5	26.1
Barriers to Employment						
None	499	39.7	27.1	3.0	15.4	14.8
1	798	37.8	16.4	13.5	12.9	19.3
2	638	33.5	9.1	30.4	6.7	20.2
3	207	31.4	3.4	39.6	5.3	20.3

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

employers) and adults receiving cash public assistance (who therefore had an income source during JTPA participation) were more likely to receive classroom-based services such as CT-OS and basic education without training than adults without these barriers. They were also less likely to receive employment-based services such as OJT and job search assistance as a sole service. Adult high school dropouts were less likely to receive CT-OS (possibly because many training providers require a diploma or GED) and more likely to receive basic education without training than high school graduates or GED recipients.

- **Women tended to receive classroom-based services, while men tended to receive employment-based services. The employment barriers analyzed in this study account largely for the gender differences in OJT receipt but very little for the differences in CT-OS receipt. There are several possible explanations for this remaining difference.**

Overall, 56 percent of the adult women – compared with 34 percent of the men – received either CT-OS or basic education without training. By contrast, 49 percent of the adult men – compared with 33 percent of the women – received OJT or job search assistance only.

When adult men and women with similar employment barriers are compared (an analysis that is not shown in this table), most of the difference in receipt of OJT disappears. Apparently the gender differences in the receipt of these services – which are intended to place people in OJT – are largely related to job-readiness. However, the gender differences in receipt of CT-OS are not associated with differences in the employment barriers analyzed in this report. Other possible explanations include differences in client preferences, client characteristics or employment barriers, or local assessment and service referral practices.

- **Black and Hispanic adult enrollees were more likely to receive CT-OS and less likely to receive OJT than white enrollees. The employment barriers analyzed in this study accounted for some of the ethnic differences in service receipt, and there are several possible explanations for the remaining differences.**

Fifty-one percent of the black adult enrollees and 39 percent of the Hispanic adult enrollees received CT-OS compared with 31 percent of the white adult enrollees. By contrast, 26 percent of the white enrollees received OJT compared with 16 percent of the black enrollees and 11 percent of the Hispanic enrollees. When individuals with similar employment barriers are compared, differences in service diminish, although less than was the case for

gender differences. Unlike the case for gender differences in service receipt, employment barriers do not account for a larger portion of service receipt difference in OJT and job search than in classroom training. As was the case for the gender analysis above, there are several possible reasons for these remaining ethnic differences. There may be differences in client preferences or other characteristics and barriers not analyzed here; employer hiring practices may make OJT and job search more difficult to provide for minorities; or local assessment and service referral practices, which may have been adopted in response to the reality of the labor market, may be different for whites and minorities.

- **The median length of JTPA enrollment for adults in the five service categories ranged from almost five months to only one month.**

Overall, the median length of enrollment for adult enrollees was 3.2 months. For those who received CT-OS, the median length of enrollment was longest at 4.8 months, and for those who received job search assistance only, it was shortest at one month. The median length of enrollment for adults who received OJT was 2.5 months.

Findings on JTPA Service Receipt for Out-of-School Youths

The bottom panel of Table 4 presents the service receipt findings for the out-of-school youth target groups and key subgroups.

- **Just over half of the out-of-school youth enrollees received some form of occupational training – either in the classroom or on the job – and a substantial percentage received basic education without training.**

Table 4 shows that 36 percent of the out-of-school youth enrollees received CT-OS and an additional 16 percent received OJT; i.e., youths were somewhat less likely than adults to receive these services. Nineteen percent of the out-of-school youths received basic education and 19 percent received miscellaneous services without training; i.e., youths were more likely than adults to receive these services. The remaining 11 percent received job search assistance only, making youths less likely than adults to receive job search assistance as their only service.

- **Youths with two or three employment barriers were more likely than those with fewer barriers to receive basic education without training; they were less likely to receive CT-OS, OJT, or job search assistance as a sole service.**

Thirty percent of the youths with two of the employment barriers analyzed (limited work experience, no high school diploma or GED, and/or cash public assistance receipt) and 40 percent of youths with all three barriers received basic education without training compared with 3 percent of those with no employment barriers and 14 percent of those with one barrier. (These groups are shown in the lower panel of Table 4.) Forty-three percent of the youths with no employment barriers received the employment-based services of OJT or job search assistance only compared with 16 percent of those with two barriers and 9 percent of those with three barriers. The differences in CT-OS receipt rates were much smaller, but still significant.

- **Female youths were more likely to receive CT-OS and less likely to receive OJT or job search assistance only than male youths. The employment barriers analyzed in this study accounted for some of the differences in service receipt among male and female youths, with several explanations possible for the remaining differences.**

Forty-three percent of the female youths received CT-OS compared with 28 percent of the male youths. Thirty-one percent of the male youths received OJT or job search assistance only compared with 22 percent of the female youths. Employment barriers accounted largely for the male/female differences in OJT and job search assistance only receipt rates, but only partly for the differences in CT-OS receipt rates. The same factors listed earlier for adults could also explain the remaining differences here.

- **White youths were more likely than black youths to receive OJT or job search assistance only and less likely to receive CT-OS or basic education. The employment barriers analyzed in this study accounted for some of the differences in service receipt between white and black youths, with several explanations possible for the remaining differences.**

Thirty-five percent of the white youths received OJT or job search assistance only compared with 16 percent of the black youths. By contrast, 65 percent of the black youths received CT-OS or basic education without training compared with 46 percent of the white youths. As was the case with adults, when youths with similar employment barriers are compared, some differences in service continue to appear, though employment barriers account for somewhat more of the service differences in employment-based services (OJT and job search assistance only). The possible explanations for service differences mentioned earlier for adults could also explain the remaining differences here.

- **The median length of enrollment for youths in the five service categories ranged from over five months to less than one month.**

Overall, the median length of enrollment for out-of-school youths was 3.6 months, slightly longer than the median length of enrollment for adults. The median length of enrollment was 5.3 months for youths who received CT-OS, 3.1 months for those who received OJT, and .8 months for those who received job search assistance only.

Findings on Differences Among the Study Sites

This section shifts from a focus on JTPA enrollment and services for the entire sample and for target groups to a discussion of differences among the 16 study sites. It begins by describing the variation among the sites and then discusses efforts to determine whether there are links between sites' patterns of enrollment and services and their administrative practices.

- **The 16 SDAs in the study varied widely in their service emphases.**

While diversity is expected, its magnitude is surprising. For example, the proportion of adult treatment group members recommended for the OJT/JSA service strategy ranged from 7 percent to 79 percent, and the proportion of adult enrollees who actually received OJT ranged from 4 percent to 54 percent. Similarly, one SDA recommended the classroom training service strategy for just 6 percent of its adult treatment group members, while another recommended it for 77 percent of them. The variation in classroom training service receipt was nearly as great. Large variations in recommended services and service receipt were also found for youths: for example, the rate at which youths were recommended for the OJT/JSA service strategy ranged from 1 percent to 71 percent, and the service receipt rate for OJT ranged from 0 percent to 66 percent.

This wide variation may be due, at least in part, to local economic and other conditions, the availability of service providers, and the characteristics of the eligible population and of those recommended for services. It probably also reflects the decisions that SDAs made regarding recruitment, screening, and other administrative intake processes; the service providers they selected; and their response to JTPA's performance standards. This variation in services recommended and received provides an important context for interpreting findings presented in the 18-month impact report.

- **Sites differed in the proportion of the research sample who had two or more of the employment barriers analyzed (lack of a high school diploma or GED, limited work experience, and/or cash public assistance receipt) and those who had none of these barriers.**

For example, among adults, the proportion of the sample with two or more barriers ranged from 12 percent to 47 percent across the 16 sites, and among youth, this proportion ranged from 21 percent to 52 percent. It was not possible to determine whether this variation resulted from characteristics of the pool of eligible individuals in the different SDAs or labor market conditions – both factors over which SDAs have no control – or from the SDAs' levels of recruitment activities or selection/screening processes or from choices made by applicants. Therefore, the analysis is not able to attribute site differences in the overall research sample to differences in site practices.

Cross-site comparisons of enrollment rates for groups within the research sample – defined by their number of barriers to employment – may be somewhat useful as an indication of targeting. Once people are part of the research sample (i.e., they have applied and the SDA has found them eligible and appropriate for JTPA), SDA administrative practices may well be a key factor affecting the proportion of the treatment group that enrolls in JTPA.

- **Most sites in the study did not appear to establish clear enrollment targeting concerning the key employment barriers examined in the study.**

Keeping in mind the caveats noted above, it appears that only one SDA consistently focused on the more disadvantaged, in the sense that the SDA enrolled a much larger proportion of treatment group members who had two or three of the employment barriers analyzed than treatment group members who had none of them. A few SDAs did just the opposite, focusing on the more job-ready, meaning that they enrolled a higher percentage of those in the sample with none of the employment barriers analyzed. A few sites exhibited one pattern for adults and the opposite pattern for youths. However, most sites enrolled approximately equal proportions of both job-readiness groups.

The final part of this summary examines whether there are links between site practices and enrollment patterns and service emphasis. This is a much less rigorous type of analysis, more in the nature of developing hypotheses for future research. This tentative stance is appropriate because of the small number of SDAs included in the study, and the limited

available information about SDAs' recruitment, screening, and assessment practices as well as the role of choices made by applicants. Furthermore, because the 16 SDAs differed in many ways, the analysis is only able to identify *associations* between characteristics of SDAs and enrollment patterns, rather than *real causal relationships*. Nevertheless, because of the strong policy interest in the influence of many local administrative decisions on JTPA recruiting and services, this analysis did explore several hypotheses about why SDAs might be more or less likely to focus on the more disadvantaged.

- **Based on limited evidence from the 16 study SDAs, there are indications that SDAs that did particularly well on key performance standards focused on more disadvantaged youths and enrolled more job-ready adults. The different structures of adult and youth performance standards at the time the research sample was recruited for and enrolled in JTPA may explain this unusual finding.**

Among the 16 sites, SDAs that substantially exceeded their performance standards were more likely to focus enrollment on adults with none of the employment barriers analyzed than were SDAs that marginally exceeded their standards. Further, they also focused on the OJT/JSA service strategy. However, the opposite was the case for youths: SDAs that substantially exceeded their youth performance standards tended to focus enrollment on the more disadvantaged youths and to recommend a higher percentage of youths to the "other services" strategy.

One possible explanation for these different findings for adults and youths may be that performance standards for youths included "positive termination" outcomes such as completion of schooling or attainment of employment competencies. In contrast, for adults the performance standards in effect when the research sample was recruited to JTPA dealt exclusively with measures related to job placement. This difference could have permitted, or encouraged, SDAs to enroll a more disadvantaged youth population – for some of whom job placement at termination from JTPA was not seen to be an appropriate goal – without jeopardizing their ability to meet performance standards.

Again, it should be noted that this discussion must remain tentative because the 16 SDAs varied on many grounds, not just their performance measures; other factors could be causing the observed association between performance and enrollment practices.

- **Analyses failed to find clear associations between SDA practices and enrollment targeting in a number of other areas.**

The limited data from the 16 SDAs did not support several other hypotheses to account for differences in enrollment patterns and services emphasis. (The caveats noted above also apply to these findings.) For example, some argue that SDAs relying to a high degree on fixed unit price, performance-based contracts will serve more employable, less disadvantaged groups. Among the 16 study sites, these SDAs did not appear to focus more on enrolling the more job-ready than did SDAs that primarily used cost-reimbursement contracts. Similarly, SDAs that were operated by PICs were just as likely to focus on enrollment of the more job-ready as were SDAs operated by government.

CHAPTER 1

INTRODUCTION

For nearly a decade, the Job Training Partnership Act of 1982 (JTPA) has stood as the nation's largest and most visible commitment to providing employment and job training opportunities for economically disadvantaged individuals. JTPA established a nationwide network of more than 600 largely federally funded, state-supervised, but locally operated partnerships between the public and private sectors to arrange for services intended to increase the employability of eligible adults and youths. Each year since its formal start-up in 1983, Title II-A (the main title of the legislation) has received close to $2 billion and enrolled about 1 million individuals – which represents less than 10 percent of the JTPA-eligible population.

JTPA was established at a time when the concept of social program accountability gained a prominent place on the national public policy agenda. Building on its expectation that JTPA would be "an investment in human capital and not an expense," Congress established explicit goals for the new employment and training system: increases in employment and earnings and reductions in welfare dependency. For the first time, legislation called for a national system of outcomes-based performance standards, complete with rewards and penalties, to lead to the achievement of these goals. The legislation also required the U.S. Department of Labor (DOL), the federal agency that oversees JTPA, to conduct an evaluation to determine whether the goals were met.

In 1986, DOL initiated the National JTPA Study, a major effort to evaluate rigorously, in a limited number of the local service delivery areas (SDAs)[1] across the country, the impact that JTPA had on participants' employment, earnings, and welfare receipt. Following the recommendation of a technical advisory committee, DOL adopted and oversaw the successful implementation of a social experiment using a classical random-assignment design. Between 1987 and 1989, more than 20,000 individuals in 16 local areas across the country were randomly assigned to a "treatment" group eligible to receive JTPA services or to a "control" group that was not eligible for JTPA-funded services but remained eligible for all non-JTPA-funded services in the community. The evaluation was designed to compare credibly and reliably how well the

[1]In JTPA parlance, "service delivery area" refers to both the geographical area being served and the JTPA administrative unit serving it.

treatment group fared compared with the control group in meeting the program's goals – thereby showing the difference, or "impact," that JTPA services made over and above what would have happened to these individuals without the program. The study sought not only an estimate of JTPA's overall effectiveness in the participating SDAs, but also the impacts that JTPA's two major services – on-the-job training (OJT) and classroom training in occupational skills (CT-OS) – had on adult men, adult women, and out-of-school youths, as well as other important subgroups.[2] The study was a major and ambitious undertaking, one of the early examples of applying experimental techniques to evaluate an existing, ongoing delivery system.

The research design for the resulting National JTPA Study has four main, interrelated parts. The first three focus on the 16 SDAs that participated in the evaluation: a study of their program implementation and operations, a study of the program impacts they achieved, and a study of benefits compared with costs. This report presents the findings for the first of these studies; a companion volume (Bloom et al., 1993) presents the interim, 18-month impact findings. Thirty-month impact findings and the benefit-cost analysis will be published in the future. The fourth part of the research design involves an attempt to develop new nonexperimental methods to estimate program impacts.

This report is intended to serve the National JTPA Study in three specific ways. First, it provides the programmatic context for understanding and interpreting the 18-month impact findings, as well as the future impact and benefit-cost findings. In meeting this purpose, it focuses primarily on analyzing, for approximately 17,000 sample members "pooled" across the 16 SDAs, the major types of services that individuals were recommended for, the characteristics of these individuals, the services – if any – they actually received, and the duration of the services.[3] Second, it examines the characteristics of the individual participating SDAs in order, insofar as possible, to present the variation across the SDAs in services and clientele, local environments, and organizational, management, programmatic, and administrative decisions. The final purpose demands both more speculation and greater caution: to test a number of widely held hypotheses about the possible relationships between SDAs' conditions and decisions, on the one hand, and the types of clients they enrolled and the services they provided, on the other.

The results of the National JTPA Study are being published at a particularly important

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[2]The only major Title II-A group not included in the study is in-school youths.

[3]"Services" in this report refers to employment, training, and other services directly related to employment; it does not correspond to the JTPA cost category called "services," which refers primarily to transportation, child care, and other support services that assist people to attend the program.

juncture in the ongoing development of national employment and training policy. It is a time of increasing concern about the nation's ability to meet competitive economic challenges worldwide. The reported lack of appropriate basic literacy and jobs skills needed for a continually changing and demanding job market has led to increased attention on JTPA – to learn its strengths and weaknesses, to build on its successes where possible, and to make improvements in other areas. For this reason, the findings in this report, supporting those in the 18-month and future impact reports, should be particularly useful in providing evidence about JTPA's effectiveness and in pointing to future directions. This introductory chapter provides a brief overview of the JTPA delivery system under study, a summary of the National JTPA Study, and an outline of the remaining parts of this report.

I. An Overview of the Title II-A JTPA System[4]

With strong bipartisan congressional support, JTPA was signed into law in October 1982. Title I established the state-supervised, locally operated system for delivery of the employment and training services to economically disadvantaged youths and adults authorized and funded under Title II-A. With funding at $1.8 billion, Title II-A immediately became by far the nation's largest federally funded employment and training program.[5]

The key provisions of JTPA were shaped in response to two main factors. First, a consensus emerged in the early 1980s that government employment and training programs needed to be more directly linked with the needs and expertise of the business community in order to meet the emerging economic challenges facing the nation. Second, there was a widespread view that the predecessor to JTPA, the Comprehensive Employment and Training Act (CETA), required major changes in the services that were authorized and in the responsibilities for oversight. This view was coupled with inconclusive and sometimes contradictory findings from nonexperimental impact studies published during the debate on JTPA in the early 1980s.[6] The

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[4]This overview describes the JTPA system as it existed during the period in which sites were selected, random assignment occurred, and services were provided to the treatment group. Amendments to JTPA, effective July 1993, will make several changes to the program, including creation of a separate youth title.

[5]The Title II-A funding level has generally been sustained in nominal dollars, with only minor increases and cuts over the years. The Title II-A system is almost entirely federally funded, with the exception of a match requirement for the 8 percent state-level set-aside. For details, see Appendix A in Doolittle and Traeger, 1990.

[6]Experimental impact studies entail random assignment of eligible individuals to a program group (referred to in this report as a "treatment group") or to a control group. The experiences of the control group then serve as the benchmark against which to compare the experiences of the treatment group. (continued...)

findings generally suggested that CETA training programs had very small, nonexistent, or negative impacts on the employment and earnings of men and modest impacts on women.[7]

These factors led to a significant shift in programmatic and administrative structures and relationships, and, overall, a substantial reduction of total federal resources earmarked for employment and training programs. In contrast to CETA, JTPA made substantial structural changes in four main areas: it assigned states a new administrative function, provided for a more substantial private sector role, focused resources on training activities while placing strict limits on other services and functions (including prohibiting public service employment and the payment of regular stipends to trainees), and established a system of outcomes-based performance standards intended to promote achievement of JTPA's job placement and welfare cost reduction goals. These four changes are the essential underpinning for the JTPA delivery system discussed in this report and evaluated in the National JTPA Study.

A. The Role of Federal, State, and Local Governments

Under CETA, states were not substantively involved in the administrative oversight of training programs. Nearly all funding went directly from the federal government to local governments; DOL, through its 10 regional offices, supervised the system. However, JTPA gave states a substantial administrative role as the recipients of all Title II-A training funds – thereby eliminating the direct federal-to-local link. But states' control of funds was strictly circumscribed: they had to allocate a sizable proportion – 78 percent – of the funds to local SDAs, using a federal formula. The remaining 22 percent of the Title II-A funds were divided among a number of categorical set-asides over which states could exert some control. It is the use of the 78 percent funds that is the subject of the National JTPA Study.[8] Further, the law explicitly stated that SDAs had sole authority over the use of the 78 percent funds (who to serve and what services to provide) as long as the uses were consistent with the act. Indeed, the states' authority

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[6](...continued)
Nonexperimental impact studies of CETA typically established a "matched comparison group" (thought to be similar to the treatment group) rather than a control group created through random assignment.

[7]See, e.g., Bassi, 1983; Bloom and McLaughlin, 1982; Westat, 1981. For a summary, see Barnow, 1987.

[8]The set-asides were 3 percent for older Americans, 6 percent for incentives and technical assistance to local SDAs, 8 percent for the state education agency, and 5 percent for administration. The statute gave local SDAs some level of control over the 8 percent set-aside.

In some study sites, services funded by portions of the 8 percent, 3 percent, and 6 percent set-asides at the state level were included in the National JTPA Study if the SDAs received and administered these funds. But the vast majority of services studied were funded through the 78 percent Title II-A category.

to review and approve local plans was also sharply limited by the act, giving governors little discretion beyond the criteria specified in the federal statute. This is the major reason that the National JTPA Study focuses entirely on local SDA-level services and programs.

B. The Role of the Private and Public Sectors

Building on a small program operated from 1979 to 1982 under Title VII of CETA, the JTPA delivery system was envisioned as consisting of a partnership – established in all local areas across the country – between government and business. Specifically, these partnerships were to be set up in "service delivery areas" (SDAs) that, generally, met a population threshold of at least 200,000. In each area, local elected officials appointed members of newly created private industry councils (PICs), which were required to have a majority of members representing the private sector and to be chaired by a private sector representative. PICs were authorized to provide policy guidance, approve local plans, and monitor the program.

However, beyond these requirements and authorizations, the specific nature of the local government/business partnerships was designed to be determined through negotiations at the local level. Indeed, as long as the government officials and PICs agreed in writing to the local plan and the program administrative structure, the terms of the local partnership, such as the administrative and management roles that the government or PIC would assume, were, importantly, left to local discretion. Specifically, negotiations would determine which entity – the government, the PIC, or some combination of the two – would serve as the grant recipient and administrator. It was widely understood that this would likely result in differences in the relative strength of the PIC or elected officials in the various forms of partnerships across the country.

C. Allowed Use of Funds

The third major area of change concerned the legal ways in which JTPA funds could be used and the balance in the use of funds among costs associated with training, support services, administration, and services to youths. As noted above, public service employment, CETA's most prevalent activity, was prohibited. A strict, 15 percent limit was placed on administrative costs, and the combination of administrative and support services costs (such as child care, transportation, and counseling) could not exceed 30 percent. Support services could include "needs-based payments" to participants, but not regular, hourly minimum-wage stipends that had been paid under CETA to provide people enrolled in training with a level of income support. Adult work experience was limited to six months, and half of the wages for youth and adult work

experience had to count as support services.[9] A minimum of 70 percent of the funds had to be spent on training and, although there was no separate year-round youth program, 40 percent of the total funds had to be expended on youths. Further, two groups were specifically earmarked to receive services at a level proportionate to their incidence in the eligible population: high school dropouts and those welfare recipients who were required to participate in the Work Incentive (WIN) and successor programs.

One of the most important features related to the use of funds was the authorization to use fixed unit price, performance-based contracts, in which full payment could not be made to a contractor until a participant was placed in a job. Costs for such contracts could be charged entirely to training. In sharp contrast to the more typical cost-reimbursement form of contracting, fixed unit price, performance-based contracts enabled SDAs to retain more of the limited administrative funds for central oversight and management rather than allocate them to contractors. But, as discussed in Chapter 2, this form of contracting was reported to give contractors an incentive to enroll participants who were judged more likely to succeed in training and employment.

D. Performance Standards and Reporting Requirements

Building on a pilot effort to develop CETA performance standards, which DOL began in 1979, early in the development of JTPA agreement was reached that it should be an outcomes-driven system with clearly stated goals and performance measures directly related to those goals. This thrust was viewed as the public sector counterpart to the private sector's emphasis on "bottom-line" profits, consistent with the theme of JTPA as an "investment." DOL was given broad authority to develop national standards; to provide a fair mechanism to permit states to vary local SDA standards to take into account different economic conditions, demographics, and services provided; and to establish consistent national reporting systems for performance measurement and general accountability. Six percent of the Title II-A funds were set aside, at the state level, for states to provide either performance incentive awards to SDAs exceeding their standards or technical assistance to underperformers.[10] States were also required to reorganize SDAs that failed to meet standards for two consecutive years.

In implementing the performance standards requirements, DOL selected four outcomes-

[9]There are some exceptions permitted, but few SDAs have taken advantage of them.
[10]The funds could also be used to provide services to the especially hard-to-serve.

based standards for adult enrollees and three for youth enrollees,[11] and provided states with a regression-based methodology to adjust local SDA standards, which most states adopted. (This is the meaning of the term "adjusted performance standard" used later in this report.) DOL further established reporting criteria and definitions, but did not provide a precise definition of the point at which "enrollment" or "termination" was to occur, which was then left largely to the discretion of individual SDAs.[12]

Together, these four major elements in JTPA – the new state role, the new role for the private sector, the limits on uses of funds (e.g., elimination of allowances to program participants and authority to use fixed unit price, performance-based contracting), and the emphasis on performance standards – along with an overall reduction in funds for the federal employment and training system – provided the basic framework for the nation's new employment and training system, a portion of which is the subject of the National JTPA Study.

II. An Overview of the National JTPA Study

A. Background

Attempts to design evaluations capable of measuring accurately and reliably the difference that social programs make, over and above what would have occurred without the program, have increasingly drawn the attention of federal, state, and local policymakers, as well as program administrators and operators. The rapid growth in demands for accountability and the need for programs to show credible evidence of their value – particularly their impacts and cost-effectiveness – that has accompanied increased competition for limited government resources have also pushed government agencies and professional evaluators to adopt research methods that yield reliable assessments of program impacts and cost-effectiveness.

In the judgment of many experts, an ideal impact evaluation for employment programs such as JTPA would consist of a comparison between the employment and earnings of those who were assigned to receive the program's services – the "treatment" or "experimental" group – and an

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[11]The four adult measures were: (1) entered employment rate, (2) entered employment rate for welfare recipients ("welfare entered employment rate"), (3) average wage at placement, and (4) cost per entered employment. The three youth measures were: (1) entered employment rate, (2) positive termination rate, and (3) cost per positive termination.

[12]The absence of consistent definitions for these two terms – and therefore a consistent identification of when an individual "counts" for the purposes of performance standards – had significant implications for the National JTPA Study, which are discussed in Chapter 3 of this report.

identical group of people who were not able to receive the services, i.e., a control group. The comparison would reveal the difference (or impact) that the program made – over what would have occurred in the absence of the program – and, in doing so, the results for which the program could legitimately claim full credit.

This was, in fact, the advice of two national panels of experts convened in the early and mid 1980s,[13] which found that the impact evaluations conducted of JTPA's predecessors were – with rare exceptions – unable to meet the essential test of accuracy and credibility. The primary reason was the overwhelming difficulty posed in selecting individuals to form comparison groups[14] and the lack of confidence that the comparison and treatment groups were as equivalent as possible in all respects, particularly regarding unmeasured characteristics such as motivation. One of these panels – convened by the National Academy of Sciences – concluded that the only alternative for the development of knowledge about program impacts was the use of random assignment to establish the two groups: "Our review of the research . . . shows dramatically that control groups created by random assignment yield research findings about employment and training programs that are far less biased than results based on any other method" (Betsey, 1985, p. 18). This is because random assignment, if done properly, assures that there will be no systematic differences in the two groups and therefore permits credible estimates of the effects of the program. Reaching the same conclusion, DOL's JTLS Research Advisory Panel explicitly recommended that the evaluation of JTPA utilize random-assignment experiments – accompanied by further exploration of the potential of nonexperimental methods to provide reliable estimates of program impacts.

As a result, in early 1986 DOL issued a Request for Proposals (RFP) to conduct an evaluation of programs operated by the local SDAs set up under Title I and funded under Title II-A of JTPA. As described in the first implementation report (Doolittle and Traeger, 1990), the initial research design proposed by DOL and the final research design implemented by the two contractors that DOL selected were fairly consistent except in one critical respect – the method of selecting the sites to be included in the study. In summary, the initial plan envisioned a

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[13]The first, the Committee on Youth Employment Programs, was convened in 1983, at the request of DOL, by the National Research Council of the National Academy of Sciences to assess knowledge about youth employment and training programs. See Betsey, 1985. The second, the Job Training Longitudinal Survey (JTLS) Research Advisory Panel, was convened by DOL to provide advice on the plan to evaluate JTPA. See JTLS Research Advisory Panel, 1985.

[14]"Our review of research that used such constructed comparison groups revealed . . . basic problems that repeatedly jeopardized the validity of the inferences to be drawn." See Betsey, 1985, p. 17.

random selection of up to 20 SDAs for the study; under such a plan, it could have been argued that the impact findings for the 20 SDAs were generalizable to the JTPA system of more than 600 SDAs. However, by an early point in the site recruitment process, a sizable proportion of the randomly selected SDAs had declined, for a number of reasons, to participate, and this approach was discontinued. (See Doolittle and Traeger, 1990.) Further site recruitment led to the selection of 16 diverse SDAs that were interested in and able to participate in the study. Hence, the findings from the various components of the National JTPA Study are explicitly not generalizable to the JTPA system. However, comparisons in this and the Doolittle and Traeger (1990) report generally show that the 16 SDAs reflect the overall diversity of the 600-plus SDAs in the people they served and the services they provided, and are similar to the larger JTPA system across several key dimensions, such as unemployment and poverty rates. (See Doolittle and Traeger, 1990.) Importantly, these 16 SDAs, although volunteers, ranged from those that substantially exceeded their performance standards to those that failed to meet them – much like the larger JTPA system. In short, although these SDAs are not statistically representative of the JTPA system, there is no evidence that they include only the highest or the lowest performing local programs; rather, across a number of key dimensions, they appear to reflect the considerable diversity in the system.

B. Components of the National JTPA Study

As noted earlier, the National JTPA Study consists of four major components. The first, a study of the implementation and operations of the programs in the 16 participating SDAs, is the subject of this report. The second – a study of program impacts – is closely linked to the third, an analysis of program benefits compared to costs. The final component is an attempt to develop nonexperimental methods to estimate program impacts.

The impact and benefit-cost studies are based upon an experimental design, using random assignment to treatment and control groups, called for by DOL in the RFP for the evaluation. DOL identified three major objectives for the impact study, which are discussed in more detail in Chapters 3 and 4. First, the random-assignment process should interfere as little as possible with the normal operations of the SDAs. Second, the evaluation should produce impact estimates for JTPA services overall and for four major target groups – adult men, adult women, male out-of-school youths, and female out-of-school youths – in addition to a variety of subgroups (e.g.,

as defined by prior work experience, welfare receipt, and ethnicity).[15]

Third, as part of the impact study, DOL further sought, for each of the four major target groups, separate impact estimates for JTPA's two major services – on-the-job training (OJT) and classroom training in occupational skills (CT-OS) – on *those who were recommended by local staff to receive the service*. Hence, the goal here was to measure the degree to which each was effective as a service. (In the research findings presented here, OJT was merged into an OJT/job search assistance [JSA] service strategy because JSA often became the service for those for whom OJTs were not arranged.) To accomplish this without changing significantly or disrupting the SDAs' existing operations, a process – by which SDA staff designated a "recommended service strategy" for applicants – was successfully built into the SDAs' normal intake and assessment activities. This process consisted of their identifying a "pool" of individuals whom they had assessed as appropriate for one of the three recommended service strategies;[16] these individuals were then randomly assigned to the treatment or control group.[17]

The first of these recommended service strategies aimed at immediate employment, either subsidized or unsubsidized; the "anchor" services for this strategy were therefore OJT and, since it was so often used in combination with OJT, job search assistance. This strategy is therefore referred to as the *OJT/JSA service strategy* in this report. In contrast, the second strategy was for people for whom the SDA recommended the development and acquisition of occupational skills before job-seeking activities, and was therefore "anchored" in CT-OS.[18] It is referred to as the *classroom training (CT) service strategy* in this report. Finally, a third strategy – referred to in this report as the *other services service strategy* – was recommended for individuals for whom neither of JTPA's two main service strategies was considered appropriate, e.g., for basic education

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[15]"Ethnicity" in this report includes "race." Original plans called for designating minority and non-minority youths as separate target groups and treating male and female youths as a subgroup. Following the recommendation of the Technical Advisory Panel for Part B, the impact analysts shifted to treating male and female youths as target groups, and whites, blacks, and Hispanics as subgroups. The Part A analysis followed this shift in terminology.

[16]In a number of SDAs, creating a large enough pool to allow for the establishment of a control group required increased recruitment efforts. See Doolittle and Traeger, 1990.

[17]Chapters 3 and 4 discuss this in detail.

[18]Even though services other than the "anchor" services were permitted in each of these two strategies – e.g., basic education could be provided as part of either strategy – it was intended that clients would receive, at some point, the strategy's "anchor" service(s). However, in order to make possible independent impact estimates of the effects of the OJT/JSA and classroom training strategies, neither of these two main strategies was designed to permit the other – e.g., OJT could not be a recommended activity for the people in classroom training strategy, and vice versa. It was also recognized that not all clients recommended for a strategy would actually receive it. See Chapter 3 for a detailed description of these service strategies.

unlinked to the OJT/JSA or classroom training service strategy.

SDAs reported that the process of assigning individuals to these treatment strategies went smoothly and generally caused minimal disruption to their normal operations, and the evidence presented in this report shows that, by and large, the majority of individuals received the "anchor" service(s) for the strategy to which they were assigned. Hence, while the research design for the impact and benefit-cost components had some limitations, it enabled random assignment to be implemented in an ongoing, mature program with a minimal level of disruption to normal operations; and it enables the researchers to answer DOL's key questions about JTPA's accomplishments in the study sites: the impacts for target groups and key subgroups, overall and by activity.[19]

III. The Structure of the Study and the Content of Its Reports

DOL divided the original RFP into two parts. The Part A contractor was to be responsible for site selection, implementation and monitoring of random assignment and sample intake procedures (to ensure the integrity of the experimental design), and documenting, to a limited degree, the local environment, delivery structure, and nature of services provided by the sites. MDRC, with Abt Associates Inc. as a subcontractor, was awarded Part A. The Part B contractor was to be responsible for the impact studies, the benefit-cost analyses, and the nonexperimental study, as well as most of the data collection and survey work. Abt Associates Inc., with ICF, MDRC, New York University, and National Opinion Research Center (NORC) as subcontractors, won Part B.

A number of reports will have been generated by the National JTPA Study. First was a research design report (Bloom et al., 1990). It was followed by an implementation report (Doolittle and Traeger, 1990), which documented site selection, the nature and reasons for changes in the research design as more was learned about site operations, and start-up of the study at the 16 SDAs. This was the first of two Part A reports addressing the first component of the National JTPA Study – the analysis of program implementation and operations. The

[19]It is important to note that the research was not designed to answer whether OJT/JSA or classroom training would be a more effective strategy for the same people. This is because, to address this experimentally, individuals would have to have been randomly assigned to OJT/JSA or to classroom training. Rather, in part to meet the objective of causing minimal interruption in JTPA and measuring the program as it existed, individuals were first assessed as appropriate for a strategy and *then* randomly assigned. See further details in Chapters 3 and 4.

present report is the second and final one on this component of the study. A further report (Bloom, 1991) analyzed the characteristics of the research sample at the point of random assignment, and the services for which sample members had been recommended. That report was based on data from the Background Information Form (BIF), which was completed on all sample members just prior to random assignment, and compared characteristics of the sample with data collected as part of the Job Training Quarterly Survey (JTQS).

A separate report (Bloom et al., 1993) presents the 18-month impact findings, based primarily on information reported by respondents to a survey. The next impact report, covering 30-month impact and benefit-cost findings, will draw on both survey data and a variety of administrative records (e.g., wage records from the Unemployment Insurance system, welfare payment records from state or local welfare agencies) and cost data provided by the participating SDAs. The final report will present the findings from the nonexperimental study.

IV. The Purpose and Organization of This Report

As described above, this is the second of two reports that are part of the first component of the National JTPA Study -- the study of program implementation and operations. The main data sources for this report are three: the baseline data collected on the members of the 18-month study sample just prior to random assignment; the JTPA participant enrollment, participation, and termination information routinely collected on enrollees by the participating SDAs; summary data on SDAs from the JTPA Annual Status Report (JASR); and a limited amount of field research the DOL called for in the original RFP (see below). A special survey, described in Chapter 3, was also conducted.

This report has three major purposes. First, in its broadest sense, the report provides the operational context for interpreting the 18-month impact findings (Bloom et al., 1993) as well as those to be published in the final impact report. "Context" in this framework includes quantitative information about the types of services for which JTPA applicants were recommended, their enrollment rates, and the types of services they received; information about the external factors affecting the participating SDAs, such as labor market conditions and the characteristics of the JTPA-eligible population; and qualitative information about the SDAs' areas of administrative, management, and organizational discretion -- and constraint.

In the evaluation RFP, DOL specified that limited resources be devoted to collecting qualitative data on the participating SDAs and the services they funded. Field research was

undertaken only as part of random-assignment-monitoring visits. Qualitative data were not systematically collected on the nature of the services provided, and only basic information about the "external factors" was collected on the participating SDAs, such as unemployment data, wage level, and population data.

The second major purpose of the report is to describe the flow of JTPA applicants from the point of application to JTPA to the point of enrollment (or nonenrollment). This is important to understand because it describes the process by which individuals were moved through the SDAs' intake procedures that would lead, ultimately, to their receiving or not receiving services. From both a research and programmatic perspective, this complicated process has critical relevance to recognizing the need to have the two sets of impact estimates that are found in the 18-month impact report – one for those recommended for services, and one for those officially enrolled in JTPA by the participating SDAs. Hence, explaining this process and its relevance to understanding the impact reports is, again, a major, second purpose of this report.

The third purpose of the report is to explore the relationships between the types of services SDAs provided, the types of participants they served, and a variety of other factors. Some of these factors, such as the unemployment rate, were beyond the SDAs' control; others, such as the role of the government entity or the PIC, permitted some level of SDA discretion within statutory parameters. Given the limited number of SDAs in the study, however, such analyses must be viewed as quite speculative and exploratory.

To meet these three purposes, the remainder of this report is divided into six chapters:

- **Chapter 2** provides the background information on the study sites and the sample for this and the 18-month impact report. It describes the external environment in which the participating SDAs operated, such as labor market conditions, and the characteristics of the program participants the SDAs served during the years the study sample was selected. It also presents the key management, organizational, and administrative decisions that SDAs made in areas over which they had some degree of discretion.

- **Chapter 3** describes the flow of potential JTPA participants through the stages of the program, from application to enrollment. Together with Chapter 4, it provides the essential context for understanding the subsequent chapters and the 18-month impact report.

- **Chapter 4** discusses the key policy questions in the impact research and explains the research design choices made to address them.

- **Chapters 5 and 6** present the quantitative participation findings on, respectively, adults and out-of-school youths who were officially enrolled in

JTPA during the 18-month follow-up period for this report. Each chapter starts by analyzing the JTPA services received and then presents differences by gender, ethnicity, and other subgroups. These chapters also present findings on how long enrollees stayed in the program.

- **Chapter 7** offers an exploratory examination to determine if the kinds of services SDAs provided or the types of individuals they enrolled are related to their local conditions and/or their decisions about organization, management, and administration.

CHAPTER 2

THE STUDY SITES AND THE SAMPLE

This chapter provides background on the 16 local JTPA programs and the sample of individuals studied in this report. It discusses the local population and economic conditions of service delivery areas (SDAs) in the study, describes key aspects of their administrative structure, summarizes the characteristics of all program participants they served under Title II-A of JTPA over the three years in which the study sample was selected, and discusses the degree to which they succeeded in meeting performance standards. The chapter concludes by reviewing the characteristics of the sample analyzed in this report and in the 18-month impact report (Bloom et al., 1993). When appropriate data are available, the chapter compares the study sites with all SDAs in the national JTPA system.

The basic conclusion is that the sites and the individuals whose experiences are examined in this report resemble in many ways the JTPA program and its participants nationally and include much of its diversity. The 16 sites include several with very strong economies during the late 1980s, others experiencing modest growth, and still others recovering slowly from job losses in the recession of the early 1980s. Following national JTPA guidelines, the study sites made different decisions on key aspects of local administrative discretion, including the role of the private industry councils (PICs), their choice of service providers, and the way they structured contracts for services. Furthermore, their performance, measured in terms of key Department of Labor (DOL) standards and based on the experience of those leaving the program during the study years, showed similar diversity, with both strong and weaker performers included in the study. The members of the study sample are themselves a diverse group with many similarities to those served nationally. Their diversity allows analysis of program implementation and impacts based on demographic characteristics, welfare receipt, and employment history.[1]

Before presenting these findings on the sites and individuals in the study, it is useful to

[1]See Bloom, 1991, for a detailed discussion of the characteristics of the sample and a comparison with characteristics of people served nationally by JTPA.

provide some background on the selection of sites analyzed in this report. The sites in the study were recruited to participate in late 1986 and 1987. An earlier report on this project discussed the many issues that arose during site selection and how the original goal of randomly selecting study sites from all local JTPA programs shifted to recruiting a diverse group of sites interested in and able to participate in the study.[2] The 16 study sites began random assignment between November 1987 and October 1988, and all sites completed this phase of the project by the end of September 1989.

The definition of the sample analyzed in this report and the 18-month impact report (Bloom et al., 1993) needs explanation. In the 16 study sites, a total of 20,601 individuals were randomly assigned to either the treatment group, which was given access to JTPA services, or a control group, which was not.[3] Follow-up surveys were then administered. Choices made to conserve project resources devoted to the survey led the research team to use a somewhat smaller sample for this report and the 18-month impact report (which relies on the first follow-up survey). To compress the time during which survey staff conducted the follow-up interviews, individuals were contacted at slightly different times relative to when they were randomly assigned.[4] Some individuals were surveyed as early as 13 months after the date they were randomly assigned, while others were surveyed as late as 22 months following random assignment.[5]

The methods available for analyzing variable-length follow-up are quite complicated.[6] Therefore, to simplify the analysis of program implementation and impacts, the research team selected a sample of individuals for whom survey contact was scheduled at least 18 months after their date of random assignment.[7] This sample, called the "18-month study sample" in this

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[2]Doolittle and Traeger, 1990.

[3]In Bloom et al., 1993, these 20,601 individuals are referred to as the "experimental sample."

[4]Random assignment began in the first sites in November 1987 and ended in the last site 23 months later. If all persons had been contacted on the 18-month anniversary of their random assignment, these contacts would have been spread over a 23-month period.

[5]Most of the sample was interviewed between 15 and 20 months following random assignment.

[6]Problems of analysis occur because the sample changes as the length of follow-up increases. For this survey, as noted above, follow-up varied in length from 13 to 22 months. Thus, some of the individuals analyzed in data collected 13 months after random assignment would not be in the sample as follow-up lengthened. Even with complicated statistical modeling, it would be difficult to determine if changes in impacts over time occurred because of time trends in program impacts or differences in the composition of the sample.

[7]Eighty-four percent of these people actually completed the first follow-up survey.

report and the 18-month impact report, consists of 17,026 individuals assigned to either the treatment group or the control group before July 1989. Much of the analysis in this report concerns the experiences of the 11,474 individuals in this sample who were assigned to the treatment group and who, by definition, had access to JTPA services; these individuals make up the "18-month treatment group sample." The final impact report, based on longer follow-up, will rely on both a second follow-up survey and administrative records. It will analyze the experiences of a larger sample.

With this as background, this chapter now describes the characteristics of the study sites and compares them with what is known about JTPA nationally. It then provides a brief overview of the characteristics of the sample analyzed in this report.

I. The 16 Study Sites

The sites in the study were recruited from among SDAs in the 48 contiguous states with at least 500 persons leaving programs funded under Title II-A programs ("terminees" in the language of program reporting) in program year 1984.[8] Table 2.1 lists the formal SDA name, a more descriptive, abbreviated site name used in this report, and each site's census region. It also lists the largest city within each site and the size of the 18-month study sample. Figure 2.1 shows the approximate location of each site. This section reviews three features of these local sites that show considerable variation: the characteristics of the local population and economy, the administrative structure of the SDAs, and the characteristics of terminees served by the program during the period of random assignment.

A. Characteristics of the Local Population and Economy

The 16 study sites are spread throughout the nation, with two in the Northeast, four in the South, seven in the Midwest, and three in the West. Oakland and Jersey City are located in large metropolitan areas with substantial black, Hispanic, and other minority residents, but

[8]Program year 1984 (July 1984 through June 1985) was the latest year for which data were available at the time site selection for the study began. People can leave the program with positive (e.g., employment) or negative (e.g., failure to meet program requirements) outcomes.

TABLE 2.1

KEY FACTS ABOUT THE NATIONAL JTPA STUDY SITES

Site Name	SDA Name	Census Region	Largest City	18-Month Study Sample Size
Butte, Mont.	Concentrated Employment Program, Mont.	West	Butte	477
Cedar Rapids, Iowa	East Central Iowa	Midwest	Cedar Rapids	346
Coosa Valley, Ga.	Coosa Valley, Ga.	South	Rome	1,806
Corpus Christi, Tex.	Corpus Christi/Nueces County, Tex.	South	Corpus Christi	1,498
Decatur, Ill.	Macon/De Witt Counties, Ill.	Midwest	Decatur	471
Fort Wayne, Ind.	Northeast Indiana	Midwest	Fort Wayne	2,559
Heartland, Fla.	Heartland, Fla.	South	Lakeland	597
Jackson, Miss.	Capital Area, Miss.	South	Jackson	1,375
Jersey City, N.J.	Corporation for Employment and Training, Inc.	Northeast	Jersey City	1,170
Larimer County, Colo.	Larimer County, Colo.	West	Fort Collins	668
Marion, Ohio	Crawford/Hancock/Marion/Wyandot Counties, Ohio	Midwest	Marion	1,083
Northwest Minnesota	Northwest Minnesota (Crookston and Thief River Falls)	Midwest	Thief River Falls	498
Oakland, Calif.	Oakland, Calif.	West	Oakland	1,048
Omaha, Neb.	Job Training of Greater Omaha	Midwest	Omaha	956
Providence, R.I.	Providence/Cranston, R.I.	Northeast	Providence	1,277
Springfield, Mo.	Job Council of the Ozarks, Mo.	Midwest	Springfield	1,202
All Sites				17,031

FIGURE 2.1

LOCATION OF THE NATIONAL JTPA STUDY SITES

SITE NAME

1. Butte, Mont.
2. Cedar Rapids, Iowa
3. Coosa Valley, Ga.
4. Corpus Christi, Tex.
5. Decatur, Ill.
6. Fort Wayne, Ind.
7. Heartland, Fla.
8. Jackson, Miss.
9. Jersey City, N.J.
10. Larimer County, Colo.
11. Marion, Ohio
12. Northwest Minnesota
13. Oakland, Calif.
14. Omaha, Neb.
15. Providence, R.I.
16. Springfield, Mo.

no large central cities are included among the sites.[9] Among the sample are predominantly rural or small-town sites and mixed urban-suburban-rural sites. The largest cities within each of the 16 study SDAs range in population from Oakland (372,000 in 1990) and Omaha (336,000) to Thief River Falls (under 10,000).

Table 2.2 provides more evidence of this variety. Three SDAs made up solely of cities stand out in population density (shown in the left column of the table): Jersey City, Oakland, and Providence. Butte, Larimer County, Northwest Minnesota, and – to a lesser degree – Cedar Rapids and Springfield fall at the other extreme and are largely rural in character. Fort Wayne's relatively low population density is an average over eight counties that are predominately rural in character. The average for the sample is above that for the nation as a whole, partly because rural SDAs with a small number of participants were not recruited to participate in the study.[10]

The poverty rate, presented in the second column of Table 2.2, shows similar variety. Sites located in large, heavily minority metropolitan areas (Jersey City, Oakland) have the highest poverty rates, but other urban sites with minority populations such as Corpus Christi (Hispanic) and Jackson (black) also have higher-than-average rates. Four other sites (Coosa Valley, Georgia; Heartland, Florida; Northwest Minnesota; and Springfield, Missouri) also have poverty rates slightly above the sample and national average.

Economic characteristics at the time of random assignment summarized in the remaining columns of Table 2.2 reflect differences in regional economic conditions and the local economic base. As is the case nationally, the average unemployment rate among the sites masks great differences. Corpus Christi's residents experienced persistently high unemployment during the late 1980s, as the oil industry suffered an extended slump. At the other extreme, Providence's low unemployment rate resulted from New England's high technology boom of the same period, while the low rates in Cedar Rapids, Fort Wayne, and Omaha reflect the economic resurgence experienced by some middle-sized metropolitan areas in the Midwest. Decatur's high unemployment, however, illustrates that this recovery did not occur everywhere; in this

[9]Large central cities often have many agencies handling recruiting and program intake, which would have made implementation of random-assignment procedures very difficult. For example, the City of Los Angeles program involved more than 50 service providers at the time of site selection for the study.

[10]The averages for the sample and for the nation are unweighted. Thus, all sites, regardless of the number of individuals served, are treated equally in calculating both averages.

TABLE 2.2

LOCAL POPULATION AND ECONOMIC CHARACTERISTICS, BY SITE

Site	Residents Per Square Mile (1986)	Families Below Poverty Level (a) (%) (1979)	Average Unemployment Rate (%) (PY1987-89)	Average Annual Earnings ($) (1987)	Employed in Manufacturing, Mining, and Agriculture (%) (1988)	Average Growth in Annual Retail and Wholesale Earnings (%) (1989)
Butte, Mont.	10	7.5	6.8	16,900	9.6	-5.7
Cedar Rapids, Iowa	90	6.0	3.6	17,900	21.9	-0.5
Coosa Valley, Ga.	110	10.7	6.5	16,000	42.8	2.1
Corpus Christi, Tex.	360	13.4	10.2	18,700	16.8	-15.5
Decatur, Ill.	150	7.8	9.2	21,100	27.1	-1.1
Fort Wayne, Ind.	160	5.9	4.7	18,700	33.3	-0.1
Heartland, Fla.	100	11.3	8.5	15,700	23.8	-0.3
Jackson, Miss.	360	12.8	6.1	17,600	12.8	-2.4
Jersey City, N.J.	7,000	18.9	7.3	21,400	20.9	9.9
Larimer County, Colo.	70	5.9	6.5	17,800	21.2	-3.1
Marion, Ohio	120	7.2	7.0	18,600	37.7	1.7
Northwest Minnesota	10	11.1	8.0	14,100	23.0	2.4
Oakland, Calif.	6,620	16.0	6.8	23,000	14.6	3.0
Omaha, Neb.	550	6.7	4.3	18,400	11.8	1.8
Providence, R.I.	4,680	12.1	3.8	17,900	28.0	9.7
Springfield, Mo.	80	10.1	5.5	15,800	19.4	-1.8
Site Average (b)	1,279	10.2	6.6	18,100	22.8	0.0
National Average (b)	733	9.7	6.6	18,167	23.4	1.5

SOURCES: JTPA Annual Status Reports (JASR) for program years 1987-89. The JASR figures on population density are based on 1986 Census data; the percentages of families below the poverty level are based on 1979 Census data.

NOTES: (a) The poverty level was defined in 1979 as $7,356 for a family of four with two children.
(b) Site and national averages are unweighted.

manufacturing and food processing center, the recovery of the mid and late 1980s was very weak. The variation in SDAs' average earnings reflects higher average earnings in urban areas than in rural areas (e.g., Oakland versus Northwest Minnesota) and the importance of high-wage industries in some sites (e.g., petroleum in Corpus Christi and heavy manufacturing in Decatur).[11] Differences in the local economic base are further illustrated in column 5 of Table 2.2, which presents the percentage of employees in the manufacturing, mining, and agriculture industries. The final column, on growth in retail and wholesale earnings, captures the effects of economic conditions in each SDA. Corpus Christi's economic downturn is starkly visible (minus 15.5 percent), as is the northeastern economic boom of the late 1980s (Jersey City with 9.9 percent and Providence with 9.7 percent). On all these measures, the sample average is similar to the national average.

B. The Administrative Structure of the SDAs

The passage of JTPA in October 1982 established a new federal/state/local service delivery system to provide employment and training services to the economically disadvantaged. It also gave new areas of discretion – within certain requirements – to local SDAs in managing and administering the provision of services. Chapter 1 outlined the key changes in the nation's employment and training system brought about by the passage of JTPA; this section identifies three areas of discretion in which the responses of the 16 study SDAs varied substantially.

1. The local JTPA service delivery system. The federal statute assigned responsibility for the delivery of services funded under Title II-A of JTPA to local level SDAs. Congress envisioned a "partnership" between government and business – specifically, between the elected officials of the local government and representatives of the private sector – and created a forum for this in the newly created PICs. But much was left to negotiations at the local level.

Specifically, negotiations would determine which entity – the government, the PIC, or some combination of both – would play the following roles:

- the **grant recipient**, which received and was held legally responsible for the JTPA funds allocated to the SDA by the state, and

[11]Average earnings are calculated by dividing the total payroll reported to federal and state unemployment insurance programs by employers in the SDA by the number of employees in the SDA.

- the **administrative entity**, which administered the program, including developing the plan, selecting contractors, recruiting clients, and arranging services.

If local negotiations determined that the PIC would play either or both of these roles, then the PIC would have to formally incorporate (in order to receive public funds) and hire staff to conduct the business of the PIC. Even in situations in which PICs did not perform either of these functions, they often established their own identity separate from the government by incorporating and/or hiring their own staff.

The choices that the government and PICs made in the 16 SDAs in the JTPA study are shown in Table 2.3.[12] In six SDAs (labeled "Government-Operated"), the local government (or consortium of contiguous governments) acted as both grant recipient and administrative entity and the PIC chose not to incorporate or to have separate PIC staff. In another three SDAs (labeled "PIC-Operated"), the PIC was an incorporated body with its own staff and served as administrative entity and grant recipient. In the remaining seven, the government and PIC shared responsibilities and/or had various staffing arrangements.

2. The selection and role of service providers. The federal statute also assigns to the SDA the responsibility for selecting and defining the roles of JTPA service providers, which can range from public agencies and community-based and other nonprofit organizations to private for-profit companies.[13] As Table 2.4 shows, during the period of random assignment, service providers for employment, training, and education services varied across the 16 study SDAs. Perhaps surprisingly, the arrangement of OJTs – i.e., the placement of clients in OJT slots in subsidized training in either the private or public sector – involved private for-profit agencies in only 2 SDAs. More commonly, OJT was run directly by SDA staff in 11 SDAs, with the state employment or job service – a traditional provider of OJT – also playing a role in 2 of these SDAs. Table 2.4 also shows that public education institutions – vocational-technical schools, community colleges, or universities – were providers of classroom training in 14 sites; and that proprietary schools were providers in 8 of the 16 SDAs. Further, job search assistance was provided by a range of agencies, but most typically by either the SDA

[12]The SDAs are grouped by their status at the start of the study. The notes to the table indicate later changes.

[13]Through its state coordination and special services plan, the state can influence this decision.

TABLE 2.3

ORGANIZATIONAL STRUCTURE OF THE SDAs PARTICIPATING IN THE NATIONAL JTPA STUDY, BY SITE

SDA Organizational Structure and Site	Funding Recipient	Administrative Body	Incorporated PIC?	Separate PIC Staff?
Government-Operated				
Butte, Mont.	Gov. Entity (a)	Gov. Entity (a)	No (a)	No (a)
Cedar Rapids, Iowa	Gov. Entity	Gov. Entity	No	No
Decatur, Ill.	Gov. Entity	Gov. Entity	No	No
Heartland, Fla.	Gov. Entity (b)	Gov. Entity (b)	No (b)	No (b)
Omaha, Neb.	Gov. Entity	Gov. Entity	No	No
Springfield, Mo.	Gov. Entity	Gov. Entity	No	No
PIC-Operated				
Fort Wayne, Ind.	PIC	PIC	Yes	Yes
Marion, Ohio	PIC	PIC	Yes	Yes
Northwest Minnesota	PIC	PIC	Yes	Yes
Government/PIC-Operated				
Coosa Valley, Ga.	n/a (c)	n/a (c)	Yes	No
Corpus Christi, Tex.	PIC	Gov. Entity/ PIC (d)	Yes	Yes
Jackson, Miss.	Gov. Entity	Gov. Entity	Yes	No
Jersey City, N.J.	Gov. Entity	Gov. Entity (e)	Yes	Yes
Larimer County, Colo. (f)	Gov. Entity	Gov. Entity	No	No
Oakland, Calif.	Gov. Entity	Gov. Entity/ PIC (g)	Yes	Yes
Providence, R.I. (f)	Gov. Entity	Gov. Entity	No	No

SOURCE: Information collected by MDRC site representatives during the National JTPA Study.

NOTES: (a) On July 1, 1990, the operator of this SDA changed from the Montana Department of Labor and Industry, a government entity, to Montana Job Training Partnership, Inc., a private nonprofit organization formed by the two PICs in Montana. At this time, the PIC became incorporated and developed a separate staff.

(b) In December 1989, the PIC became the funding recipient and administrative body; in January 1990, it became incorporated and developed a separate staff.

(c) Both the funding recipient and the administrative body are the Coosa Valley Area Regional Development Center. This organization was established by state law with the consent of the PIC and the local government entity responsible for JTPA.

(d) A government entity was originally responsible for administration; on July 1, 1988, the PIC began to function as both the funding recipient and the administrative body.

(e) The Corporation for Employment and Training, Inc. (CET), was contracted by Jersey City to act as the administrative body. CET lost its contract with the city at the end of June 1990.

(f) According to the criteria used in this table, this site should be included in the government-operated SDA category; however, MDRC site representatives included it in the government/PIC-operated SDA category because the PIC plays an especially significant role in deciding how to spend JTPA funds and choosing service providers.

(g) The city of Oakland and the PIC shared this role.

TABLE 2.4

MAJOR TYPES OF SERVICE PROVIDERS USED BY SITES PARTICIPATING IN THE NATIONAL JTPA STUDY, BY SELECTED PROGRAM SERVICES

Site	Classroom Training in Occupational Skills (CT-OS)	On-the-Job Training (OJT)	Job Search Assistance (JSA)	Basic Education (BE)
Butte, Mont.	CBOs Community College Public Schools	Job Service	Job Service	Public Schools
Cedar Rapids, Iowa	Community College Vocational-Technical School	Job Service SDA	Not Provided	Community College
Coosa Valley, Ga.	Community College Vocational-Technical School	CBOs For-Profit Agency	CBOs	Community College
Corpus Christi, Tex.	CBOs Community College Proprietary Schools	For-Profit Agency Job Service	CBOs	Community College
Decatur, Ill.	Community College	Community College	Community College	Public Schools
Fort Wayne, Ind.	Proprietary Schools Vocational-Technical School	SDA	CBOs SDA	Not Provided
Heartland, Fla.	Public Schools Proprietary Schools Vocational-Technical School Community College	SDA	Job Service	Community College Public Schools
Jackson, Miss.	CBOs Community College Proprietary Schools	Job Service SDA	CBOs State University	Public Schools
Jersey City, N.J.	CBOs Proprietary Schools Vocational-Technical School	SDA	CBOs SDA	Proprietary Schools

(continued)

TABLE 2.4 (continued)

Site	Classroom Training in Occupational Skills (CT-OS)	On-the-Job Training (OJT)	Job Search Assistance (JSA)	Basic Education (BE)
Larimer County, Colo.	Vocational-Technical School/Community College (a)	SDA	Job Service SDA	Public Schools Vocational-Technical School/Community College (a)
Marion, Ohio	Community College Vocational-Technical School	SDA	SDA	SDA
Northwest Minnesota	Community College State University Vocational-Technical School	Job Service	Job Service	Not Provided
Oakland, Calif.	CBOs Proprietary Schools SDA	CBOs SDA	CBOs Proprietary Schools SDA	CBOs
Omaha, Neb.	CBOs Community College Proprietary Schools	SDA	CBOs SDA	Not Provided
Providence, R.I.	CBOs Proprietary Schools	SDA	Not Provided	Not Provided
Springfield, Mo.	Vocational-Technical School	SDA	SDA	Public Schools Vocational-Technical School

SOURCE: Information collected by MDRC site representatives during the National JTPA Study.

NOTE: (a) In Larimer County, the vocational-technical school became a community college during the study.

or the job service, or both. Basic education, when it was offered, was provided by public education in 9 of 12 cases. But it was not offered in 4 SDAs, at least not as an identifiable stand-alone activity.

The provision of recruitment and assessment was largely an SDA staff function, rather than being contracted out to other organizations (see Table 2.5). SDAs were responsible for most or all recruitment activities in 10 of the 16 SDAs, while service providers were responsible for most or all recruitment in 4, and in 2 SDAs the function was shared equally. Most or all of the client screening and assessment were done by SDA staff in 9 sites, and by service provider staff in 4. In the remaining 3, both organizations played a role.

3. Types of contracts. SDAs had a choice of structuring their legal relationship with contractors in one of two quite different ways:

- **cost-reimbursement contracts,** in which the contractor was paid for services rendered regardless of the outcome for the enrollees, or
- **fixed unit price, performance-based contracts,** in which full payment was, by law, contingent on enrollees' achieving specific outcomes such as job placement in a training-related job at a certain wage rate for a specified period of time.

SDAs' choice of performance-based contracts has provoked considerable controversy. They can create incentives for the contractor to screen applicants carefully before accepting them, because of the risk of financial loss. (This risk was alleged to discourage service providers from accepting hard-to-serve clients.) There was, however, a major financial incentive for SDAs to adopt fixed unit price contracts: all costs of these contracts could be charged to the "training" cost category and none to administration, which had a ceiling of 15 percent of all local expenditures and was the source of funding for local planning, management, and other administrative tasks. In addition, SDAs that emphasized the importance of surpassing their performance standards could "pass through" the obligation to meet or exceed them by structuring their performance-based service provider contracts to link payment to success in achieving or exceeding these benchmarks. With cost-reimbursement contracts, in contrast, the contractor's costs had to be charged to their proper cost category; some of the funds expended under these contracts were typically charged to "administration." During the 1980s, performance-based contracts became a common – and controversial – feature of JTPA, with

TABLE 2.5

ROLES OF SDAs AND SERVICE PROVIDERS AT SELECTED POINTS IN THE CLIENT FLOW, BY SITE

Site	Who Is Responsible for Recruitment?		Who Is Responsible for Intake?		Who Is Responsible for Screening and Assessment?	
	SDA	Service Provider	SDA	Service Provider	SDA	Service Provider
Butte, Mont. (a)	None	All	None	All	None	All
Cedar Rapids, Iowa	Most	Some	Most	Some	Most	Some
Coosa Valley, Ga. (b)	Some	Most	None	All	None	All
Corpus Christi, Tex.	Most	Some	Most	Some	Some	Some
Decatur, Ill.	All	None	All	None	All	None
Fort Wayne, Ind.	All	None	All	None	All	None
Heartland, Fla.	Some	Most	All	None	Most	Some
Jackson, Miss.	Some	Some	Some	Some	Some	Some
Jersey City, N.J.	Most	Some	Most	Some	Some	Some
Larimer County, Colo.	All	None	All	None	Most	Some
Marion, Ohio	All	None	All	None	Most	Some
Northwest Minnesota (c)	Some	Some	None	All	None	All
Oakland, Calif.	Some	Most	Some	Most	Some	Most
Omaha, Neb.	Most	Some	Most	Some	Most	Some
Providence, R.I.	Most	Some	Most	Some	Most	Some
Springfield, Mo.	Most	Some	Most	Some	Most	Some

SOURCE: Information collected by MDRC site representatives during the National JTPA Study.

NOTES: (a) In Montana, the state contracted with the Montana Job Service Division, a service provider, to operate the JTPA program.

(b) In Coosa Valley, staff of Berry College, a service provider, are solely responsible for intake, screening, and initial assessment. Other service providers can perform further assessment.

(c) Northwest Minnesota's primary service provider, the Minnesota Job Service, is solely responsible for intake and assessment under a contract with the PIC.

disputes over their use and allegations that some service providers received "excess revenue" or profits, leading to revisions of contracting rules by DOL, investigations of alleged abuses by DOL's Office of Inspector General, and legislative proposals for reforms.[14]

As Table 2.6 shows, the SDAs varied considerably in the percentage of training costs spent through performance-based contracts. Seven SDAs did not use performance-based contracts at all, and an eighth used them only slightly. At the other extreme, three SDAs (Coosa Valley, Jackson, and Northwest Minnesota) used performance-based contracts for more than 50 percent of both adult and youth training expenditures.

C. Characteristics of Program Terminees

Tables 2.7 and 2.8 provide information on the characteristics of individuals leaving programs funded under Title II-A of JTPA ("program terminees"), by study site, during program years 1987 through 1989, which included the period of random assignment.[15] On all these measures, the average for the study sites was similar to that for all SDAs.[16] The large differences in the ethnic distribution of terminees across the sites, shown in Table 2.7, primarily reflect differences in the local population. In general, SDAs from metropolitan areas have a much higher proportion of black and Hispanic (and in some cases Asian) terminees than is the case in rural areas. Corpus Christi (79 percent), Jackson (86 percent), Jersey City (95 percent), and Oakland (93 percent) have the highest percentages of nonwhite and Hispanic terminees.

Table 2.8 shows the proportion of terminees for each of seven obstacles to employment;

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[14]For DOL's response in the late 1980s, see *Federal Register*, 1989. For an example of the Inspector General's criticisms, see U.S. Department of Labor, Inspector General, 1991.

[15]Terminees served between program years 1987 and 1989 will be a larger group than the 18-month treatment group sample analyzed in this report for several reasons. First, random assignment was not done for the entire three years in any site; random assignment began in the earliest site in November 1987 and ended in the last site in September 1989. Second, the study excludes in-school youths and the summary statistics on people served include them. Finally, there were some limited site-specific exclusions from random assignment when local programs faced severe recruitment difficulties in meeting enrollment targets for particular groups or program intake was decentralized to organizations serving few people.

[16]Again, these are unweighted averages using SDA data from the JTPA Annual Status Report for both the study sites and the national program. This method of calculating averages was chosen because the SDA, rather than the individual, is the focus of the analysis in this chapter and for ease of presentation. An earlier report on the baseline characteristics of the entire study sample (Bloom, 1991) examined similar issues using individual data and also found that the study sample closely resembles national program terminees.

TABLE 2.6

LEVEL OF USE OF PERFORMANCE-BASED CONTRACTS AMONG SITES IN THE NATIONAL JTPA STUDY, FOR ADULTS AND YOUTHS

Level of Use and Site	Percentage of Adult Training Expenditures Resulting from Performance-Based Contracts (a)	Level of Use and Site	Percentage of Youth Training Expenditures Resulting from Performance-Based Contracts (a)
High Use (b)		High Use (b)	
Coosa Valley, Ga.	83	Jackson, Miss.	80
Northwest Minnesota	61	Coosa Valley, Ga.	80
Jackson, Miss.	60	Northwest Minnesota	68
		Oakland, Calif.	65
Moderate Use (c)		Corpus Christi, Tex.	51
Corpus Christi, Tex.	46	Moderate Use (c)	
Omaha, Neb.	38		
Oakland, Calif.	37	Omaha, Neb.	28
Providence, R.I.	25	Heartland, Fla.	21
Heartland, Fla.	22	Providence, R.I.	18
Little or No Use (d)		Little or No Use (d)	
Butte, Mont.	2	Butte, Mont.	0
Cedar Rapids, Iowa	0	Cedar Rapids, Iowa	0
Decatur, Ill.	0	Decatur, Ill.	0
Fort Wayne, Ind.	0	Fort Wayne, Ind.	0
Jersey City, N.J.	0	Jersey City, N.J.	0
Larimer County, Colo.	0	Larimer County, Colo.	0
Marion, Ohio	0	Marion, Ohio	0
Springfield, Mo.	0	Springfield, Mo.	0

SOURCE: MDRC calculations from program year 1988 fiscal records collected by Abt Associates Inc. from the 16 SDAs.

NOTES: Under a JTPA performance-based contract, service providers can receive partial payments only when they attain performance benchmarks. Also, full payment under these contracts is contingent upon three conditions: completion of training, placement in a training-related job, and receipt of a specified wage. All payments made under these contracts can be charged to training expenditures.

(a) In some SDAs, the total for training expenditures includes some JTPA "8 percent" education funds, which are spent in the SDA but are not under the direct control of SDA staff. This may affect the percentages listed, but does not change the composition of the level of use categories.

(b) A site had "high use" of performance-based contracts if payments under this type of contract accounted for over 50 percent of total Title II-A training expenditures.

(c) A site had "moderate use" of performance-based contracts if payments under this type of contract accounted for 15 to 49 percent of total Title II-A training expenditures.

(d) A site had "little or no use" of performance-based contracts if payments under this type of contract accounted for under 15 percent of total Title II-A training expenditures.

TABLE 2.7

SELECTED CHARACTERISTICS OF JTPA TITLE II-A TERMINEES, BY SITE

Site	Male (%)	Age 14-21 (%)	Age 30 and Over (%)	Ethnicity White, Non-Hispanic (%)	Ethnicity Black, Non-Hispanic (%)	Ethnicity Hispanic (%)	Ethnicity Other (%)
Butte, Mont.	40	39	35	89.8	0.2	3.4	6.6
Cedar Rapids, Iowa	52	50	28	86.5	8.6	1.1	3.8
Coosa Valley, Ga.	37	43	29	79.7	19.7	0.2	0.4
Corpus Christi, Tex.	46	45	30	20.6	7.6	71.1	0.7
Decatur, Ill.	52	44	34	60.2	39.0	0.4	0.4
Fort Wayne, Ind.	52	46	30	74.2	22.2	2.9	0.7
Heartland, Fla.	44	42	29	57.3	37.3	5.0	0.4
Jackson, Miss.	47	58	20	14.2	85.4	0.1	0.3
Jersey City, N.J.	40	55	22	5.4	67.6	21.3	5.7
Larimer County, Colo.	37	20	54	77.9	1.7	17.3	3.1
Marion, Ohio	54	41	37	94.8	3.1	1.5	0.6
Northwest Minnesota	49	47	31	94.6	0.1	3.0	2.3
Oakland, Calif.	45	44	37	7.4	67.9	6.1	18.6
Omaha, Neb.	36	37	32	41.9	51.0	4.4	2.7
Providence, R.I.	54	45	31	34.4	37.9	21.3	6.4
Springfield, Mo.	48	39	32	95.2	2.9	0.6	1.3
Site Average	46	44	32	58.4	28.3	10.0	3.3
National Average	46	44	31	60.5	25.6	9.6	4.3

SOURCES: JTPA Annual Status Reports (JASR) for program years 1987-89.

NOTE: Data are averages for all JTPA Title II-A terminees during program years 1987-89, including in-school youths.

TABLE 2.8

SELECTED CHARACTERISTICS OF JTPA TITLE II-A TERMINEES
THAT ARE OBSTACLES TO EMPLOYMENT, BY SITE

Site	Dropped Out of School (%)	Unemployed for 15 Weeks or More During Past 26 Weeks (%)	Long-term AFDC Recipient (a) (%)	Limited English Proficiency (%)	Handicapped (b) (%)	Reads Below 7th-Grade Level (%)	Ever Arrested (%)
Butte, Mont.	15	64	1	0	19	5	10
Cedar Rapids, Iowa	18	74	11	2	23	11	6
Coosa Valley, Ga.	42	8	4	0	14	31	2
Corpus Christi, Tex.	41	49	8	1	4	33	8
Decatur, Ill.	11	39	16	0	10	26	10
Fort Wayne, Ind.	25	33	2	0	15	17	7
Heartland, Fla.	30	7	6	1	13	17	13
Jackson, Miss.	25	42	21	0	11	21	3
Jersey City, N.J.	27	43	7	3	4	4	3
Larimer County, Colo.	21	57	3	1	14	12	5
Marion, Ohio	25	73	9	0	23	23	7
Northwest Minnesota	12	41	13	0	17	10	4
Oakland, Calif.	17	25	25	17	11	25	5
Omaha, Neb.	18	49	16	0	10	9	4
Providence, R.I.	37	45	7	12	4	29	7
Springfield, Mo.	28	34	3	1	3	7	4
Site Average	25	43	10	3	12	18	6
National Average	25	40	9	3	14	21	8

SOURCES: JTPA Annual Status Reports (JASR) for program years 1987-89.

NOTES: Data are averages for all JTPA Title II-A terminees during program years 1987-89, except data on long-term AFDC receipt and reading level, which are averages for terminees during program years 1988 and 1989 only.

(a) A long-term AFDC recipient is defined in JASR (PY1988) as a person who received (or whose family received) AFDC payments for any 24 or more of the 30 months prior to JTPA eligibility determination.

(b) JASR (PY1988) defines "handicapped" as a physical or mental disability that constitutes or results in a substantial barrier to employment for an individual.

in general, the average for the study sites was similar to that for the nation. Six of these seven obstacles affected, on average, 25 percent or fewer of both study site and national program terminees, the exception being "unemployed for 15 weeks or more during the past 26 weeks." Sites varied widely in the proportion of terminees for each measure. For example, Coosa Valley, Corpus Christi, and Providence had terminees with the greatest educational problems, based on their high percentages of school dropouts and low-level readers; Butte and Cedar Rapids had terminees with the longest spells of unemployment and the most chance of having a physical handicap.

D. Program Scale, Duration of Service, and Cost

Site Title II-A programs varied greatly in scale and average duration of enrollment, as shown in Table 2.9. The study site average for number of terminees is below the national average because the study sites do not include any very large SDAs,[17] but on the other measures the averages for the study sites and the nation are similar. Differences in duration of service among the study sites are seen in the wide range of average number of weeks enrolled: for adults, this ranged from 7.67 in Jackson to 34 in Corpus Christi; for youths, the range was from 5.33 in Omaha to 33 in Corpus Christi. Program costs per adult terminee reflect both the length of enrollment and the higher service costs (based on higher rent and salaries) in large metropolitan areas such as Jersey City and Oakland.

E. Site Performance Standards

JTPA performance standards, as discussed in Chapter 1, assess program success in achieving a variety of program goals. Thus, it is important to ascertain whether the study sites are top performers under this system or include SDAs with the diversity of performance seen nationally. Tables 2.10 and 2.11 show that the study sites do include such diversity and as a group performed about the same as the national average.

These tables show data for program year 1988, the year with the largest proportion of the 18-month study sample. For each of the three post-program outcomes listed, the tables show (1) the actual performance of the SDA, (2) the performance that was "predicted" by the

[17]As discussed earlier in this chapter, no SDAs with very few terminees were included among the study sites, but this exclusion affected the average number of terminees in the study sites less than the lack of very large SDAs.

TABLE 2.9

SELECTED CHARACTERISTICS OF THE JTPA TITLE II-A PROGRAMS
AT THE NATIONAL JTPA STUDY SITES

Site	Average Number of Terminees (PY1987-89)	Average Number of Months Enrolled		Federal Program Cost Per Adult Terminee ($) (PY1987-89)
		Adults (PY1987-89)	Youths (PY1987-89)	
Butte, Mont.	576	4.85	4.46	2,665
Cedar Rapids, Iowa	658	7.24	5.39	2,212
Coosa Valley, Ga.	1,063	2.70	3.54	2,481
Corpus Christi, Tex.	1,049	7.85	7.62	2,570
Decatur, Ill.	525	6.77	5.77	3,039
Fort Wayne, Ind.	1,195	3.70	7.16	1,561
Heartland, Fla.	1,793	3.54	5.54	1,782
Jackson, Miss.	1,227	1.77	3.46	1,897
Jersey City, N.J.	853	3.62	3.23	3,637
Larimer County, Colo.	354	7.39	6.00	1,937
Marion, Ohio	714	6.24	6.08	2,199
Northwest Minnesota	430	6.62	6.54	2,371
Oakland, Calif.	1,396	3.77	3.93	2,539
Omaha, Neb.	1,111	2.46	2.85	2,404
Providence, R.I.	503	1.62	1.23	2,841
Springfield, Mo.	938	4.00	3.93	1,898
Site Average	899	4.63	4.80	2,377
National Average	1,177	4.57	4.97	2,241

SOURCES: JTPA Annual Status Reports (JASR) for program years 1987-89.

NOTE: Data are averages for all JTPA Title II-A terminees during program years 1987-89.

TABLE 2.10

JTPA PROGRAM OUTCOMES FOR ADULTS, BY SITE

Site	Adult Entered Employment Rate		
	Actual (%)	Predicted (a) (%)	Difference
Butte, Mont.	74.0	67.1	6.9
Cedar Rapids, Iowa	76.9	73.1	3.8
Coosa Valley, Ga.	83.5	68.2	15.3
Corpus Christi, Tex.	72.0	67.1	4.9
Decatur, Ill.	79.4	65.1	14.3
Fort Wayne, Ind.	84.0	72.4	11.6
Heartland, Fla.	74.5	68.7	5.8
Jackson, Miss.	67.6	69.2	-1.6
Jersey City, N.J.	86.5	64.2	22.3
Larimer County, Colo.	68.0	69.5	-1.5
Marion, Ohio	55.5	59.4	-3.9
Northwest Minnesota	73.5	69.1	4.4
Oakland, Calif.	67.4	66.1	1.3
Omaha, Neb.	65.0	65.7	-0.7
Providence, R.I.	74.3	70.2	4.1
Springfield, Mo.	89.0	76.4	12.6
Site Average	74.5	68.2	6.2
National Average	74.2	67.3	6.9

SOURCE: JTPA Annual Status Report (JASR) for program year 1988.

NOTES: There may be slight discrepancies in the reported differences of the averages because of rounding, and there may be small adjustments to the rates that were made by states and not reported in JASR.

(a) The predicted entered employment rate is based on the JTPA performance standard reported in JASR (PY1988).

TABLE 2.11

JTPA PROGRAM OUTCOMES FOR YOUTHS, BY SITE

Site	Youth Positive Termination Rate (a)			Youth Entered Employment Rate		
	Actual (%)	Predicted (b) (%)	Difference	Actual (%)	Predicted (c) (%)	Difference
Butte, Mont.	86	76	10	56	45	11
Cedar Rapids, Iowa	66	78	-12	60	50	10
Coosa Valley, Ga. (d)	n/a	n/a	n/a	48	41	7
Corpus Christi, Tex.	78	72	6	48	48	0
Decatur, Ill.	74	74	0	25	10	15
Fort Wayne, Ind.	77	75	2	50	38	12
Heartland, Fla.	77	74	3	49	35	14
Jackson, Miss.	76	72	4	34	44	-10
Jersey City, N.J. (d)	85	80	5	n/a	n/a	n/a
Larimer County, Colo. (d)	72	74	-2	n/a	n/a	n/a
Marion, Ohio	74	75	-1	44	38	6
Northwest Minnesota	76	78	-2	38	44	-6
Oakland, Calif.	73	78	-5	50	45	5
Omaha, Neb. (d)	81	73	8	n/a	n/a	n/a
Providence, R.I.	75	78	-3	54	46	8
Springfield, Mo.	94	76	18	70	56	14
Site Average	78	75	2	48	42	7
National Average	81	75	5	50	41	9

SOURCE: JTPA Annual Status Report (JASR) for program year 1988.

NOTES: There may be slight discrepancies in the reported differences of the averages because of rounding.

(a) A positive termination is defined by JTPA as entering employment; attaining recognized employment competencies established by the PIC; elementary, secondary, or post-secondary school completion; enrollment in other training programs or apprenticeships, or enlistment in the armed forces; returning to school full-time; or, for 14- to 15-year-olds only, completing program objectives.

(b) The predicted positive termination rate is based on the JTPA performance standard reported in JASR (PY1988).

(c) The predicted entered employment rate is based on the JTPA performance standard reported in JASR (PY1988).

(d) In PY1988, states could choose to use 8 of the 12 JTPA performance standards. If a state did not use a particular standard, it may not have reported relevant data for JASR, which could account for the missing data for this site.

DOL regression model used by most states to adjust the national performance standards to reflect the characteristics of local terminees and labor market conditions, and (3) the difference between actual and predicted performance. Youth positive terminations include job placement at termination, achievement of "employment competencies," school completion, enlistment in the armed forces, and enrollment in other non-Title II-A training programs. On all three measures, the study sites include those that perform much better than their adjusted standard (those with large positive numbers in the difference column), some close to this standard, and some that fail to meet it (those with negative numbers).

II. The Sample for This Report

This section provides some basic background on the characteristics of the individuals in the research sample for this report. The report's main focus is on the 11,474 members of the 18-month treatment group sample (defined earlier in this chapter), since the primary goal of the analysis is to describe and analyze the nature of JTPA services provided in the study sites.[18]

Table 2.12 shows that 28 percent of the treatment group were under age 22 at random assignment, 32 percent were 22-29, 31 percent were 30-44, and 9 percent were 45 or older. Fifty-five percent are white, 30 percent black, and 12 percent Hispanic. Thirty-six percent were high school dropouts and had not passed the GED (General Educational Development, or high school equivalency) examination. Fifty percent had worked fewer than 13 weeks in the 12 months before random assignment. Twenty-eight percent were receiving some type of cash public assistance at application, and 12 percent had received Aid to Families with Dependent Children (AFDC) for two years or more.

Behind these figures for the entire treatment group, there are differences among the target groups analyzed in this report. As expected, males – both youths and adults – had a lower rate of cash assistance receipt at random assignment and the most recent work experience. Among adult women, the rate of receipt of cash assistance at random assignment (41 percent) was especially high, and 53 percent of this target group were single parents. Not surprisingly, adults were more educated than youths; 68 percent of adult men and 72 percent

[18]This analysis excludes the 5,557 control group members in the 18-month study sample.

TABLE 2.12

PERCENTAGE DISTRIBUTIONS OF SELECTED BASELINE CHARACTERISTICS OF TREATMENT GROUP MEMBERS, BY TARGET GROUP

Characteristic and Subgroup	All Target Groups (%)	Adult Men (%)	Adult Women (%)	Male Youths (%)	Female Youths (%)
Age					
16-19	17.2	0.0	0.0	62.1	59.4
20-21	11.2	0.0	0.0	37.9	40.6
22-29	31.8	44.6	44.2	0.0	0.0
30-44	30.9	43.3	43.0	0.0	0.0
45 and over	8.9	12.1	12.7	0.0	0.0
Ethnicity					
White, non-Hispanic	54.5	57.0	54.5	53.7	50.1
Black, non-Hispanic	30.3	28.8	30.8	29.5	32.5
Hispanic	11.9	9.7	11.4	14.7	15.8
Other	3.3	4.5	3.3	2.1	1.7
Sex					
Female	54.8	0.0	100.0	0.0	100.0
Male	45.2	100.0	0.0	100.0	0.0
Education					
High school diploma or GED	63.5	68.8	71.8	40.9	50.8
No high school diploma or GED	36.5	31.2	28.2	59.1	49.2
Work Experience					
Worked 13 weeks or more in 12 months before assignment	50.1	58.5	46.2	53.0	39.5
Worked fewer than 13 weeks in 12 months before assignment	49.9	41.5	53.8	47.0	60.5
Public Assistance Receipt					
Not receiving AFDC or other cash assistance at assignment	71.7	83.5	59.2	87.6	67.3
Receiving AFDC or other cash assistance at assignment	28.3	16.5	40.8	12.4	32.7
AFDC History					
Never received AFDC	73.2	92.2	49.6	98.4	71.5
Received AFDC less than 2 years (a)	14.5	6.3	22.8	1.4	21.3
Received AFDC 2 years or more (a)	12.4	1.6	27.6	0.2	7.2
Household Composition					
Spouse present	23.6	35.8	22.6	10.5	11.4
No spouse present, child present	28.7	7.9	53.2	4.2	35.5
No spouse present, no child present	44.7	54.2	20.7	84.8	51.0
Sample Size	11,474	3,759	4,465	1,436	1,814

(continued)

TABLE 2.12 (continued)

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.
Distributions may not total 100.0 percent because of rounding.
(a) The AFDC receipt may not have been continuous.

of adult women were high school graduates or had passed the GED test compared with 41 percent for male youths and 51 percent for female youths. Later chapters will return to a more detailed discussion of the characteristics of this sample and how these characteristics affect service recommendations within JTPA and enrollment in the program. This analysis seeks to contribute to the ongoing national debate on how well JTPA serves individuals with various key barriers to employment, men and women, and white and minority individuals.

Reports by the U.S. General Accounting Office have analyzed JTPA services and outcomes for subgroups defined by gender, ethnicity, and measures of job-readiness including education, public assistance receipt, and recent work experience.[19] In light of this continuing interest in how JTPA serves the needs of minority and less employable applicants, subsequent chapters in this report (and the 18-month impact report) will analyze separate subgroups defined by ethnicity and employment barriers.

Following a framework similar to these existing studies, this report identifies individuals as facing key employment barriers based on three factors:

- **education:** individuals who have not received a high school diploma or passed the GED test at random assignment,
- **work experience:** individuals who worked fewer than 13 weeks in the 12 months before random assignment, and
- **public assistance receipt:** individuals who were receiving AFDC or other cash assistance at random assignment.

Table 2.13 shows the proportion of the entire treatment group and of the target groups facing none, one, two, or three of these barriers to employment. As was mentioned earlier in this chapter, many individuals in the sample do not face these barriers. In fact, 32 percent of the sample have none of these barriers, and another 38 percent have only one.

Behind these summary numbers, however, there are important differences among the target groups. Adult men as a group face the fewest barriers to employment; 81 percent have one barrier or none. At the other extreme, only 58 percent of female youths have one barrier or none.

Since subgroups based on the number of barriers to employment are analyzed in the

[19]See U.S. General Accounting Office, 1989, 1990, and 1991.

TABLE 2.13

PERCENTAGE DISTRIBUTIONS OF EMPLOYMENT BARRIER SUBGROUPS FOR TREATMENT GROUP MEMBERS, BY TARGET GROUP

Number of Employment Barriers (a)	All Target Groups (%)	Adult Men (%)	Adult Women (%)	Male Youths (%)	Female Youths (%)
None	31.6	40.3	29.6	25.9	22.9
1	38.4	40.5	36.6	42.4	35.0
2	23.5	16.3	26.1	26.8	29.6
3	6.5	2.9	7.6	5.0	12.4
Total	100.0	100.0	100.0	100.0	100.0
Sample Size	11,474	3,759	4,465	1,436	1,814

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

Distributions may not total 100.0 percent because of rounding.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

TABLE 2.14

PERCENTAGE DISTRIBUTIONS OF EMPLOYMENT BARRIER SUBGROUPS FOR TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS AND TARGET GROUP

Characteristic and Subgroup	All Target Groups			Adult Men			Adult Women			Male Youths			Female Youths		
	Employment Barriers			Employment Barriers			Employment Barriers			Employment Barriers			Employment Barriers		
	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)
Age															
16-19	18.2	35.7	46.1	0.0	0.0	0.0	0.0	0.0	0.0	17.9	40.2	42.0	18.4	31.9	49.7
20-21	31.3	37.5	31.2	0.0	0.0	0.0	0.0	0.0	0.0	36.8	45.0	18.2	27.1	31.7	41.3
22-29	34.3	34.4	31.3	40.5	39.0	20.5	28.9	30.3	40.8	0.0	0.0	0.0	0.0	0.0	0.0
30-44	33.1	38.7	28.3	37.5	42.1	20.3	29.1	35.6	35.4	0.0	0.0	0.0	0.0	0.0	0.0
45 and over	31.0	41.6	27.3	31.8	40.9	27.4	30.4	42.3	27.3	0.0	0.0	0.0	0.0	0.0	0.0
Ethnicity															
White, non-Hispanic	34.9	37.7	27.5	41.4	38.9	19.7	33.2	36.5	30.2	31.1	42.5	26.4	27.4	33.5	39.1
Black, non-Hispanic	24.5	34.6	40.8	34.4	45.0	20.6	22.9	28.1	49.0	18.5	38.8	42.8	15.6	27.3	57.1
Hispanic	22.1	37.7	40.2	32.0	41.2	26.8	23.3	33.3	43.4	14.2	45.9	39.9	15.1	34.1	50.7
Other	24.8	37.0	38.2	29.3	36.2	34.5	24.5	36.7	38.8	11.5	42.3	46.2	18.2	36.4	45.5
Sex															
Female	26.9	33.3	39.8	0.0	0.0	0.0	29.2	33.9	36.9	0.0	0.0	0.0	21.9	31.8	46.3
Male	34.4	41.0	24.7	38.2	40.6	21.2	0.0	0.0	0.0	25.0	42.0	33.0	0.0	0.0	0.0
Education															
High school diploma or GED	47.1	37.3	15.6	54.8	37.7	7.5	39.6	36.0	24.4	58.3	38.9	2.8	42.6	39.4	18.0
No high school diploma or GED	0.0	36.0	64.0	0.0	47.2	52.8	0.0	28.3	71.7	0.0	44.3	55.7	0.0	23.7	76.3
Work Experience															
Worked 13 weeks or more in 12 months before assignment	59.1	35.3	5.6	64.2	31.3	4.5	61.6	32.9	5.5	45.6	48.9	5.5	53.0	37.8	9.3
Worked fewer than 13 weeks in 12 months before assignment	0.0	38.5	61.5	0.0	54.2	45.8	0.0	34.8	65.2	0.0	33.6	66.4	0.0	27.6	72.4

(continued)

TABLE 2.14 (continued)

Characteristic and Subgroup	All Target Groups			Adult Men			Adult Women			Male Youths			Female Youths		
	Employment Barriers			Employment Barriers			Employment Barriers			Employment Barriers			Employment Barriers		
	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)	None (%)	1 (%)	2 or 3 (%)
Public Assistance Receipt															
Not receiving AFDC or other cash assistance at assignment	41.1	42.7	16.3	45.5	43.1	11.4	47.0	41.6	11.5	28.3	45.8	26.0	32.0	40.6	27.5
Receiving AFDC or other cash assistance at assignment	0.0	20.4	79.6	0.0	27.4	72.6	0.0	21.4	78.6	0.0	13.0	87.0	0.0	12.8	87.2
AFDC History															
Never received AFDC	35.8	40.9	23.3	39.9	41.3	18.8	41.6	41.4	17.0	25.2	42.2	32.6	28.5	37.7	33.8
Received AFDC less than 2 years (a)	17.3	30.9	51.8	19.0	35.6	45.4	21.6	34.6	43.8	15.8	31.6	52.6	5.8	19.0	75.2
Received AFDC 2 years or more (a)	11.9	18.7	69.4	16.3	20.9	62.8	12.8	19.6	67.6	0.0	0.0	0.0	2.1	10.5	87.4
Household Composition															
Spouse present	32.5	40.8	26.7	39.3	38.8	21.8	27.7	44.8	27.5	26.4	45.5	28.1	15.5	31.8	52.7
No spouse present, child present	22.2	28.7	49.1	34.2	43.0	22.8	24.5	28.1	47.5	17.8	57.8	24.4	10.3	22.4	67.4
No spouse present, no child present	34.4	40.0	25.6	38.0	41.4	20.6	42.3	37.0	20.6	25.2	40.7	34.1	31.6	38.6	29.7
Sample Size	3,603	4,373	3,424	1,503	1,508	714	1,314	1,624	1,495	371	607	455	415	634	760

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

Distributions may not total 100.0 percent because of rounding.

The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(a) The AFDC receipt may not have been continuous.

remaining chapters of this report, Table 2.14 presents selected characteristics for all target groups and their employment-barrier subgroups. For example, the first panel of the table on age distribution indicates that 18 percent of those 16-19 years of age had none of the listed employment barriers, 36 percent had one, and 46 percent had two or three. In general, those with two or three employment barriers were more likely than the rest of the sample to be teenagers, females, and single parents.

The next four chapters discuss the overall picture for the 16 study sites as a group in recruiting, enrolling, and serving JTPA applicants. This aggregated analysis describes the JTPA services received by the 18-month treatment group sample, for which impact estimates are calculated. Chapter 7 of this report returns to site-specific analysis, discussing the variation among the study sites on the topics discussed in the preceding chapters and seeking to link this variation to the features of individual sites discussed in this chapter.

CHAPTER 3

BALANCING RESEARCH GOALS AND THE REALITY OF JTPA PROGRAMS

The key issues discussed in this and the following chapter are interrelated. To organize the discussion, this chapter first describes the goals of the National JTPA Study, which established the basic structure of the research design. The chapter then presents the steps that potential JTPA enrollees typically followed during program intake (labeled "client flow") in the study sites and how the research procedures were superimposed on the usual routines. With this summary of what actually happened in the sites during the study as background, Chapter 4 turns to a discussion of the competing policy questions that could be addressed, the resulting research designs, and the reasons for the approaches taken.

This organization reflects the diverse audience for this report: employment and training practitioners, researchers, and policymakers. For researchers who may not be familiar with the JTPA system, this chapter provides background on "how the program works." For the employment and training community and policymakers, it provides a concrete example of "how random assignment works" and the questions the study addresses.

I. The Goals of the National JTPA Study

Before launching into a discussion of client flow and the research design, it is important to understand DOL's goals for the study. The central goal can be stated simply: to provide estimates of the difference that Title II-A of JTPA makes (i.e., its impacts) on the employment, earnings, and welfare receipt of those served in a diverse group of local programs. As part of this, DOL wished to estimate program impacts for key groups of clients, including the target groups (adult men, adult women, and male and female out-of-school youths) and, to the extent feasible, other subgroups based on ethnicity, education, work experience, and receipt of public assistance.

To assess the impacts of this group of local JTPA programs, it is not possible merely to observe the post-program employment rates, earnings, and rates of welfare receipt (the program *outcomes*) for people who participate in JTPA because some of those served would have found a new job on their own or improved their skills and raised their income through other means

even if they had not participated in the program.[1] In a study of a voluntary program, the measure of a program's impacts is the *difference* between what happened to people who were given the option to participate in the program and what would have happened to them if they did not have this option.[2] This calls for creating and studying two groups of people with no systematic differences except their access to the program under study. The approach taken in this study, for the reasons given in Chapter 1, was to randomly assign individuals who applied to JTPA to either a treatment group, which was given access to the program, or a control group, which was not given such access. As this and the following chapter will make clear, choosing the point in the JTPA application process at which random assignment is to occur involves balancing competing research goals and the operational reality of JTPA programs.

Additional goals of the study complicated the task of designing and implementing the research. DOL sought to estimate both (1) the overall impact of JTPA Title II-A services provided in each of a sample of local programs and (2) the specific impact of important categories of services such as those anchored in on-the-job training (OJT) and classroom training in occupational skills (CT-OS). Finally, DOL sought to study local programs that were following their normal practices as closely as possible.

II. Client Flow and Study Procedures

Figure 3.1 presents the basic steps common to all SDAs in the study by which an individual eligible for JTPA could apply for the program, be randomly assigned, and (if assigned to the treatment group) enroll in the program.[3] Normally, many more people contact the SDA or a service provider to learn about the program and inquire about eligibility rules than actually apply.[4] Consequently, as Figure 3.1 shows, individuals may "exit" from the intake process at each step. This could occur because they find other opportunities, decide JTPA is unlikely to provide what they want, or are discouraged by what staff tell them about their prospects in the program. This

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[1]These types of outcome measures are used in the existing performance standards system, which plays a central role in JTPA management. Performance standards are discussed in Chapters 1 and 2.

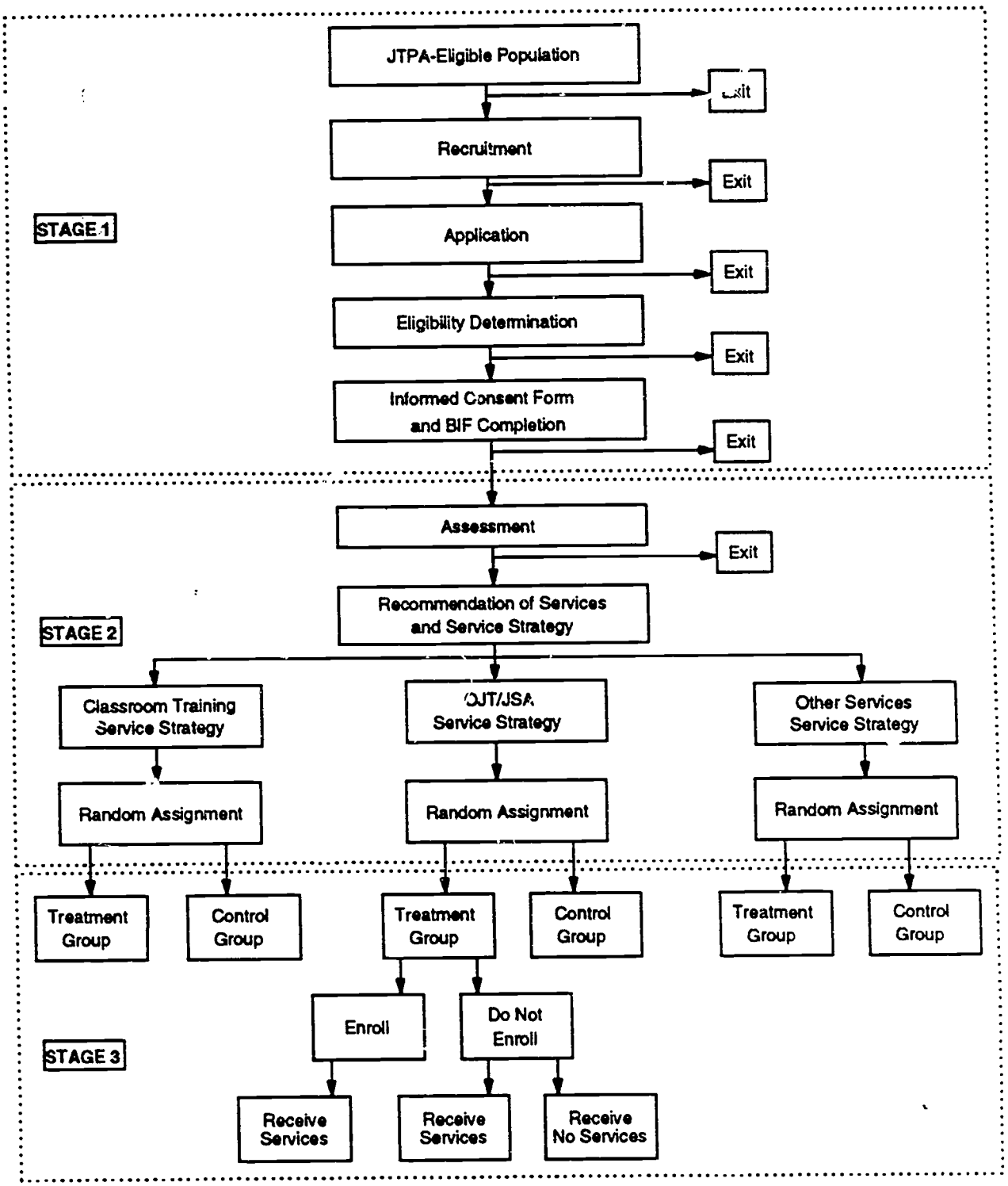
[2]The distinction between outcomes and impacts is not the same as the distinction between short-term and long-term measures. Even long-term measures of program outcomes measure only the post-program status of the group served, not the difference the service made in their employment, earnings, and welfare receipt.

[3]Appendix A presents profiles of the 16 study sites, including information about their recruitment process, assessment practices, and service providers.

[4]Some SDAs have tracked client contacts and report that about one quarter of those inquiring about the program ever enroll, with much of the drop-off coming early, before eligibility has been determined.

FIGURE 3.1

FLOW OF SAMPLE MEMBERS IN THE NATIONAL JTPA STUDY SITES



NOTE: Because of limited space, the stage 3 sample flow has been fully depicted only for the OJT/JSA service strategy, although it would be the same for the other two strategies.

section discusses these steps in the client flow shown in Figure 3.1 by grouping them into three stages.

A. Stage 1. *Connecting with Those Eligible for and Interested in JTPA:* Recruitment, Application, Eligibility Determination, and BIF Completion

1. The JTPA-eligible population. The federal statute defines the basic eligibility requirements for JTPA, which are principally low family income during the previous six months or current receipt of public assistance.[5] In each local area served through a single SDA, the size of the eligible population will vary with the characteristics of the population and local labor market conditions. However, JTPA is not a legal entitlement for all who satisfy the eligibility requirements. Nationally, JTPA funding is sufficient to serve fewer than 10 percent of those eligible, so the pool of eligible potential applicants normally greatly exceeds program capacity.

2. Recruitment. Nevertheless, recruitment of program applicants takes substantial effort in many (though not all) SDAs and can involve both the local administrative entity running the program and agencies under contract to provide various kinds of training and employment services. Recruitment is a special challenge because SDAs must identify eligible individuals who are interested in the types of training and employment services that JTPA provides and are able to participate without receiving stipends or other program-related income support.[6] For those without other sources of support, the program must offer income-generating services such as OJT or job search.

The experience of program operators indicates that the level of unemployment in the area is the best predictor of the difficulty of recruitment: the lower the level of unemployment, the

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[5]JTPA authorizes the provision of job training for economically disadvantaged individuals and others facing serious barriers to employment. An "economically disadvantaged individual" is defined as someone who (1) receives cash welfare payments under a federal, state, or local welfare program or is a member of a family that receives these payments; (2) has a total family income (excluding unemployment compensation, child support payments, and welfare payments) for the six-month period prior to application that, in relation to family size, is not in excess of the higher of (a) the poverty standard established by the Office of Management and Budget (OMB) or (b) 70 percent of the "lower living" standard, which is the standard above the poverty standard; (3) receives food stamps; (4) is a foster child on behalf of whom state or local government payments are made; or (5) as permitted by regulations, is an adult individual with a handicap, whose own income meets the family income requirements, exclusive of the income of other family members.

[6]One of the important changes made in the shift from CETA (the Comprehensive Employment and Training Act) to JTPA was that income support (in the form of regular stipends or public service employment) was virtually eliminated. Many SDAs do provide small payments to cover some expenses of participating (e.g., transportation expenses), but in general participants must be able to support themselves through nonprogram resources.

harder it is to recruit applicants for JTPA. Because JTPA does not provide in-program income, as jobs become more plentiful JTPA becomes relatively less attractive. As evidence of this, even though low-income workers are eligible for JTPA, most applicants are unemployed or had previously left the labor force altogether.[7]

During the period of random assignment, sites had to identify a large enough pool of eligible applicants to be able to both serve the number of people they wished to enroll and to create a control group. With a random-assignment ratio of two treatment group members for each control group member, sites had to identify an "extra" 50 percent of eligibles. In most sites, this involved increasing recruitment efforts and expanding the applicant pool. However, as mentioned earlier, the eligible population for JTPA remained much larger than the number of people recruited in the study SDAs.

Because labor market conditions changed during the period of random assignment (in most sites unemployment rates declined) it is difficult to isolate the effect of this "study-induced" expansion in the applicant pool on the characteristics of applicants. However, program operators in the study sites reported that the combination of factors led them to recruit less job-ready applicants than had been the case in the mid 1980s, when unemployment was higher.

3. **Application and eligibility determination.** Those who applied for JTPA completed the SDA or state forms used to establish their eligibility for the program. They were also required to provide documentation (usually information about recent family income or receipt of public assistance), the extent of which varied from state to state. SDA staff then had to determine if applicants were eligible for the program. Those found eligible would continue through to assessment, while ineligibles were told they could not be served.[8] The study made no change in the eligibility determination process and staff were told to complete this process as they normally would.[9]

4. **Completion of the Background Information Form (BIF).** By this point in the process, applicants in the study sites typically had completed the study Background Information Form (BIF) with assistance from the program staff. The study design allowed some local flexibility as

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[7]For example, 86 percent of the sample for the National JTPA Study were not working when they applied for JTPA. See Bloom, 1991.

[8]Under JTPA rules, up to 10 percent of enrollees can have incomes above the normal eligibility cutoff if they have other barriers to employment.

[9]As in most studies of ongoing programs, the research design did not include a supplementary check of eligibility. This is appropriate since the goal was to measure impacts of the program as operated normally for those on whom the local programs spent funds.

to the precise point when the form was completed to lessen the burden on local staff who assisted applicants in completing the form. In most sites, staff and applicants filled out the BIF when the usual SDA application materials were completed. In some instances, completion of the BIF occurred as part of the assessment interviews. The BIF provided basic data on the pre-program characteristics of those randomly assigned, information that was used to identify members of subgroups analyzed separately in the study.[10]

B. Stage 2. *Identifying the Research Sample:* Assessment, Recommendation for Services, Designation of a Service Strategy, and Random Assignment

1. **Assessment.** Following eligibility determination (or possibly simultaneously for those very likely to be eligible), SDA and/or service provider staff assessed the current interests, skills, and service needs of applicants. The extent and complexity of this assessment varied greatly among the study SDAs; in some it consisted of a multi-day period of testing and interviews, while in others service recommendations were based on a short interview at the time the application was completed. Rural areas with limited service offerings, in which applicants may have had to travel long distances to the program office, were most likely to have combined the application with an abbreviated assessment.

During the study, local staff were told to follow past practices as closely as possible, and in most SDAs assessment practices were not changed by the study. In some SDAs, however, modifications were made because of locally initiated changes in program design (e.g., changes to streamline intake practices) or because staff were seeing less job-ready clients, as noted above.

2. **Recommendation for services.** Based on their assessment of clients, local staff developed recommendations for services reflecting client needs, interests, and preferences. For about three quarters of the 18-month treatment group sample, staff recommended a single service (most commonly CT-OS or OJT), but for the remaining one quarter, staff recommended a combination of services.[11]

For some applicants, staff decided that no JTPA services would be appropriate and – as would normally be the case – these individuals did not continue through the remaining steps of

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[10]These data were used in the analysis of the characteristics of the 18-month treatment group sample in Chapter 2, later analysis of subgroups in this report, and the analysis of impacts for key subgroups in the 18-month impact report. They were also used for the baseline characteristics report published earlier in the project (Bloom, 1991).

[11]The details of service recommendations are discussed later in this chapter.

the JTPA intake process. This judgment could be made for several reasons: the applicants' skills were too poor to meet entrance requirements for JTPA services; staff believed applicants had other problems (such as substance abuse or mental health issues or "poor motivation") that posed serious obstacles to success in the program; applicants were so employable that the SDA did not want to spend program funds serving them; or the SDA did not offer the type of service that the applicants sought.[12] Applicants whom local staff believed to be inappropriate for JTPA did not become part of the research sample; the study did not, therefore, require staff to serve them.

3. **Designation of a service strategy.** Since this aspect of the research design is complex, some background on its origins is useful. In the planning stage of the study, DOL set as a goal the estimation of program impacts for important categories of services. In addition, in implementing the study, DOL also wished to change local program operations as little as possible. Therefore, the research design had to define the study's service categories or strategies carefully to reflect actual program practice.[13] A central objective was to develop separate categories for individuals recommended for the two most commonly provided, more intensive services under JTPA: CT-OS and OJT.[14] But the situation was complicated by the fact that, in a substantial minority of cases, local staff typically recommended more than one service.

The resulting research-defined service strategies, therefore, distinguished between these two emphases or primary services, but also accommodated combinations of services. Individuals recommended by local staff for CT-OS but not OJT were part of the service strategy labeled *classroom training* (CT). Those recommended for OJT but not CT-OS were part of the service

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[12]The issue of screening for motivation has been a contentious one in JTPA. Some SDAs have deliberately set up application procedures that require people to return several times to complete forms or attend interviews in an effort to screen out those without the motivation to persevere. Others argue that such approaches impose many costs on applicants (in terms of time) before the benefits of program participation are apparent and result in programs losing many applicants who could have been helped. See Kelly, 1987, for one view of this issue.

[13]This mesh of research-defined concepts and actual program practice was especially important because, as discussed later in this chapter, staff had to designate a service strategy for each individual prior to random assignment and then follow a service plan consistent with this designation for individuals randomly assigned to the treatment (or program) group. In effect, staff were not permitted to change their mind after random assignment. The reason is discussed briefly later in this chapter and in Doolittle and Traeger, 1990. Consequently, it was important to develop service strategy definitions that would inhibit local discretion as to services as little as possible and still produce patterns of post-random-assignment service receipt that represented real differences in emphasis.

[14]At the time the study started, data from the National Job Training Longitudinal Survey (JTLS) showed that about 75 percent of JTPA enrollees nationally were enrolled in only one service and slightly under 50 percent were enrolled in either CT-OS or OJT. During the period of study sample build-up, the proportion of enrollees in these two services increased to about 60 percent.

strategy labeled *on-the-job training/job search assistance* (OJT/JSA). This name was chosen because over the course of random assignment about one third of individuals in this category were recommended for both of these services designed to get individuals immediately into a job. Those recommended for neither CT-OS nor OJT, or for both services, were part of the third strategy labeled *other services*.

Table 3.1 shows the services allowed under each of the three service strategies used in this implementation analysis and the 18-month impact report. Only two restrictions on SDA and service provider actions are implied. First, individuals designated for the classroom training service strategy (i.e., recommended for CT-OS as their primary service) were not later to receive OJT, and those recommended for the OJT/JSA service strategy were not to receive CT-OS.[15] This restriction seemed to be consistent with operational reality; SDA experience suggested that clients tend to divide into (1) those interested and able (in terms of educational attainment, learning style and study habits, and a source of income while in training) to participate in classroom-based occupational training and (2) those seeking immediate employment because of financial obligations or an aversion to the classroom setting, but also in need of training. Thus, these service strategies accommodated the needs and interests of most JTPA applicants, and client preferences were an important factor in assessments in most SDAs. In addition, SDAs rarely provided both CT-OS and OJT to a single client, since the combined cost of these two services exceeded what most JTPA programs were prepared to spend on one person.

The second restriction on SDA actions was a ceiling on the proportion of clients who could be designated for the other services strategy. Since this strategy contained no restrictions on subsequent service receipt, SDAs would have had an incentive to designate everyone for this strategy. Consequently, the research team negotiated with each site a ceiling on the strategy, with the level reflecting past patterns of service receipt. For example, in SDAs where most individuals typically received only OJT or CT-OS, the ceiling on other services was set low; in SDAs where many individuals received a combination of CT-OS and OJT, or services other than these two,

[15]Part-way through the study, the research team agreed to allow SDAs to provide a small amount of OJT following CT-OS in cases where it was needed to secure placement in a job. This OJT could not amount to more than 20 percent of total training time. Similarly, SDAs were allowed to provide a small amount of CT-OS (again, no more than 20 percent of the training time) when needed to give the applicant a "skills brush-up" in order to secure an OJT position. As the service enrollment data presented later in this report show, this option was used very rarely.

TABLE 3.1

PROGRAM SERVICES AVAILABLE IN THE THREE SERVICE STRATEGIES

Program Service	Classroom Training	OJT/JSA	Other Services
Classroom Training in Occupational Skills (CT-OS)	Yes	No (a)	Yes
On-the-Job Training (OJT)	No (a)	Yes	Yes
Job Search Assistance (JSA)	Yes	Yes	Yes
Basic Education (BE)	Yes	Yes	Yes
Miscellaneous Services (b)	Yes	Yes	Yes

NOTES: (a) In general, this program service was not available, but, as discussed in the text, there were exceptions. In certain circumstances, a short CT-OS "brush-up" course was allowed prior to OJT in the OJT/JSA service strategy, and brief OJT could follow CT-OS in the classroom training service strategy.

(b) Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

the ceiling was set much higher. Among the 16 SDAs in the study, the range was from 15 percent to 70 percent, with more than half the sites at 35 percent or lower.[16]

4. Random assignment to the treatment or control group. The random-assignment procedure was straightforward. Site staff called MDRC (using a toll-free number), provided background information on each individual to allow tracking of sample build-up by target group, and listed the service recommendations and the service strategy designation. MDRC staff gave site staff the person's research status (treatment or control); they were then to follow their service recommendations for those randomly assigned to the treatment group. MDRC staff kept a roster of those randomly assigned and their research status to assure that if a person in the sample reapplied to the program, he or she would be treated consistently during the follow-up period.

Those in the control group were excluded from JTPA-funded services in the SDA for the following 18 months, but were provided with a list of alternative service providers in the community whom they could contact on their own.[17] Detailed information presented in Appendix B shows that sites were quite successful in enforcing this rule. About 3 percent of the controls were enrolled in any JTPA services during the follow-up period.[18]

Essentially, as shown in Figure 3.1, this process created a separate control group for each service strategy, permitting separate impact estimates for how each strategy worked for the people recommended for it. The process also permitted a combined impact estimate for the entire sample. As will be described later in this report, local staff recommended people with different characteristics for the three service strategies, so at random assignment the sample in each strategy varied in important ways from the others. Because of this, it is not possible to compare the effectiveness of the three service strategies for similar groups of people. The treatment and

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[16]Over the course of random assignment, most sites recommended many fewer applicants for the other services strategy than their ceiling allowed. Overall, the proportion of the 18-month treatment group sample in this strategy was 27 percent.

[17]After 18 months, members of the control group could receive JTPA services if they returned to the SDA or service provider on their own. However, SDA staff agreed not to make any special effort to recruit members of the control group at the end of their exclusion from JTPA.

[18]Some members of the research sample were participating in a title of JTPA not included in the study (e.g., the summer youth program) prior to random assignment and had applied for Title II-A services. Those assigned to the treatment group were given access to Title II-A services, but those assigned to the control group were not. However, since control group members were allowed to finish their non-Title II-A services, they would appear as enrolled in JTPA at the beginning of the follow-up period. Of the 159 members of the control group with JTPA enrollment during the follow-up period, 60 people began their enrollment before random assignment, mostly in non-Title II-A services. Thus, less than 2 percent of controls began a JTPA enrollment after random assignment.

control groups in each strategy differed in initial characteristics and in the type of service recommended by staff, making it impossible to isolate the effect of the service strategy on impacts.[19]

C. Stage 3. *Efforts to Arrange Services for the Treatment Group:* Enrollment in JTPA and Involvement of the Nonenrolled with JTPA

Individuals randomly assigned to the treatment group were offered access to JTPA services; this offer and the resulting services provided were the "treatment" being tested through the random-assignment experiment. In effect, this design was testing the impact of the decisions that local staff and individual applicants made during the intake process: whether to try to arrange and participate in JTPA services. As will become clear in the following discussion, many factors affected whether an individual actually ended up enrolled in JTPA. Also, arranging services involved considerable administrative effort and expended program resources; thus, starting the impact story at the point of referral to services makes sense.

As will be explained later, the impact analysis in the National JTPA Study will also present alternative impact estimates that seek to capture the difference that participation makes. However, as will also be clarified later, the concept of "participation" in JTPA is somewhat vague and hard to measure, complicating the interpretation of these alternative impact estimates.

1. Enrollment in JTPA services. Enrollment in JTPA occurs when SDA staff enter a person's name and application data into the local JTPA management information system (MIS) and enroll her or him in one or more specific JTPA-funded services. This step makes the person an official JTPA participant, whose service receipt and progress are tracked and whose termination status (e.g., employment and wages on leaving the program) is noted as part of the JTPA performance standard system. By enrolling clients, SDA staff are held accountable through the JTPA performance standard system for the costs that JTPA incurs in serving them and for their success when they leave the program.[20] As discussed in more detail in Chapter 4, 64

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[19]This issue is discussed in more detail in Chapter 4.

[20]As discussed in Chapter 1, during the period of the study, clients' employment was measured as of their point of termination from the program. Starting in program year 1990, performance standards were amended to include measures of employment 13 weeks after leaving the program. Controversy over the costs standards led DOL to end their use in program year 1990. One major concern was whether a focus on costs per placement for adults or per positive termination for youths provided too many incentives to run short-term, low-intensity programs. A second concern was that the focus on JTPA program costs could provide a distorted cross-site comparison, since local programs varied in their ability to draw on other funders to provide services for JTPA clients. For example, in some SDAs it was relatively easy to get clients into basic education funded by state education programs, while in others this was difficult.

percent of the 18-month treatment group sample were enrolled in JTPA at some point in the 18-month follow-up period. Thus, Figure 3.1 shows individuals who enrolled in JTPA as a subset of each of the three treatment groups.

2. Nonenrolled treatment group members. Four factors help explain why some members of the treatment group would never be enrolled in JTPA.

a. **Despite the initial assessment that a client is appropriate for JTPA, staff may be unable to find a service provider willing to accept the person.** Service providers often have the final say on whether they will accept an applicant. Many classroom training agencies have entrance requirements on minimum initial skills, and employers who can provide OJT will typically make their own assessment about whether they want the applicant as an employee. In addition, an applicant may be seeking classroom or other training at a time of the year when it is not offered.

b. **Applicants may change their mind about JTPA** as they continue to seek other opportunities or learn more about the program. Many are looking for work on their own, and some will find employment. Some may discover different ways to finance the type of training they seek. And still others may decide that they are not interested in a job or training after all.

c. **The design of the JTPA program encourages local staff to make sure that applicants are going to participate and do well in a service before they are enrolled** and counted as a JTPA participant. The high visibility of standards within the JTPA system go well beyond their limited role in allocating incentive grants, consisting of up to 6 percent of Title II-A funds. An SDA's success in exceeding its performance standards is often seen as a sign of how well a program is operating. This clearly encourages SDAs to focus on achieving their standards on the various outcomes measured, but it also creates an incentive to hold off on enrolling individuals (i.e., having them count as part of the program) until they are placed in and begin a service that staff feel is likely to produce success.[21]

d. **Many SDAs believe that they have discretion in defining the point at which individuals "count" in their performance standards** and respond to the incentives of the standards by delaying enrollment. In the initial years of JTPA, DOL adopted the position that JTPA was to be primarily controlled by states and localities. Therefore, DOL

[21]Although the performance standard system has changed in recent years to include longer-term measures of success (i.e., 13 weeks after leaving the program) and measures less closely tied to immediate employment and low costs, the basic incentives remain unchanged. SDAs can be seen as well run and gain some additional funding if a high proportion of people leaving their program find a job that pays well or have attained a variety of employability-enhancing competencies.

did not define precisely many key administrative terms, including the point at which enrollment should occur. In recent years, this federal stance has changed, but a holdover from the initial period is the continued practice of linking enrollment to the actual beginning of the intended service, be it the first day of class attended, the first workday for OJT, or (in an extreme example of this) when participation in job club or job search assistance leads to employment.

There is no national survey that has collected information on the point of enrollment in local JTPA programs. However, most of the study sites enrolled individuals in classroom training when they attended their first class or in OJT when they worked their first day, though one site did enroll people during assessment. In a few sites, local staff could refer people to job search assistance or job club without enrolling them and observe how they acted in this setting as part of an "extended assessment." The applicants may never have been enrolled in JTPA unless they found a job or were referred to another service because their behavior in the job club showed motivation and promise of employability.[22]

These factors suggest that nonenrolled members (as well as enrolled members) of the treatment group could have had some post-random-assignment involvement with the JTPA system. As will become clearer in Chapter 4, this could complicate the calculation of impacts per person "participating" in JTPA because enrollment and receipt of some JTPA assistance may not be synonymous. In order to understand the extent to which this occurred, the research team drew a sample of nonenrolled treatment group members in 12 sites[23] and talked with local staff about their efforts to work with these individuals after random assignment.

Table 3.2 presents the findings from this special study. The local staff had no contact with 15 percent of this sample after random assignment; basically, they were unable to locate them again. Another 11 percent reported that they were no longer interested in JTPA, for a variety of reasons. Another 20 percent of the sample were recontacted, but staff never arranged service for them. The remaining 53 percent of the sample of nonenrolled treatment group members had some post-random-assignment involvement with JTPA without being enrolled. The most common service, provided for 36 percent of the sample, was one or more referrals to employers for a

[22]Legislation proposed by DOL and by members of Congress in 1991 to amend JTPA would tighten some of the definitions of key administrative terms, in recognition of this problem. In addition, DOL has recently issued new guidelines defining more precisely key administrative terms.

[23]The samples were drawn in two time periods: November 1988-January 1989 and March-June 1989, and included most of the SDAs where random assignment was occurring at those times. Within these time periods, random samples of nonenrolled treatment group members were drawn.

TABLE 3.2

PERCENTAGE DISTRIBUTION OF
POST-RANDOM ASSIGNMENT ACTIVITY IN JTPA
OF TREATMENT GROUP MEMBERS WHO DID NOT ENROLL

Activity	Nonenrollees (%)
No Further Contact	15
Further Contact, But Not Eligible	1
No Longer Interested (a)	11
Got job on own	5
Moved	2
Health problems	1
In another program	1
Reason unknown	3
Interested, But Made Contact Only and Received No Services	20
Interested and Received Service(s) (b)	53
Received further assessment and counseling	11
Referred to classroom training provider(s)	5
Received support service(s)	2
Referred to employer(s) for possible on-the-job training	36
Participated in job club or received job search assistance	20
Total	100
Sample Size	307

SOURCE: Information collected by MDRC site representatives during the National JTPA Study.

NOTES: Calculations for this table are based on data for a random sample of 307 treatment group members in the 18-month study sample who did not enroll in JTPA.

(a) When totaled, the subcategory percentages are over 11 percent because nonenrollees could cite more than one reason for no longer being interested in JTPA.

(b) When totaled, the subcategory percentages are over 53 percent because some nonenrollees received more than one service.

possible OJT position. Twenty percent of the sample participated in job club or other job search assistance. This small study suggests that local staff worked with about half of the treatment group members who never enrolled in JTPA, though in many cases little service was provided.

The results from this survey suggest that local staff worked (with a wide range of intensity and commitment) with about 80 percent of the treatment group. This 80 percent consisted of the 64 percent who were enrolled, plus an additional 18 percent (i.e., half of the 36 percent of nonenrollees) who were never enrolled but did have some post-random-assignment JTPA involvement.[24]

[24]This finding does not relate directly to the ongoing debate about how much local JTPA programs "cream" in selecting enrollees, i.e., seek more employable clients and shy away from enrolling harder-to-serve clients. Much of this creaming, if it existed, could have occurred before the point of random assignment, the point at which the 18-month treatment group sample was identified. Random assignment followed local staff's assessment of clients and a decision that they would be appropriate for the program. Nevertheless, as analysis presented in Chapter 7 shows, there were differences in the rate at which SDAs in the study enrolled the subgroup in the sample with the most barriers to employment. There were also some differences in overall enrollment rates among subgroups in the sample defined by ethnicity, education, gender, and other personal characteristics.

CHAPTER 4

KEY POLICY QUESTIONS AND THE RESULTING STUDY DESIGN

This chapter – building on Chapter 3's description of the typical flow of potential JTPA enrollees – discusses how competing study objectives presented issues that had to be addressed in developing the research design. The discussion focuses on three key research design issues: choosing the random-assignment model, providing alternative program impact estimates, and defining the service strategies analyzed in the study. In addressing this third issue, the chapter presents information on the services received by treatment group members recommended for the three service strategies analyzed.

I. Choosing the Random-Assignment Design

The choice of the random-assignment design determines the questions that the research can address. DOL's multiple goals for the study presented a challenge in developing the research design. These goals, in brief, were to estimate overall impacts for JTPA programs in the sites, to estimate impacts for specific service strategies anchored in classroom training in occupational skills (CT-OS) and on-the-job training (OJT), and to assess the impact of local programs that were following their normal practices as much as possible.

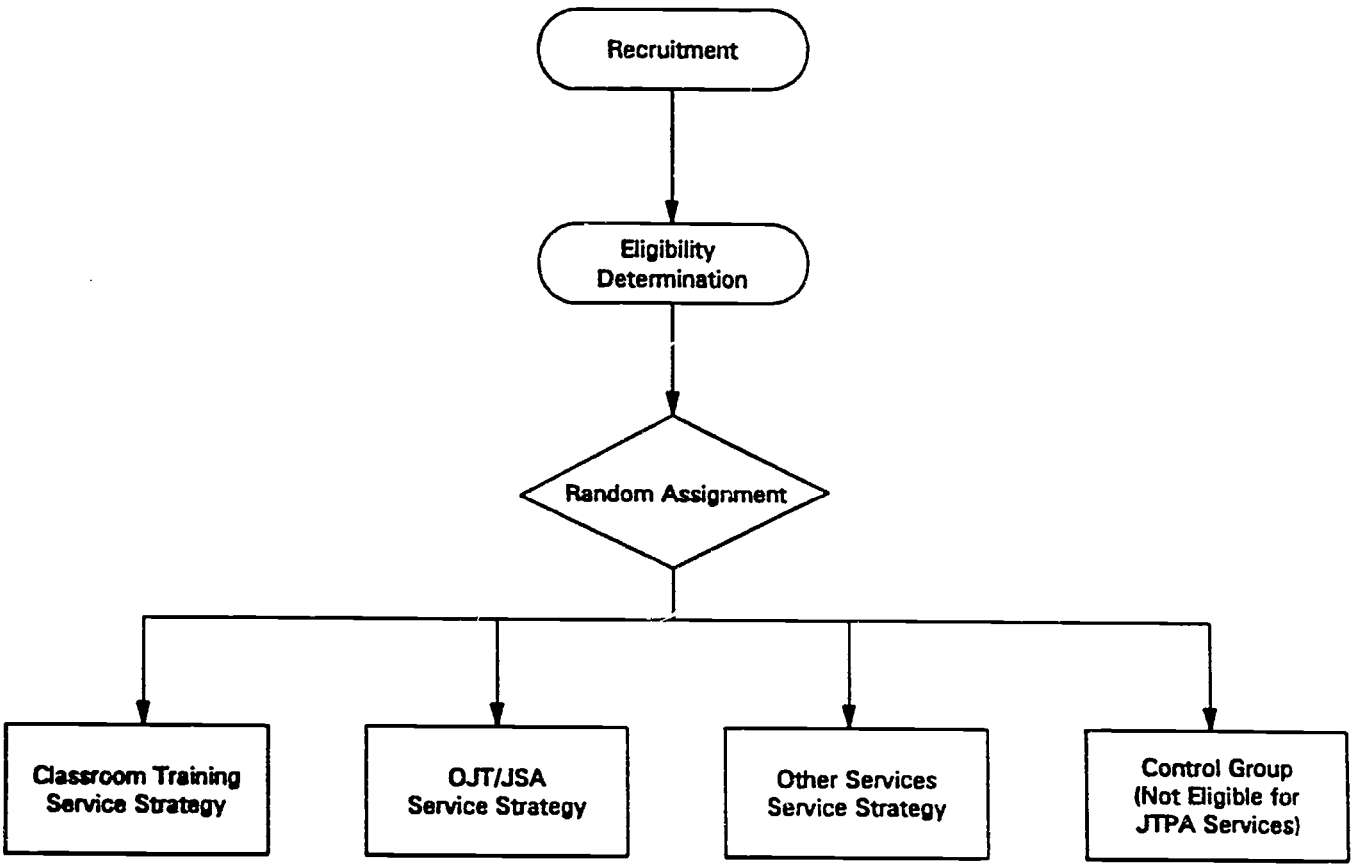
The first two goals (overall program net impacts and specific service strategy net impacts) could both have been accomplished using the research design presented in Figure 4.1, where random assignment occurs after eligibility determination, but before local staff have an opportunity to recommend services. Under this approach, applicants who are found by local staff to be eligible for JTPA and appropriate for its services through a preliminary assessment would be randomly assigned to one of three service strategies or to a control group. This design could produce three types of impact estimates (the two required net impacts plus another type of estimate):

1. **Overall program impacts:** Comparisons of the post-random-assignment experiences of the three treatment groups with the control group would produce estimates of the impact of the overall program.

2. **Service strategy impacts:** Comparisons of those in the treatment group for a service strategy with the control group would produce estimates of the impact of that service strategy.

FIGURE 4.1

POTENTIAL DESIGN FOR RANDOM ASSIGNMENT
TO A SERVICE STRATEGY OR TO THE CONTROL GROUP
(NOT USED IN THE NATIONAL JTPA STUDY)



3. **Comparisons of the relative (or "differential") impacts of service strategies:** Because assignment to each of the three treatment groups and to the control group would have been random, these groups would initially have been similar at random assignment except for the differences in access to JTPA services. This would permit comparisons of the impact of one service strategy with another.

While this approach has advantages, it is clearly inconsistent with DOL's third objective: to study local programs that were following normal JTPA practices insofar as possible. Random assignment of applicants to service strategies would override the normal assessment and service recommendation practices of SDAs and prevent the estimation of impacts for those who normally receive the various services. Since individualized service plans based on client interests and needs are one objective of JTPA, this research design was not acceptable.

Instead, the research team sought to introduce random assignment into the application process in a less disruptive way while still producing (1) an estimate of the net impact of overall JTPA services in the study sites and (2) estimates of the net impact of each service strategy *for the people local staff found appropriate for it.* In the resulting research design, presented in detail in Figure 3.1 and summarized in Figure 4.2, random assignment follows local staff recommendations for services and designation of a service strategy.

This design addresses the two central impact questions:

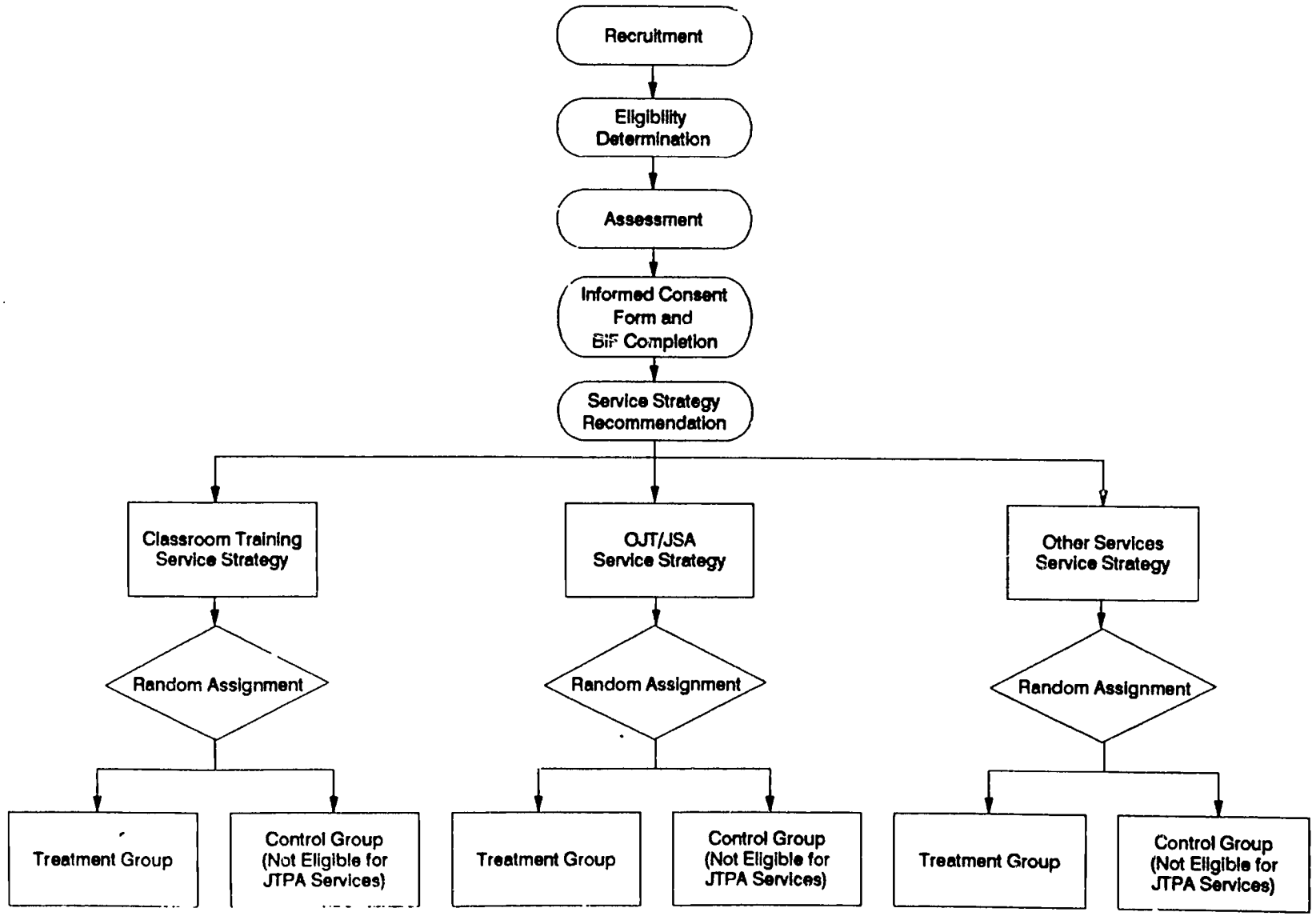
1. **Overall program net impacts** are estimated by combining the three treatment groups (recommended for the classroom training, OJT/JSA, and other services strategies) and comparing their experience following random assignment with a combined control group made up of the three separate control groups.

2. **Service strategy net impacts** are estimated by comparing the experiences of the treatment group for each strategy with those of the control group for that strategy.

This strategy also preserves to a much greater extent local staff's ability to operate their programs following normal practices as to intake, assessment, and service referral. However, the research design used in this study does not produce experimental comparisons of the relative (or "differential") impacts of service strategies because assignment to each of the three treatment groups and the control group was not random. Therefore, those referred to the three service strategies differed initially on many characteristics in addition to the services to which they were given access. This choice of research design rests on an implicit decision by DOL that testing

FIGURE 4.2

FINAL DESIGN FOR RANDOM ASSIGNMENT
FOLLOWING ASSESSMENT AND RECOMMENDATION OF A SERVICE STRATEGY
(USED IN THE NATIONAL JTPA STUDY)



JTPA as closely as possible to the way it normally operates was more important than producing, through the experiment, differential impacts for the service strategies.

Once this choice was made, the research team faced the issue of when in the client flow to do random assignment, which also involved balancing research goals. The goal of estimating net impacts leads to a desire to place random assignment as early in the intake process as possible in order to lessen the control group's contact with the program. Yet local staff had to work with a client long enough to make recommendations for services and designate a service strategy before random assignment.

Another factor also was relevant: as mentioned in Chapter 3's discussion of client flow, at each stage in program intake applicants can "exit" the system. Therefore, the closer random assignment is placed to the actual start of services (i.e., the later in the intake process), the higher the proportion of the treatment group receiving services. This makes the comparison of the experiences of the treatment group to the control group closer to a test of the impact of *service receipt* (which would be preferred) as opposed to the *offer of services*.

The choice made for the research design placed greater emphasis on producing net impacts of JTPA (i.e., a control group with little involvement with the program) than on producing high enrollment rates in specific JTPA services. The research team worked with staff in each site to identify an early point in JTPA client flow at which local staff believed they could decide whether an applicant was appropriate for JTPA and identify the appropriate services and service strategy. In most cases, this came at the end of the normal assessment, which typically occurred quite early in the application process. In one site, staff decided to perform an initial assessment of clients earlier than it normally did.[1]

II. Providing Alternative Program Impact Estimates

These decisions on the point of random assignment increased the importance of providing alternative impact estimates:

- **a pure "experimental" comparison** of the treatment group and the control group, which measures the impact of providing access to JTPA services to those people who local staff recruited, assessed, and found eligible and appropriate for the program; and

[1]This occurred in Larimer County, Colorado. See Appendix A for the details of client flow and random assignment in this site.

- **a conversion of this estimate** to an approximate measure of the impact of JTPA on people who actually received services; i.e., adjusting for the fact that some treatment group members never received program services.

Calculating the pure experimental impact estimate is relatively straightforward: this estimate is the difference in the average outcomes for treatment group members compared with the averages for control group members. The outcomes measured in this study include, among others, employment rates and earnings. These impacts are labeled "impacts per assignee" in the 18-month impact report and stand for "impacts per person randomly assigned to the 18-month treatment group sample."[2] This treatment-control group comparison rests solely on the validity of random assignment, which assures that there were no systematic differences between the two groups at random assignment except that the treatment group was then given access to JTPA services and the control group was not.

Ideally, one would convert this measure of the impact of the *offer* of access to JTPA to an estimate of the impact of *receiving* JTPA services, i.e., "impacts per service recipient." However, two types of issues arise in this effort.

On the data side, the only measure of service receipt in JTPA available for the entire sample comes from the local SDA enrollment records. The results reported earlier on the involvement of nonenrolled treatment members with JTPA imply that enrollment records understate the receipt of JTPA assistance. The small sample size of this special study of nonenrolled treatment group members makes it impossible to use these data to develop a more accurate measure of service receipt for the full sample; thus, enrollment has to be used as a proxy measure of "participation" in the program, even though it is likely to understate service receipt.

Putting aside these data problems, there is no technique for directly calculating impacts per enrollee that is as reliable as the pure experimental calculation of impacts per assignee. Enrollees in JTPA are not a random sample of all treatment group members so it is incorrect to compare the experiences of enrollees with those of the entire control group. Since there is at this time no reliable way to identify the control group counterparts of people in the treatment group who ended up enrolling in JTPA, a different approach must be tried.[3]

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[2]Bloom et al., 1993.

[3]Such attempts encounter the types of analytical difficulties that earlier nonexperimental impact studies experienced, which led DOL to decide on a random-assignment impact study. The nonexperimental component of this project is attempting to develop new methods to address these problems.

The precise details of the underlying assumptions and the calculations used to convert impacts per assignee to impacts per enrollee are discussed in the 18-month impact report, but the approach used assumes that all program impacts accrue to those who participated in JTPA (i.e., that nonparticipants were unaffected by JTPA) and that enrollment is a good measure of participation. Impacts per enrollee are, therefore, "scaled up" impacts per assignee, reflecting the assumption that enrollees are the source of all program impacts. As an illustration of this conversion from impacts per assignee to impacts per enrollee, if the program affects only enrollees, and if half of the treatment group enrolls in the program, then impacts per enrollee will be twice those per assignee.[4]

This implied impact per enrollee rests on an untestable assumption that nonenrollees are unaffected by the program. However, the finding of nonenrolled service receipt, reported in Chapter 3, illustrates the need to question this assumption.

Recognizing this need for caution, the 18-month impact report presents impacts per assignee *and* per enrollee, but argues that these "bracket" the ideal estimate: impacts per service recipient. To illustrate why this is true, assume again that 50 percent of the treatment group were enrolled, so that a conversion from impacts per assignee to impacts per enrollee would double the size of the impacts. However, if an additional 25 percent of the treatment group, for example, received some JTPA service without enrollment, then 75 percent of the treatment group were actually service recipients (50 percent enrolled, 25 percent not). Impacts *per service recipient* would be only 50 percent larger than impacts per assignee.

The only assumption needed for this bracketing argument to hold is that any program impacts on nonenrolled "service recipients" do not have a different sign than the impacts on enrollees. For example, if program impacts on enrollees are positive, the impacts on nonenrollees must be zero or positive. If this assumption holds, the "intensity" of the services received by nonenrollees and the size of the resulting impacts determine the "width" of the bracket: typically, the less intensive the services, the smaller the bracket.

The findings on nonenrolled involvement in JTPA, reported in Chapter 3, are generally consistent with this view, since most of the service for the half of the sample receiving some JTPA assistance is clearly not intensive. However, in instances where individuals are referred to

[4]The conversion is made by dividing impacts per assignee by the enrollment rate. In this example, division by .5 doubles impacts. See Bloom et al., 1993, for the details of this procedure.

job club, they could have participated in the same services that led to enrollment for those who found a job.

III. Defining Understandable and Operationally Relevant Service Strategies

The third major research issue confronted in the study was the need to define service strategies for the analysis that allowed separate analysis of key service emphases (classroom training and OJT) while modifying normal assessment and service delivery practices as little as possible. The discussion in Chapter 3 on the client flow in JTPA described the definitions of service strategies that local staff used as part of the random-assignment process. A proof of the usefulness of the definitions comes not from their theoretical attractiveness, but rather by examining the patterns of service recommendations and enrollment for the individuals randomly assigned to see if these desired service emphases actually did emerge as the study was implemented.

To summarize the conclusion of this section: treatment group members in the classroom training service strategy clearly received services that emphasized basic education and CT-OS, with relatively high enrollment rates and a high percentage of enrollees receiving some type of classroom-based services. Treatment group members in the OJT/JSA service strategy had lower rates of enrollment in JTPA, but again a high percentage of enrollees received one of these services. As intended, the other services strategy produced a diverse collection of services. There was great variation among the sites in service emphasis and enroliment rates, topics discussed in Chapter 7 of this report.

Table 4.1 shows the service recommendations made by local staff for the 18-month treatment group sample, with individuals grouped into the three service strategies defined for this study: classroom training, OJT/JSA, and other services. For all groups (shown in the first column), staff recommended the classroom training service strategy for 36 percent of the individuals, OJT/JSA for 37 percent, and other services for 27 percent. Under each service strategy subheading, the rows show the percentage of the sample that staff recommended for the individual services and combinations of services. For example, staff recommended 32 percent of all groups for CT-OS as a sole service, 1 percent for CT-OS and job search assistance, and so forth.

The pattern of service recommendations varied greatly among the four target groups shown in the remaining columns of Table 4.1. Staff recommended the classroom training service strategy for 44 percent of adult women and female youths compared with only 25 percent of adult men

TABLE 4.1

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS AND RECOMMENDED PROGRAM SERVICES, BY TARGET GROUP

Recommended Service Strategy and Program Services	All Target Groups (%)	Adult Men (%)	Adult Women (%)	Male Youths (%)	Female Youths (%)
Classroom Training	35.9	24.6	44.0	29.9	44.3
CT-OS only	31.5	21.4	38.6	26.4	39.3
CT-OS and JSA	0.8	0.6	1.3	0.2	0.7
CT-OS and BE	0.6	0.2	0.5	1.2	1.2
CT-OS and misc. services (a)	0.2	0.1	0.2	0.3	0.5
CT-OS and 2 or more other services	2.7	2.4	3.4	1.7	2.6
OJT/JSA	37.4	48.7	35.0	32.9	23.2
OJT only	24.0	29.8	23.6	19.9	16.0
OJT and JSA	8.1	12.2	7.0	6.5	3.7
OJT and BE	0.2	0.2	0.0	0.5	0.1
OJT and misc. services (a)	0.6	0.1	1.1	0.6	0.7
OJT and 2 or more other services	4.5	6.5	3.2	5.4	2.7
Other Services	26.7	26.7	21.0	37.3	32.5
JSA only	5.8	8.6	5.2	4.9	2.0
BE only	2.7	0.4	1.1	8.5	6.9
Misc. services only (a)	13.2	14.4	10.0	16.5	15.7
CT-OS and OJT	0.3	0.1	0.4	0.3	0.3
JSA and BE	0.1	0.1	0.0	0.1	0.1
JSA and misc. services (a)	1.6	1.9	1.6	1.4	1.3
BE and misc. services (a)	1.1	0.2	0.3	3.6	3.3
3 or more services	2.0	1.0	2.4	1.9	2.9
Total	100.0	100.0	100.0	100.0	100.0
Sample Size	11,474	3,759	4,465	1,436	1,814

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

Recommended service strategy distributions may not total 100.0 percent because of rounding. Recommended program service distributions may not total the percentage recommended for the service strategy because of rounding.

(a) Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

and 30 percent of male youths. Staff recommended the OJT/JSA service strategy for 49 percent of adult men and 33 percent of male youths compared with 35 percent of adult women and 23 percent of female youths.[5]

Table 4.2 presents JTPA enrollment rates for treatment group members recommended for each service strategy, by target group. In the 18-month treatment group sample, 64 percent of the treatment group were enrolled in JTPA at some point in the 18-month follow-up period covered by this report, as shown in the bottom row of the column marked "All Target Groups." The rows show enrollment rates for each of the three service strategies, with classroom training having the highest rate (72 percent) and OJT/JSA the lowest rate (57 percent) for all target groups.[6] Within each service strategy, the variation in enrollment rates across the target groups is relatively small. Aggregating across all service strategies, adult men were slightly less likely to enroll than were the other target groups.

Moving beyond this summary measure of JTPA enrollment, it is useful to describe the key services received by individuals in each service strategy. This can be done in two ways: (1) by calculating the proportion of all treatment group members enrolled in specific services and (2) by focusing on those who enrolled and calculating the proportion of enrollees who received specific services. Both measures are useful and are presented in the following discussion. The first measure is useful in characterizing the overall "strength" of the JTPA services received by the entire treatment group. In the impact analysis, the primary impact estimate is calculated by comparing the experiences of treatment group members with control group members, so this measure is important in assessing the additional services received by the treatment group compared with the services received by the control group.[7] The second measure – services received by those who enroll – is the same as that used in national reports on JTPA services. This second measure, because it involves a shift to the smaller base of enrollees, produces higher rates of receipt for individual services.

Table 4.3 summarizes the JTPA enrollment data for the treatment group members by presenting information on the two key services, by target group and service strategy. The top panel presents data for all members of the treatment group; e.g., 61 percent of all adult male

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[5]Members of the nonexperimental analysis team of the National JTPA Study are seeking ways to model statistically the process of assessment and service recommendation in four of the 16 study SDAs. See Bloom et al., 1990, Chapter 6, for a discussion of the plans for this research.

[6]A later section of this chapter discusses possible reasons for this pattern.

[7]The 18-month impact report presents information on the differences between the treatment and control groups in service receipt as part of its analysis of program impacts.

TABLE 4.2

ENROLLMENT RATES FOR TREATMENT GROUP MEMBERS,
BY SERVICE STRATEGY AND TARGET GROUP

Service Strategy	All Target Groups (%)	Adult Men (%)	Adult Women (%)	Male Youths (%)	Female Youths (%)
Classroom Training	72.4	71.2	72.8	74.8	71.5
OJT/JSA	56.5	56.6	55.4	58.5	57.5
Other Services	62.3	58.9	62.4	67.7	63.1
All Strategies	63.8	60.8	64.6	66.8	65.5

SOURCE: MDRC calculations from Background Information Form responses and program enrollment data from the 16 SDAs.

NOTE: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

TABLE 4.3

KEY SERVICES FOR TREATMENT GROUP MEMBERS AND ENROLLEES,
BY TARGET GROUP AND SERVICE STRATEGY

Sample and Target Group	Classroom Training	OJT/JSA	Other Services
Treatment Group Members			
Adult Men	61% enrolled in CT-OS or BE	49% enrolled in OJT or JSA	52% enrolled in JSA or misc. services (a)
Adult Women	65% enrolled in CT-OS or BE	49% enrolled in OJT or JSA	52% enrolled in JSA or misc. services (a)
Male Youths	60% enrolled in CT-OS or BE	49% enrolled in OJT or JSA	56% enrolled in BE or misc. services (a)
Female Youths	62% enrolled in CT-OS or BE	49% enrolled in OJT or JSA	50% enrolled in BE or misc. services (a)
Enrollees			
Adult Men	86% enrolled in CT-OS or BE	87% enrolled in OJT or JSA	89% enrolled in JSA or misc. services (a)
Adult Women	89% enrolled in CT-OS or BE	88% enrolled in OJT or JSA	82% enrolled in JSA or misc. services (a)
Male Youths	80% enrolled in CT-OS or BE	85% enrolled in OJT or JSA	83% enrolled in BE or misc. services (a)
Female Youths	86% enrolled in CT-OS or BE	85% enrolled in OJT or JSA	80% enrolled in BE or misc. services (a)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all treatment group members and enrollees in the 18-month study sample.

(a) Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

treatment group members recommended for the classroom training service strategy were enrolled in CT-OS, basic education (BE), or both. The bottom panel presents data for those who enrolled in JTPA, i.e., the percentage of enrollees receiving the two key services.

Both measures show a clear emphasis for each service strategy, as envisioned in the research design. The lower panel on enrollees shows the following emphases:

- **Classroom training:** Most enrollees were active in classroom-based services of some type. Eighty-six percent of adult male enrollees, 89 percent of adult female enrollees, 80 percent of male youth enrollees, and 86 percent of female youth enrollees were active in CT-OS, basic education, or both;

- **OJT/JSA:** Most enrollees were active in OJT or job search assistance. Eighty-seven percent of adult male enrollees, 88 percent of adult female enrollees, 85 percent of male youth enrollees, and 85 percent of female youth enrollees were active in OJT, job search assistance (JSA), or both; and

- **Other services:** The predominant types of services differed between adults and youths. Eighty-nine percent of adult male enrollees and 82 percent of adult female enrollees were active in job search assistance or miscellaneous services, while 83 percent of male youth enrollees and 80 percent of female youth enrollees were active in basic education or miscellaneous services.

Table 4.4 provides more detail on the nature of the JTPA services in which treatment group members in each service strategy enrolled.[8] Like Table 4.3, this table includes data for *all treatment group members* in the top panel and for *enrollees* in the bottom panel. It shows the percentages of *those enrolled in JTPA* who received various JTPA services. Since enrollees could receive more than one of the listed services, the percentages for enrollment in the individual services in the top panel add to more than the overall enrollment rate in JTPA and the percentages in the bottom panel add to more than 100 percent. The first column presents information for all strategies combined, and the remaining columns list the three service strategies.

The second column of the bottom panel (enrollees in the classroom training strategy) shows that 78 percent of enrollees received CT-OS and 18 percent received basic education. Thus, local staff were relatively successful in getting treatment group members in this service strategy into their recommended primary service of CT-OS. In addition, 5 percent received OJT, 27 percent received job search assistance, and 19 percent received miscellaneous services.

In the OJT/JSA service strategy, 50 percent of enrollees received OJT and 51 percent received job search assistance. Thus, the vast majority of enrollees received some type of service

[8]Detailed tables for each of the target groups are included in Appendix B.

TABLE 4.4

SERVICE RECEIPT RATES FOR TREATMENT GROUP MEMBERS AND ENROLLEES, BY SERVICE STRATEGY

Sample and Program Service Received	All Strategies	Classroom Training	OJT/JSA	Other Services
Treatment Group Members				
Ever Received (%)				
Classroom training in occupational skills (CT-OS)	23.9	56.2	3.3	9.4
On-the-job training (OJT)	13.1	3.8	28.0	4.7
Job search assistance (JSA)	23.0	19.5	28.9	19.7
Basic education (BE)	10.0	12.9	3.1	15.7
Miscellaneous services (a)	16.6	13.4	8.6	31.9
Sample Size	11,474	4,123	4,287	3,064
Enrollees				
Ever Received (%)				
Classroom training in occupational skills (CT-OS)	37.5	77.6	5.8	15.1
On-the-job training (OJT)	20.5	5.2	49.6	7.5
Job search assistance (JSA)	36.1	26.9	51.1	31.6
Basic education (BE)	15.7	17.8	5.5	25.2
Miscellaneous services (a)	26.0	18.6	15.2	51.1
Sample Size	7,316	2,986	2,421	1,909

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all treatment group members and enrollees in the 18-month study sample.

In each panel, the total service receipt rate in each service strategy may be over 100.0 percent because some treatment group members and enrollees received more than one service.

Tests of statistical significance were not performed.

(a) Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

designed to place them immediately in an unsubsidized job or a job providing subsidized training. In addition, 15 percent received miscellaneous services.

As planned, the other services strategy comprises a mixture of services. This reflects the fact that very different types of applicants could be referred to this service strategy. It includes the most job-ready applicants, who were recommended only for job search assistance, and those for whom pretraining services such as basic education or preemployment skills and exposure to the world of work (included within miscellaneous services in Tables 4.3 and 4.4) were appropriate. Consequently, the services received varied between adults and youths, with job search assistance, basic education, and miscellaneous services all being important.

The operational reality of tasks involved in arranging different types of JTPA services helps explain the differing enrollment rates and service receipt across the three service strategies. For classroom training, JTPA staff must identify a service provider (i.e., a community college, technical institute, proprietary school, or community-based organization) that offers training the client wants and that will accept someone with the client's qualifications. In many SDAs, especially those that include urban areas, there are several agencies whose mission is to provide training.[9]

While making a match between a client and a classroom training provider is not always easy, the JTPA agency and the service provider have similar missions (providing training) and may well see each other as continuing partners. JTPA may be a major funder of training in a community, especially at community-based organizations and other agencies without major state government grants-in-aid. JTPA staff report that they often know the details of entrance requirements for different types of training and use this in developing recommendations for individual clients. In some jurisdictions, training agencies may even accept the test results and assessment made by JTPA staff.[10] These factors suggest that a relatively high proportion of the classroom training program group will be placed with a training agency and enrolled in JTPA.

The process for developing an OJT position differs substantially and in ways likely to lead to lower rates of enrollment – both in OJT and in JTPA overall – for the OJT/JSA service strategy. Private employers' main goal is producing goods or services, not subsidized training. They must be induced to participate as employers and trainers through a combination of financial

[9]Among the SDAs in the study, rural sites such as Butte, Montana, and Northwest Minnesota worked with as few as three classroom training service providers for adults and out-of-school youths, while more urban sites such as Fort Wayne, Indiana, typically contracted with 20 or more agencies for training.

[10]Service providers may be hesitant to do this when they are paid through a performance-based contract with a substantial proportion of funds tied to successful completion of training and placement in a job.

incentives and assurances that the administrative costs will not overwhelm the subsidy they receive. Even in small programs, local staff have to develop OJT positions with many different employers. With minority clients, staff may face employer discrimination, which can be subtle and hard to document, and employers considering offering an OJT position typically retain the hiring authority. Finally, clients are likely to be actively seeking employment (as those slated for the classroom training strategy often are not), either on their own or through other program services such as job search assistance. If a client does find an unsubsidized job, it could result in no JTPA enrollment (if the placement was unrelated to the program) or to an enrollment in job search and a placement.

These operational realities also affect the experiences of those members of the treatment group who were never enrolled in JTPA. Table 4.5 is based on the special survey of the nonenrolled treatment group members referred to in Table 3.2. It shows that in the classroom training strategy, most of those who were never enrolled in JTPA either lost contact with the program (28 percent), were no longer interested in JTPA (19 percent), or did not receive any substantial services from local staff (28 percent). In this service strategy, for the remaining 23 percent of the nonenrolled, local staff worked unsuccessfully to arrange a service and enroll the client.

The situation for OJT/JSA is in sharp contrast. Staff worked unsuccessfully with 68 percent of the nonenrolled to arrange a service and enroll the client. Fifty-seven percent of this sample of the nonenrolled were referred to employers for a potential OJT position, while 23 percent received other help finding a job.

The data in this table provide supporting evidence that arranging placement in a service that results in enrollment in JTPA is easiest in the classroom training service strategy. The JTPA enrollment rate is highest for those recommended for this strategy, and the rate at which staff work with clients without producing an enrollment is lowest (23 percent rate for classroom training versus 68 percent for OJT/JSA and 49 percent for other services).

To summarize, nonenrolled post-random-assignment involvement in JTPA was most common among those in the OJT/JSA service strategy and least common among those in the classroom training strategy. Since JTPA enrollment rates follow an opposite pattern, when nonenrolled data are combined with enrolled data, differences in involvement with JTPA among the service strategies diminish. Those in the OJT/JSA strategy were slightly *more* likely (86 percent) to have

TABLE 4.5

PERCENTAGE DISTRIBUTIONS OF POST-RANDOM ASSIGNMENT ACTIVITY IN JTPA OF TREATMENT GROUP MEMBERS WHO DID NOT ENROLL, BY SERVICE STRATEGY

Activity	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
No Further Contact	28.1	5.4	20.6
Further Contact, But Not Eligible	1.8	0.7	2.0
No Longer Interested	19.3	10.1	7.8
Interested, But Made Contact Only and Received No Services	28.1	16.2	21.6
Interested and Received Service(s) (a)	22.8	67.6	49.0
Received further assessment and counseling	10.5	10.8	11.8
Referred to classroom training provider(s)	10.5	2.7	5.9
Received support service(s)	1.8	3.4	1.0
Referred to employer(s) for possible on-the-job training	3.5	56.8	24.5
Participated in job club or received job search assistance	0.0	23.0	26.5
Total	100.0	100.0	100.0
Sample Size	57	148	102

SOURCE: Information collected by MDRC site representatives during the National JTPA Study.

NOTES: Calculations for this table are based on data for a random sample of 307 treatment group members in the 18-month study sample who did not enroll in JTPA.

Distributions may not total 100.0 percent because of rounding.

(a) When totaled, the subcategory percentages in each service strategy are over 22.8, 67.6, and 49.0 percent, respectively, because some nonenrollees received more than one service.

had some post-random-assignment involvement with JTPA than people in the other strategies (81 percent for other services and 79 percent for classroom training).[11]

To sum up, three main findings emerge from this chapter. First, the chosen point of random assignment produced estimates of the overall impact of JTPA for the entire sample and target groups and subgroups, as well as impacts for individuals recommended for three service strategies. Second, the research design allows calculation of estimates in two ways: impacts per assignee (based on a comparison of the treatment and control groups), which can be converted to impacts per enrollee, though the assumptions underlying this conversion (while they appear reasonable) cannot be tested. Third, the service strategies analyzed in the implementation and impact research did have clear programmatic emphases. The focus of the classroom training strategy was as expected, while OJT/JSA involved job placement (through subsidized OJT or job search). The other services strategy emphasized job search assistance and miscellaneous services for adults, and basic education and miscellaneous services for youths.

[11]The sample for this special study was too small to allow simultaneous disaggregation by target group and service strategy.

CHAPTER 5

SERVICES RECEIVED BY ADULT ENROLLEES

This chapter describes the distribution of JTPA services among adult members of the 18-month treatment group sample who were officially enrolled in JTPA.[1] The analysis shifts away from the focus of the previous chapters on artifacts of the research design such as distinctions between all treatment group members and enrollees and the concept of "recommended service strategies." For the analysis in this chapter, adult enrollees have been grouped according to the types of services they actually received rather than the service strategies for which they were recommended at assessment and random assignment. Within this framework, the chapter analyzes service receipt rates and the length of enrollment for the adult target groups (men and women) and other key subgroups of adult enrollees.

Readers of the 18-month impact report can use the information in Chapters 5 and 6 as a context for understanding a key determinant of program impacts: the types and duration of services that enrolled treatment group members received.[2] The chapters also provide a perspective on how JTPA resources were distributed among key demographic groups that the SDAs tried to target for services.

This chapter (and Chapter 6, which focuses on out-of-school youths) organizes the analysis of services received and length of enrollment around five mutually exclusive categories. The five categories divide the sample into two groups of enrollees who received some form of occupational training (either in the classroom or on the job) and three groups who received other services without occupational training. The categories are: (1) classroom training in occupational skills (CT-OS) only or CT-OS in combination with on-the-job training (OJT), basic education, job search assistance, or miscellaneous services (referred to in the tables and text as CT-OS); (2) OJT only or OJT in combination with basic education, job search assistance, or miscellaneous services

[1]As noted in earlier chapters, treatment group members were identified as "officially enrolled in JTPA" if the local SDA staff established an enrollment record on their JTPA management information system (MIS) during the 18-month follow-up period.

[2]See Bloom et al., 1993, for an analysis of another key determinant of program impacts: the extent to which control group members received equivalent services from sources other than JTPA.

(referred to in the tables and text as OJT);[3] (3) basic education only, without occupational training, or basic education in combination with job search assistance or miscellaneous services (referred to in the tables as non-training education and in the text as basic education without training);[4] (4) job search assistance only; and (5) miscellaneous services only or miscellaneous services in combination with job search assistance (referred to in the tables and text as miscellaneous non-training services).

These five service categories provide a framework for examining service receipt rates for JTPA enrollees and for analyzing the determinants of a key facet of service intensity: length of enrollment. Following is an overview of key findings in this chapter:

- **A majority of the enrolled adults received some form of occupational training through either CT-OS or OJT.** Thirty-eight percent of the adult enrollees received CT-OS and an additional 21 percent received OJT. Nineteen percent of the adult enrollees received job search assistance only, and the remainder received either basic education without training or other non-training services.

- **Adult enrollees with two or three of the employment barriers analyzed (high school dropout, limited work experience, and cash public assistance recipient) were less likely to receive OJT and job search assistance only and more likely to receive basic education without training than those with no employment barriers.** Adults with limited work experience or who were receiving public assistance were more likely to receive classroom-based services such as CT-OS and basic education without training and less likely to receive employment-based services such as OJT and job search assistance only receipt than adults without these employment barriers. Adults with no high school diploma or GED were less likely to receive CT-OS and more likely to receive basic education without training than high school graduates or GED recipients.

- **Women tended to receive classroom-based services while men tended to receive employment-based services. Employment barriers accounted for much of the gender difference in OJT receipt, but very little of the difference in CT-OS receipt.** Overall, 56 percent of the adult women – compared with 34 percent of the men – received either CT-OS or basic education without training. By contrast, 49 percent of the adult men – compared with 33 percent of the women – received OJT or job search assistance only.

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[3]Note that the 1.3 percent of the adult enrollees who received both CT-OS and OJT are grouped only in the CT-OS service category. This is because CT-OS was often the primary service, with an OJT used as a temporary link to an unsubsidized job.

[4]Basic education includes a range of education services: adult basic education (commonly referred to as ABE), GED preparation, English as a second language classes (commonly referred to as ESL), and community college courses. These are all grouped under the term "basic education" in order to differentiate them from CT-OS.

- **Black and Hispanic enrollees were more likely to receive CT-OS and less likely to receive OJT than white enrollees. Employment barriers accounted for some, but not all, of the ethnic differences in service receipt.** Fifty-one percent of the black enrollees and 39 percent of the Hispanic enrollees received CT-OS compared with 31 percent of the white enrollees. By contrast, 26 percent of the white enrollees received OJT compared with 16 percent of the black enrollees and 11 percent of the Hispanic enrollees.

- **The median length of JTPA enrollment for adults in the five service categories ranged from almost five months to only one month.** Overall, the median length of enrollment for adult enrollees was 3.2 months. The median length of enrollment was longest at 4.8 months for those who received CT-OS and shortest at one month for those who received job search assistance only. The median length of enrollment for adults who received OJT was 2.5 months.

These general findings are discussed in greater detail in the following sections of the chapter.

I. Service Receipt in the Five Service Categories

After describing the overall distribution of services among enrolled adults, this section presents three levels of analysis of the types of services received by adults. It examines the services received by each of the two adult target groups (men and women), analyzes differences in service receipt rates among selected subgroups of adults, and, finally, examines whether service receipt differences among adults with various combinations of employment barriers account for gender and ethnic differences in service receipt.

The top row in Table 5.1 lists the service receipt rates for adult enrollees in each of the five service categories. Overall, 59 percent of the adults received some type of occupational training -- either in the classroom or on the job. This number was calculated by adding the percentages of all adults who ever received CT-OS (38 percent) and of all adults who ever received OJT (21 percent). The table also shows that 19 percent of the adults received job search assistance as their only service, 8 percent received basic education without training, and the remaining 14 percent received miscellaneous non-training services.

The remainder of Table 5.1 lists selected subgroups of adult enrollees and the percentage of each subgroup who received each category of services. Statistical tests were performed to determine whether there were significant differences in service receipt rates between the first subgroup listed under each characteristic and each of the other subgroups. For example, among the subgroups defined by ethnicity, the table indicates that there was a statistically significant

TABLE 5.1

SERVICE RECEIPT RATES FOR ADULT ENROLLEES,
BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)		OJT (b) (%)		Non-Training Education (c) (%)		JSA Only (%)		Misc. Non-Training Services (d) (%)	
All Adult Enrollees	5,169	38.0		20.8		7.9		19.2		14.0	
Target Group											
Adult Men	2,286	26.3		24.3		7.2		25.0		17.2	
Adult Women	2,883	47.2	***	18.1	***	8.4	*	14.7	***	11.6	***
Age											
22-29	2,305	39.1		22.3		8.2		16.4		14.0	
30-44	2,239	39.2		19.2	***	8.2		19.5	***	13.9	
45 and over	625	29.6	***	21.1		5.6	**	28.8	***	14.9	
Ethnicity											
White, non-Hispanic	2,941	30.6		25.9		9.1		20.0		14.5	
Black, non-Hispanic	1,432	50.5	***	15.6	***	2.7	***	19.7		11.5	***
Hispanic	589	38.7	***	11.0	***	15.8	***	16.3	**	18.2	**
Other	207	55.1	***	13.0	***	3.9	**	14.0	**	14.0	
Education											
High school diploma or GED	3,491	41.3		20.8		4.0		20.3		13.6	
No high school diploma or GED	1,342	29.4	***	21.7		17.8	***	16.6	***	14.5	
Work Experience											
Worked 13 weeks or more in 12 months before assignment	2,428	34.4		23.7		6.0		21.9		14.0	
Worked fewer than 13 weeks in 12 months before assignment	2,178	42.2	***	17.5	***	9.6	***	16.1	***	14.6	
Public Assistance Receipt											
Not receiving AFDC or other cash assistance at assignment	3,287	34.8		23.8		5.1		22.2		14.1	
Receiving AFDC or other cash assistance at assignment	1,405	47.1	***	14.0	***	14.7	***	11.5	***	12.7	
Barriers to Employment (e)											
None	1,828	35.6		24.1		2.6		23.5		14.2	
1	1,952	37.5		21.6	*	6.7	***	20.5	**	13.7	
2	1,092	42.4	***	16.8	***	13.6	***	13.2	***	14.0	
3	263	40.3		10.3	***	28.5	***	6.1	***	14.8	

(continued)

TABLE 5.1 (continued)

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)		OJT (b) (%)		Non-Training Education (c) (%)		JSA Only (%)		Misc. Non-Training Services (d) (%)	
AFDC History											
Never received AFDC	3,461	32.7		23.2		6.4		22.8		14.8	
Received AFDC less than 2 years (f)	837	44.1	***	18.6	***	10.4	***	14.3	***	12.5	*
Received AFDC 2 years or more (f)	799	54.1	***	13.6	***	11.1	***	9.0	***	12.1	*
Household Composition											
Spouse present	1,410	31.3		23.4		9.4		22.5		13.4	
No spouse present, child present	1,558	49.5	***	18.0	***	8.2		12.6	***	11.6	
No spouse present, no child present	1,633	31.2		22.7		6.1	***	23.1		16.9	***

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in service receipt rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

difference between the percentage of white adults who received CT-OS (31 percent) and the percentage of black adults who received CT-OS (51 percent). The table also indicates that there was a statistically significant difference between the percentage of white adults who received CT-OS and the percentage of Hispanic adults who received CT-OS (39 percent).[5]

A. Service Receipt Rates for Each of the Adult Target Groups

Table 5.1 shows several contrasts between men and women in the types of services they received. Overall, a total of 65 percent of the women received either CT-OS or OJT compared with only 51 percent of the men. The table also highlights the sharp contrast in the *mode* of occupational training (classroom versus on-the-job) that men and women received. Specifically, 47 percent of the women received CT-OS compared with only 26 percent of the men, and 18 percent of the women received OJT compared with 24 percent of the men.

More generally, women tended to receive either type of classroom-based service – CT-OS or basic education without training – while men tended to receive either type of employment-based service – OJT or job search assistance only. Specifically, a total of 56 percent of the women received either CT-OS or basic education without training compared with 34 percent of the men. Conversely, a total of 49 percent of the men received OJT or job search assistance only compared with 33 percent of the women.

Finally, men and women differed in the extent to which they received multiple services. For example, 30 percent of the women received two or more services compared with only 21 percent of the men. This difference reflects the fact that women were more likely than men to combine job search assistance and miscellaneous services with their classroom-based services.[6] Further analysis of the extent to which differences in service receipt rates associated with employment barriers account for target group differences in service receipt rates is discussed later in the chapter.

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[5]Statistical tests to determine whether there were significant differences in service receipt rates between the second and third subgroups listed under each characteristic were not performed. In this example, there was no statistical test of the difference between the percentage of black enrollees who received CT-OS and the percentage of Hispanic enrollees who received CT-OS. Unless otherwise noted, discussion of service receipt differences among subgroups focuses on those that are statistically significant at the 10 percent level or lower.

[6]These percentages are based on MDRC calculations from enrollment and participation data from the 16 SDAs in the National JTPA Study.

B. Service Receipt Rates for Subgroups of Adult Enrollees

This section discusses the distribution of JTPA services among the subgroups of adult enrollees listed in Table 5.1. Although many of the subgroup differences in service receipt are similar for men and women, any especially large differences are indicated in the text, and Appendix B provides separate subgroup tables for adult men and women.

1. Age subgroups. Table 5.1 indicates that the largest differences in service receipt among subgroups defined by age at random assignment are those between the oldest and youngest adult enrollees. Adults aged 45 and over were less likely than those aged 22-29 to receive CT-OS or basic education without training and more likely to receive job search assistance only. This suggests that age may serve, in part, as an indication of job-readiness or previous employment experience that orients older workers toward unsubsidized jobs rather than classroom-based services.

2. Ethnic subgroups. Table 5.1 shows dramatic differences among white and black adults in the percentage who received CT-OS and OJT. In total, black adults were more likely to receive occupational training – either in the classroom or on the job – than white adults; 66 percent of the black adults received CT-OS or OJT compared with 57 percent of the white adults.[7] However, white and black adults differed markedly in the *mode* of training they received. Specifically, 51 percent of the black adults received CT-OS compared with only 31 percent of the white adults, and only 16 percent of the black adults received OJT compared with 26 percent of the white adults.[8]

Two other black/white findings related to service receipt should be noted. First, black and white adults were equally likely to receive job search assistance as their only service. Second, white adults were three times more likely than black adults to receive basic education without training.[9] This is surprising because 26 percent of blacks had no high school diploma or GED at the time of their JTPA application compared with 29 percent of whites.

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[7]Note that differences in the total percentage who received any type of occupational training – combining the percentage who received CT-OS with the percentage who received OJT – were not tested for statistical significance.

[8]White/black differences in mode of occupational training (classroom versus on the job) that adults received were especially large among the men. For example, black men were twice as likely as white men to receive CT-OS, but they were half as likely to receive OJT (see Appendix B).

[9]Closer analysis also showed that white enrollees were much more likely than black enrollees to receive basic education in combination with CT-OS or OJT.

Table 5.1 also shows that Hispanic adults received different types of services than white adults. First, only 11 percent of the Hispanic adults received OJT compared with 26 percent of the white adults. In total, 50 percent of the Hispanic adults received occupational training – either CT-OS or OJT – compared with 57 percent of the white adults. However, 16 percent of Hispanic adults received basic education without training compared with 9 percent of the white adults. The high rate of non-training education receipt among Hispanic adults may be due to the fact that ESL classes are included among these services. This suggests that language may have posed an important barrier to occupational training.

Later in the chapter, the discussion returns to an analysis of the extent to which differences in service receipt rates associated with employment barriers account for differences in service receipt rates among ethnic groups.[10]

3. **Employment barrier subgroups.** This section focuses on the distribution of JTPA service among subgroups of adult enrollees defined by three employment barriers: those with no high school diploma or GED at the time of random assignment (referred to as high school dropout), those who worked fewer than 13 weeks in the year prior to random assignment (referred to as limited work experience), and those who were receiving AFDC or other cash assistance at the time of random assignment (referred to as cash public assistance recipient).

Table 5.1 highlights several associations between these employment barriers and the types of services that adult enrollees were likely to receive. For example, high school dropouts were less likely to receive CT-OS than graduates or those who obtained a GED, but they were equally likely to receive OJT. In total, therefore, 51 percent of the high school dropouts received either CT-OS or OJT compared with 62 percent of those with a high school diploma or GED. Instead of receiving CT-OS, however, it appears that high school dropouts tended to receive basic education without training. Table 5.1 shows that dropouts were more than four times as likely to receive basic education as those with a diploma or GED. The relatively low percentage of high school dropouts who received CT-OS can be explained, in part, because some classroom training providers require a high school diploma or its equivalent for enrollment in their programs. However, very few of the SDAs in the study combined basic education and CT-OS for those who lacked that educational credential.

[10]It should be noted that these differences in service receipt rates do not appear to have translated into statistically significant differences in program impacts on earnings by ethnicity. See Bloom et al., 1993.

Not surprisingly, adults with limited work experience were less likely to receive OJT or job search assistance only than those who worked 13 weeks or more in the previous year. This may be due, in part, to the fact that those with limited work experience are likely to be less attractive to employers who may tend to select the most qualified people for their OJT positions or unsubsidized jobs. In total, however, 60 percent of those with limited work experience received some type of occupational training – either CT-OS or OJT – compared with 58 percent of those with more work experience.[11] This suggests that those with limited work experience were able to substitute occupational training in the classroom for the OJT they did not obtain or did not want.

Table 5.1 also shows that cash public assistance receipt was associated with higher rates of CT-OS receipt. This is especially significant for women, who were much more likely than men to be receiving public assistance at the time of JTPA application. Those who were not receiving public assistance at JTPA application were almost twice as likely to receive job search assistance only as those who were. However, public assistance recipients were almost three times as likely to receive basic education without training as those who were not receiving AFDC or other cash assistance at the time of random assignment. This may be due to the fact that approximately 75 percent of the adult cash public assistance recipients also lacked a high school diploma or GED or had only limited work experience.

Service receipt rates were also associated with the number of employment barriers that adults possessed. For example, adults with multiple employment barriers were less likely than those with no employment barriers to receive OJT or job search assistance only and were more likely to receive CT-OS or basic education without training.

4. <u>AFDC history and household composition subgroups</u>. Finally, Table 5.1 shows that AFDC history and household composition were associated with service receipt rates. Like those who were receiving cash assistance at the time of random assignment, long-term AFDC recipients were also more likely to participate in classroom-based services and less likely to participate in employment-based services than adults who had never received AFDC. This suggests that those on public assistance may have been able to forgo earnings in order to invest in education and

[11]This finding reflects the average for all adults, but not necessarily for each subgroup of adults. For example, men with limited work experience were less likely to receive occupational training – CT-OS or OJT – than men with more work experience. This is primarily because men with limited work experience were no more likely to receive CT-OS than men with more work experience. For a separate analysis of men and women, see Appendix B.

training. This is supported by the fact that half of the single parents – those most likely to have a history of AFDC receipt – received CT-OS.

C. Further Discussion of Key Findings

Three sets of findings stand out from the analyses discussed in the previous sections: gender differences in service receipt, ethnic differences in service receipt, and the association between employment barriers and the types of services that adults received. Recently, considerable attention has been focused on differences in the distribution of JTPA services among gender, ethnic, and job-readiness groups of JTPA participants.[12] This section addresses the question of whether, within the 16 study sites, differences in service receipt rates associated with employment barriers account for differences in the services received among gender and ethnic groups. Specifically, the analysis examines gender and ethnic differences in service receipt within subgroups of enrollees defined by the various combinations of the three employment barriers analyzed earlier (high school dropout, limited work experience, and cash public assistance recipient). This will permit a further investigation of the hypothesis that male and female adults (or black and white adults) with the same employment barriers were equally likely to receive a particular service.

Because many of the black and Hispanic adults were concentrated in the larger urban SDAs and because black and Hispanic adults differed from white adults in characteristics other than

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[12]One highly publicized study investigated disparities in the services provided to gender and ethnic groups of JTPA participants (see U.S. General Accounting Office, 1991). This study analyzed aggregate data from SDAs in 16 states and participant-level data in seven large-city SDAs. The report focused on its findings that, in general, women received classroom training more often than men.

This report also focused on its findings that in 20 percent of the SDAs it studied, white participants were more likely to receive classroom training than minority group members; in 13 percent of the SDAs, white participants were more likely to receive OJTs; and in 18 percent of the SDAs, minority group members were more likely to receive job search assistance only. In the rest of the SDAs, services were either distributed equally among ethnic and gender groups or minority and female participants were more likely than white male participants to receive high-skill occupational training.

A second study investigated the relationship between the level of participants' job-readiness and the types of services they received. (See U.S. General Accounting Office, 1989.) The investigators used four "employment barriers" (lacking recent work experience, being a high school dropout, receiving AFDC or general welfare, and being black or Hispanic) to identify groups of JTPA participants who were more or less job-ready. The report emphasized its finding that 60 percent of the "less job-ready" participants received occupational training (either classroom or OJT) compared with 72 percent of the more job-ready. In addition, approximately one third of the more job-ready participants received training in "high-skill occupations" compared with 16 percent of the less job-ready participants. The investigators also reported that 22 percent of the more job-ready participants received job search assistance only compared with 27 percent of the less job-ready participants.

employment barriers, the analysis of ethnic differences in service receipt is extended further. Specifically, ethnic differences in service receipt were tested within a multivariate regression framework that adjusted for other differences in service receipt that may have been due to SDA practices and characteristics or to other individual characteristics such as age, household composition, and AFDC history.

1. **Further analysis of gender differences in service receipt.** The top panel of Table 5.2 is taken directly from Table 5.1 and shows that adult women were more likely to receive CT-OS and less likely to receive OJT or job search assistance only than adult men. The contrast in service receipt rates between adult men and women can be traced, in part, to differences in services for which they were recommended at assessment (see Table 4.1). While 44 percent of the women were recommended for the classroom training, only 25 percent of the men were recommended for it. Also, almost half of the men were recommended for OJT compared with only 35 percent of the women (see Table 4.1).

The differences in service receipt among men and women may also be explained, in part, by differences in the types of employment barriers they possessed. For example, men were more likely to have recent work experience – an important hiring criterion for employers interested in selecting OJT recipients – than women (see Table 2.12). Adult women were more likely than adult men to be receiving public assistance, which may have provided the financial support that enabled them to forgo earnings in order to invest in education and training (see Table 2.12).

In general, employment barriers accounted largely for target group differences in OJT receipt, but they did not account for target group differences in CT-OS receipt. The remaining panels in Table 5.2 display service receipt rates for adult men and women within subgroups defined by each combination of the three employment barriers. The statistical significance levels indicate whether the percentage of men who received a particular category of services differed from the percentage of women who received that category of services. For example, the second panel indicates that among adults with no employment barriers, 43 percent of the women received CT-OS compared with 29 percent of the men. The statistical significance level indicates that this difference was statistically significant at the 1 percent level.

Table 5.2 shows that among adults with the same employment barriers, adult women were more likely to receive CT-OS than adult men. However, women in all but two of the employment barrier subgroups were just as likely as their male counterparts to receive OJT. Table 5.2 also shows that men were more likely than women to receive job search assistance only

TABLE 5.2

SERVICE RECEIPT RATES FOR ADULT ENROLLEES,
BY EMPLOYMENT BARRIER SUBGROUP AND TARGET GROUP

Employment Barrier Subgroup (a) and Target Group	Sample Size	CT-OS (b) (%)		OJT (c) (%)		Non-Training Education (d) (%)		JSA Only (%)		Misc. Non-Training Services (e) (%)	
All Employment Barrier Subgroups											
Adult men	2,286	26.3		24.3		7.2		25.0		17.2	
Adult women	2,883	47.2	***	18.1	***	8.4	*	14.7	***	11.6	***
No Employment Barriers											
Adult men	949	28.7		25.5		2.0		26.6		17.3	
Adult women	879	43.1	***	22.5		3.3	*	20.3	***	10.8	***
1 Employment Barrier											
Worked fewer than 13 weeks in 12 months before assignment											
Adult men	493	30.4		21.7		5.3		24.5		18.1	
Adult women	511	48.7	***	18.0		3.9		18.4	**	11.0	***
No high school diploma or GED at assignment											
Adult men	318	21.1		30.2		8.8		25.5		14.5	
Adult women	235	35.7	***	23.0	*	13.2		15.7	***	12.3	
Receiving AFDC or other cash assistance at assignment											
Adult men	95	24.2		23.2		8.4		29.5		14.7	
Adult women	300	53.0	***	17.0		5.7		13.0	***	11.3	
2 Employment Barriers											
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment											
Adult men	192	18.2		23.4		10.9		24.0		23.4	
Adult women	153	35.3	***	26.8		14.4		12.4	***	11.1	***
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment											
Adult men	99	31.3		22.2		7.1		24.2		15.2	
Adult women	467	63.0	***	10.1	***	7.9		6.6	***	12.4	

(continued)

TABLE 5.2 (continued)

Employment Barrier Subgroup (a) and Target Group	Sample Size	CT-OS (b) (%)		OJT (c) (%)		Non-Training Education (d) (%)		JSA Only (%)		Misc. Non-Training Services (e) (%)	
No high school diploma or GED at assignment and receiving AFDC or other cash assistance at assignment											
Adult men	65	13.8		18.5		46.2		16.9		4.6	
Adult women	116	34.5	***	13.8		27.6	**	11.2		12.9	*
<u>All 3 Employment Barriers</u>											
Adult men	62	19.4		11.3		37.1		9.7		22.6	
Adult women	201	46.8	***	10.0		25.9	*	5.0		12.4	*

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult enrollees in the 18-month study sample.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi-square test was applied to the difference in receipt rates between adult men and adult women. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

in all the employment barrier subgroups. Note, however, that gender differences in job search assistance only receipt are not statistically significant in the last two employment barrier subgroups.

There are several possible explanations for the remaining difference in CT-OS service receipt. The service preference of men and women may differ, or men and women as a group may differ on other characteristics not included in the analysis that affect their appropriateness for CT-OS or the likelihood that service providers will accept them for training. Finally, SDA and service provider assessment and referral practices may treat similar men and women differently. The information available for this report could not be used to isolate the importance of these possible causes of the CT-OS service difference.

2. **Further analysis of ethnic differences in service receipt.** The top panel of Table 5.3 is taken directly from Table 5.1 and shows that black adults were more likely to receive CT-OS and less likely to receive OJT and basic education without training than white adults. Like the gender differences in service receipt rates discussed above, white/black differences in service receipt rates can be traced to the types of services that were recommended at assessment for white and black adults. Black adults were much more likely than white adults to be recommended for CT-OS and much less likely to be recommended for OJT. Another explanation for the differences in service receipt rates among ethnic groups may be that ethnicity is associated with employment barriers. Recall that black adults (particularly women) were more likely to possess multiple employment barriers than white adults (see Table 2.14). Also recall that, in general, adults with multiple employment barriers were the least likely to receive employment-based services such as OJT and job search assistance only and the most likely to receive classroom-based services such as CT-OS and basic education.

In general, employment barriers did not account consistently for the differences in service receipt rates among black and white adults. The remaining panels in Table 5.3 display differences in service receipt rates among white, black, and Hispanic adults within subgroups defined by each combination of the three employment barriers.[13] The statistical significance levels indicate whether the percentage of white adults who received a particular category of services differed from the percentage of either black or Hispanic adults who received that category of services. For example, the second panel shows that among adults with no employment barriers, 30 percent

[13]Adults from "other" ethnic groups were not included in the analysis because of small sample sizes.

TABLE 5.3

SERVICE RECEIPT RATES FOR ADULT ENROLLEES,
BY EMPLOYMENT BARRIER SUBGROUP AND ETHNICITY

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)		OJT (c) (%)		Non-Training Education (d) (%)		JSA Only (%)		Misc. Non-Training Services (e) (%)	
All Employment Barrier Subgroups											
White, non-Hispanic	2,941	30.6		25.9		9.1		20.0		14.5	
Black, non-Hispanic	1,432	50.5	***	15.6	***	2.7	***	19.7		11.5	***
Hispanic	589	38.7	***	11.0	***	15.8	***	16.3	**	18.2	**
No Employment Barriers											
White, non-Hispanic	1,162	29.9		28.1		2.2		23.5		16.4	
Black, non-Hispanic	451	45.9	***	18.6	***	1.1		25.3		9.1	***
Hispanic	158	43.0	***	13.3	***	10.8	***	20.3		12.7	
1 Employment Barrier											
Worked fewer than 13 weeks in 12 months before assignment											
White, non-Hispanic	549	37.2		22.6		4.6		21.5		14.2	
Black, non-Hispanic	282	41.5		18.1		2.8		22.7		14.9	
Hispanic	119	41.2		11.8	***	10.1	**	22.7		14.3	
No high school diploma or GED at assignment											
White, non-Hispanic	336	20.2		35.4		7.1		23.8		13.4	
Black, non-Hispanic	98	45.9	***	18.4	***	5.1		18.4		12.2	
Hispanic	93	19.4		12.9	***	31.2	***	18.3		18.3	
Receiving AFDC or other cash assistance at assignment											
White, non-Hispanic	206	39.3		21.8		7.8		17.5		13.6	
Black, non-Hispanic	152	55.9	***	15.8		1.3	**	17.1		9.9	
Hispanic	30	46.7		10.0		16.7		10.0		16.7	
2 Employment Barriers											
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment											
White, non-Hispanic	195	24.1		31.8		12.3		15.9		15.9	
Black, non-Hispanic	62	24.2		19.4	*	1.6	**	33.9	***	21.0	
Hispanic	65	20.0		13.8	***	26.2	***	16.9		23.1	

(continued)

TABLE 5.3 (continued)

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)		OJT (c) (%)		Non-Training Education (d) (%)		JSA Only (%)	Misc. Non-Training Services (e) (%)	
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment										
White, non-Hispanic	231	44.2		18.2		14.3		10.4	13.0	
Black, non-Hispanic	247	68.4	***	8.9	***	2.8	***	10.5	9.3	
Hispanic	68	61.8	**	5.9	**	4.4	**	4.4	23.5	**
No high school diploma or GED at assignment and receiving AFDC or other cash assitance at assignment										
White, non-Hispanic	118	13.6		19.5		45.8		13.6	7.6	
Black, non-Hispanic	43	60.5	***	9.3		9.3	***	11.6	9.3	
Hispanic	14	35.7	**	7.1		21.4	*	7.1	28.6	**
<u>All 3 Employment Barriers</u>										
White, non-Hispanic	129	22.5		11.6		48.8		6.2	10.9	
Black, non-Hispanic	83	63.9	***	9.6		8.4	***	6.0	12.0	
Hispanic	37	48.6	***	2.7		13.5	***	5.4	29.7	***

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all white, black, and Hispanic adult enrollees in the 18-month study sample. Enrollees from other ethnic groups were not included because of small sample sizes.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi-square test was applied to the difference in service receipt rates between white enrollees and black enrollees and between white enrollees and Hispanic enrollees. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

of the white adults and 46 percent of the black adults received CT-OS. The table also indicates that this difference was statistically significant at the 1 percent level.

Table 5.3 indicates that, with the exception of enrollees with limited work experience as their only employment barrier and enrollees with limited work experience who were also high school dropouts, black adults were more likely to receive CT-OS than white adults with the same employment barriers. Black and white adults in these two employment barrier subgroups were about equally likely to receive CT-OS. Also, within employment barrier subgroups that comprised over half of the black adults – those with no employment barriers and those whose only employment barrier included having limited work experience or no high school diploma or GED – black and white adults were about equally likely to receive basic education without training. Among all other employment barrier subgroups (particularly those that included public assistance receipt), black enrollees were much less likely to receive basic education without training.

Table 5.3 also shows that there were no statistically significant differences between black and white adults who received OJT in four of the eight employment barrier subgroups; in the other four subgroups, whites were more likely than blacks to receive OJT.

Ethnic differences in service receipt may also be due to factors other than employment barriers. For example, 62 percent of the black adults and 80 percent of the Hispanic adults lived in 5 of the SDAs that were large and predominantly urban. These SDAs had access to large numbers of CT-OS providers, which may account for part of the ethnic difference in CT-OS receipt rates. Conversely, very few of the black and Hispanic adults lived in predominantly rural SDAs, some of which tended to focus on OJT services. This may account, in part, for the higher rates of OJT receipt among white adults.[14]

In order to investigate these and other hypotheses related to the association between service receipt rates and other individual characteristics, the analysis was extended to construct multivariate regression models that estimate service receipt rates while adjusting for differences that might be due to a variety of individual background and SDA characteristics. The following results are based on a regression model that adjusts for differences among ethnic groups that were associated with age, gender, AFDC history, household composition, random-assignment date, Food

[14]It is important to note that an analysis of variation among the 16 study sites did not reveal a consistent relationship between service emphasis and urban/rural distinctions. In fact, even SDAs that encompassed mostly rural areas and emphasized OJTs had at least one moderate-sized city that accounted for a significant portion of the study sample.

Stamp receipt at random assignment, previous enrollment in job club, having a high school diploma rather than a GED, and SDA, as well as the employment barrier combinations listed in Table 5.3. The results from this model indicate that the ethnic differences in service receipt rates decreased markedly when estimated with this model. For example, the regression-adjusted percentage of white adults who received CT-OS was 35 percent – compared with 31 percent of the black adults – and the regression-adjusted percentage of white adults who received OJT was 25 percent – compared with 22 percent of the black adults. For this particular regression model specification, the white/black difference in CT-OS receipt was not judged to be statistically significant and the white/black difference in OJT receipt was judged to be statistically significant only at the 10 percent level. The results from this model indicate that ethnic differences in service receipt can be explained on the basis of site differences in service emphasis and differences in service receipt among subgroups defined by characteristics other than ethnicity. However, other model specifications yielded differences that were statistically significant.

Readers should exercise caution in interpreting the multivariate regression results because they are sensitive to the regression model specification used. Also, this type of statistical modeling is very difficult to translate into policy-relevant and practical conclusions. SDAs must serve real people rather than individuals (reflected in the regression model) who are the same on all characteristics except ethnicity. Therefore, the analysis shown in Table 5.3 is probably the most realistic picture of ethnic differences in service receipt in the study sites.

The analysis discussed in this section provides a further context for interpreting the ethnic differences in service receipt rates displayed in Table 5.1. In short, the discussion highlighted the fact that white adults possessed different employment barriers than black or Hispanic adults and that these factors do account for some of the differences in service receipt (particularly OJT receipt) but not all of the differences. The analysis also showed that other measurable differences among ethnic groups (such as the type of SDA they lived in or their family status), help explain more of the service receipt differences depending on various aspects of the multivariate regression modeling technique used; but again, differences may remain.

Several other factors not analyzed here are likely to play a role in the distribution of JTPA services among ethnic (and other) subgroups of enrollees. First, the data collected for the National JTPA Study, along with the analysis discussed in this report, did not include other individual characteristics (such as basic skills level, motivation, and access to other opportunities in the labor market) that may be associated with ethnicity and that may account for differences

in service receipt rates. Second, the analysis was also not able to account for the particular service preferences of individual JTPA applicants. Third, the analysis discussed in this report cannot discount the possibility that employers discriminate on the basis of ethnicity in hiring or SDA staff discriminate in service allocation decisions.

Finally, the analysis discussed in this chapter focuses only on individuals who proceeded through the three stages – discussed in Chapter 3 – in the JTPA service delivery process at which JTPA applicants are screened for service receipt. At each stage, it is likely that a combination of individual characteristics, individual preferences, and SDA and service provider practices (which, in some cases, may amount to racial discrimination) account for differences in the way JTPA services are distributed among ethnic groups.

II. The Length of Enrollment for Adults

One potentially important indicator of the likely influence of the JTPA treatment is the length of that treatment. This analysis uses the number of months that adults were enrolled in JTPA during the 18-month follow-up period as the primary measure of service intensity. The assumption here is that those who participated for substantial periods of time were more likely to accumulate employable skills than those who participated for shorter periods of time.[15]

A. The Relationship Between Length of Enrollment and Services Received

The top row in Table 5.4 lists the median length of enrollment for all adult enrollees and for adult enrollees in each of the five service categories.[16] It shows that, overall, the median

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[15]Ideally, the analysis would also include other measures of service quality and intensity such as hours per week, the skills level of classroom training or OJT, the orientation to the skills levels of the participants, coordination of occupational training and basic skills remediation, and level of job-relevant information in the curricula. The National JTPA Study did not provide the level of resources required to undertake an investigation of these measures in each of the SDAs in the study. For a discussion of these issues, see U.S. Department of Labor, 1991.

[16]Length of enrollment for individuals in a particular service category is not necessarily equivalent to the number of months they spent in a specific service. Length of enrollment is defined here as the total time during the follow-up period that an individual was counted by SDA staff as officially enrolled. In a few cases, this included a short period in the middle of a sequence of services in which SDA staff placed an individual in a "hold" status.

The median is the most common measure of central tendency used in analyses of data on length of stay or duration. Here, median enrollment duration is defined as the number of months of enrollment that elapsed before half of the adult enrollees completed their JTPA participation. For those whose enrollment records contained a valid start and end date, length of enrollment was simply the total number of days between the start and end dates, which was divided by 30 to obtain the number of months enrolled.

(continued...)

TABLE 5.4

MEDIAN LENGTH OF ENROLLMENT FOR ADULTS,
BY SELECTED BASELINE CHARACTERISTICS AND SERVICE RECEIPT

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
All Adult Enrollees	5,169	3.2	4.8	2.5	4.3	1.0	2.3
Target Group							
Adult men	2,286	2.6	4.1	2.6	3.8	0.9	1.9
Adult women	2,883	3.6 ***	5.2 ***	2.5	4.7 **	1.0 *	3.0 ***
Age							
22-29	2,305	3.1	4.9	2.5	4.3	0.9	2.0
30-44	2,239	3.3	4.8	2.8 *	4.3	1.0 **	2.6 **
45 and over	625	2.8 **	4.5	2.3	4.2	1.0	3.0 **
Ethnicity							
White, non-Hispanic	2,941	3.1	5.2	2.6	4.8	0.9	2.3
Black, non-Hispanic	1,432	3.0	4.0 ***	2.0 ***	4.4	1.5 ***	2.2
Hispanic	589	4.0 ***	9.2 ***	3.6 ***	3.4 ***	1.1 **	2.6
Other	207	2.7	3.7 ***	1.9	3.1	0.9	2.1
Education							
High school diploma or GED	3,491	3.3	5.0	2.7	3.2	1.0	2.5
No high school diploma or GED	1,342	3.0 ***	4.3 ***	2.0 ***	5.2 ***	0.9 ***	1.9 *

(continued)

TABLE 5.4 (continued)

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
Work Experience							
Worked 13 weeks or more in 12 months before assignment	2,428	2.9	4.6	2.6	3.7	0.9	2.3
Worked fewer than 13 weeks in 12 months before assignment	2,178	3.4 ***	4.9	2.7	4.7 **	1.1 ***	2.4
Public Assistance Receipt							
Not receiving AFDC or other cash assistance at assignment	3,287	2.8	4.5	2.5	3.3	0.9	2.1
Receiving AFDC or other cash assistance at assignment	1,405	3.9 ***	5.3 ***	2.8 *	5.8 ***	1.5 ***	2.9 **
Barriers to Employment (e)							
None	1,828	3.0	4.7	2.7	1.0	1.0	2.3
1	1,952	3.0	4.7	2.3 **	3.5 ***	0.9	2.2
2	1,092	3.6 ***	5.2	2.7	5.2 ***	1.1	2.6
3	263	4.0 ***	4.7	2.6	6.7 ***	1.9 *	2.2
AFDC History							
Never received AFDC	3,461	2.8	4.4	2.5	3.7	0.9	2.2
Received AFDC less than 2 years (f)	837	3.9 ***	6.3 ***	2.6	4.7 **	1.4 ***	2.7
Received AFDC 2 years or more (f)	799	3.8 ***	5.0 **	2.9	5.6 ***	1.2	2.7
Household Composition							
Spouse present	1,410	2.9	4.7	2.5	4.7	0.9	2.5
No spouse present, child present	1,558	3.7 ***	5.3 **	2.7	5.2	1.2 ***	2.5
No spouse present, no child present	1,633	2.7 **	4.5	2.5	3.1 ***	0.9	2.1

(continued)

TABLE 5.4 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The median length of enrollment is defined as the number of months after enrollment by which half of the enrollees in a subgroup completed their JTPA participation.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in median length of enrollment between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

length of enrollment for adult enrollees was just over three months. The top row in Table 5.4 also indicates dramatic differences in length of enrollment among adults who received particular categories of services. For example, the median length of enrollment among adults who received CT-OS was almost twice that of adults who received OJT and almost five times that of adults who received job search assistance only.[17]

The content, scheduling, and specifications of particular services usually determine their length. For example, the duration of most classroom training services usually corresponds to an academic calendar that divides the year into trimesters. A review of typical contracts between the SDAs in the study and the vendors who provided services indicates that most classroom training placements were specified for four months or more. A review of typical OJT contracts indicates that training services were to last three months or fewer depending on the SDA and, in some cases, the skills level of the position.

B. Subgroup Differences in Length of Enrollment

The remainder of Table 5.4 lists selected subgroups of adult enrollees and the median length of enrollment (in months) for each subgroup, both overall and by the category of services they received. Statistical tests were performed to determine whether there were significant differences in median length of enrollment between the first subgroup listed under each characteristic and each of the other subgroups. For example, among the subgroups defined by ethnicity, the table indicates that there was a statistically significant difference between the median

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[16](...continued)

While all of the enrollees had valid start dates, approximately 10 percent of them had no end dates. The data files from the SDAs did not identify whether these constituted coding errors or ongoing enrollments. In general, however, all of the exits from JTPA that were coded on the data files took place within 12 months of enrollment. In other words, there were no exits from JTPA after 12 months even though, depending on the subgroup and the primary service received, more than 10 percent of the sample appeared to participate for 12 months or longer. This led to the conclusion that many of the enrollments that lasted longer than 12 months without a formal termination represented coding errors. In order to include these sample members in the analyses without ending their enrollment periods arbitrarily, these enrollment durations were coded as "open" after 12 months. This means that after month 12 they were no longer included in the analysis of the likelihood of leaving JTPA in a particular month given that their enrollment periods covered the previous 12 months. (See Appendix C for more information about the data.)

[17]These differences in length of enrollment among adults in each of the service categories account for similar differences in length of enrollment among adults in each of the recommended service strategies. For example, adult enrollees recommended for the classroom training service strategy had the longest median length of enrollment at 4.6 months, and those recommended for the OJT/JSA service strategy had the shortest median length of enrollment at 2.2 months. Adult enrollees recommended for the other services strategy had a median length of enrollment of 2.4 months.

length of enrollment for all white adults (3.1 months) and the median length of enrollment for all Hispanic adults (4.0 months). The table also indicates that there was no statistically significant difference between the median length of enrollment for white adults and the median length of enrollment for black adults (3.0 months).[18]

Many of the differences in median length of enrollment among subgroups are associated with the differences in service receipt rates exhibited in Table 5.1. Subgroups that were likely to enroll in classroom-based services such as CT-OS and basic education without training tended to have the longest enrollments while those likely to enroll in employment-based services such as OJT and job search assistance only had the shortest enrollments. Even among enrollees who received services in the same category, some subgroups had longer enrollments than others. In many cases, however, these differences were due to the fact that those with longer enrollments were more likely to receive two or more services than those with shorter enrollments.

The findings presented in Table 5.4 help illustrate the association between subgroup differences in length of enrollment and the types and number of services enrollees received. For example, they show that women remained in JTPA longer than men. The median length of enrollment for men was 2.5 months compared with a median length of enrollment of 3.6 months for women. This difference is due, in part, to differences in the types and numbers of services they received. Recall from Table 5.1 that women tended to receive CT-OS and men tended to receive OJT and job search assistance only. However, Table 5.4 also shows that the median length of enrollment for women who received CT-OS was one month longer than the median length of enrollment for men who received CT-OS. This is primarily because women were more likely than men to combine CT-OS with other services (particularly job search assistance and miscellaneous services).

Table 5.4 indicates several other subgroup differences in length of enrollment that may not be associated only with differences in the types or number of services received. First, the median length of enrollment for black adults who received CT-OS or OJT was shorter than that for white adults who received those services. This suggests that black adults may have been more likely to leave than white adults – either for positive reasons such as finding a job or for other reasons such as lack of interest. It may also be that the training that black adults received was oriented

[18]Unless otherwise noted, discussion of median length of enrollment differences among subgroups focuses on those that are statistically significant at the 10 percent level or lower.

toward lower-skill occupations and therefore, by design, shorter than that received by white adults. Interestingly, Hispanic adults who received CT-OS or OJT had longer enrollments than white adults who received these services.

Among adults who received CT-OS or OJT, high school dropouts had shorter enrollments than those who had a high school diploma or GED at the time of their JTPA application. This may signify that those who left school previously may have continued this pattern by not completing their training or that the training was, by design, shorter than that received by graduates and GED recipients. However, the median length of enrollment for high school dropouts who received basic education without training was actually two months longer than that for graduates who received basic education. Finally, Table 5.4 shows that the median length of enrollment for public assistance recipients in all service categories was longer than that for those who were not receiving public assistance at the time of their JTPA application. In the absence of supplementary support from JTPA, it is likely that cash public assistance payments provided the financial support necessary to sustain these adults in their JTPA services for longer periods of time.

CHAPTER 6

SERVICES RECEIVED BY OUT-OF-SCHOOL YOUTH ENROLLEES

This chapter describes the distribution of JTPA services among out-of-school youths in the 18-month treatment group sample who were officially enrolled in JTPA at some point during the 18-month follow-up period.[1] Like Chapter 5, it is organized around the types of JTPA services that out-of-school youths actually received and the length of their enrollments in the program rather than around the services for which they were recommended and their status within the research design (i.e., all treatment group members vs. those who were actually enrolled). For the analysis in this chapter, youth enrollees have been grouped according to the five mutually exclusive service categories described in Chapter 5. The analysis focuses on service receipt and length of enrollment for the out-of-school youth target groups (male and female) and for other key subgroups of youth enrollees. Like the information in Chapter 5, the information in this chapter provides both a context for understanding program impacts and a perspective on how JTPA resources were distributed among some of the key demographic groups that the SDAs in the study tried to target for services.

Following is an overview of key findings in the chapter:

- **Just over half of the out-of-school youths received some form of occupational training – either in the classroom or on-the-job – but a substantial percentage received basic education without training.** Thirty-six percent of the out-of-school youth enrollees received classroom training in occupational skills (CT-OS) and an additional 16 percent received on-the-job training (OJT). Thirty-seven percent of the out-of-school youths received basic education or miscellaneous services without training. The remaining 11 percent received job search assistance only.

- **Youths with two or three of the employment barriers analyzed (high school dropout, limited work experience, and cash public assistance recipient) were more likely to receive CT-OS or basic education without training and less likely to receive OJT or job search assistance only than those with no employment barriers.** Over 60 percent of the youths with two or three

[1]As noted in earlier chapters, treatment group members were identified as "officially enrolled in JTPA" if the local SDA staff established an enrollment record on their JTPA management information system (MIS) during the 18-month follow-up period.

employment barriers received either CT-OS or basic education without training compared with 43 percent of those with no employment barriers. Forty-three percent of the youths with no employment barriers received OJT or job search assistance only compared with less than 15 percent of those with two or three barriers.

- **Female youths were more likely to receive CT-OS and less likely to receive OJT or job search assistance only than male youths. Employment barriers accounted for some, but not all, of the differences in service receipt between male and female youths.** Forty-three percent of the female youths received CT-OS compared with 28 percent of the male youths. Thirty-one percent of the male youths received OJT or job search assistance only compared with 22 percent of the female youths. In general, employment barriers accounted for much of the male/female difference in OJT and job search assistance only receipt rates, but only part of the difference in CT-OS receipt rates.

- **White youths were more likely than black youths to receive OJT or job search assistance only and less likely to receive CT-OS or basic education. Employment barriers accounted for some, but not all, of the differences in service receipt between white and black youths.** Thirty-five percent of the white youths received OJT or job search assistance only compared with 16 percent of the black youths. By contrast, 65 percent of the black youths received either CT-OS or basic education without training compared with 46 percent of the white youths.

- **The median length of enrollment for youths in the five service categories ranged from over five months to less than one month.** Overall, the median length of enrollment for out-of-school youths was 3.6 months. The median length of enrollment was 5.3 months for those who received CT-OS, 3.1 months for those who received OJT, and .8 months for those who received job search assistance only.

The remainder of the chapter expands on these findings.

I. Service Receipt in the Five Service Categories

After describing the overall distribution of services among youths, this section presents three levels of analysis of the types of services received by out-of-school youth enrollees. It examines the services received by each of the two youth target groups (male youths and female youths), analyzes differences in the distribution of the five key categories of services among selected subgroups of youths, and, finally, examines whether service receipt differences among youths with various combinations of employment barriers account for gender and ethnic differences in service receipt.

The top row in Table 6.1 shows that 36 percent of all youths received CT-OS and an additional 16 percent received OJT. Overall, therefore, 52 percent of the out-of-school youths received some type of occupational training – either in the classroom or on-the-job. The table also shows that 37 percent of the out-of-school youths received basic education or miscellaneous services without occupational training. The remaining 11 percent of the out-of-school youths received job search assistance only.

A comparison of the service receipt rates listed in the top row of Tables 5.1 and 6.1 highlights several important differences between adults and youths.[2] First, youths were somewhat less likely than adults to receive some form of occupational training that included either CT-OS or OJT. Fifty-two percent of the youths received either CT-OS or OJT compared with 59 percent of the adults. Second, youths were more likely than adults to receive basic education and miscellaneous services without occupational training. Table 6.1 shows that 37 percent of the youths received these non-training services compared with only 22 percent of the adults (Table 5.1). In particular, 19 percent of the youths received basic education without training compared with 8 percent of the adults. Third, youths were less likely than adults to receive job search assistance only. Table 6.1 shows that 11 percent of the youths received job search assistance as their only service, compared with 19 percent of the adults (Table 5.1). Finally, although not displayed in the tables, youths were more likely than adults to receive two or more services; 35 percent of the youths received two or more services compared with only 26 percent of the adults.

The remainder of Table 6.1 lists selected subgroups of youth enrollees and the percentage of each subgroup who received each category of services. Statistical tests were performed to determine whether there were significant differences in service receipt rates between the first subgroup listed under each characteristic and each of the other subgroups. For example, among the subgroups defined by ethnicity, the table indicates that there was a statistically significant difference between the percentage of white youths who received CT-OS (30 percent) and the percentage of Hispanic youths who received CT-OS (61 percent). The table indicates that there was no statistically significant difference between the percentage of white youths who received CT-OS and the percentage of black youths who received CT-OS (33 percent).[3]

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[2]Note that service receipt differences between adults and youths were not tested for statistical significance. As a result, the discussion of adult/youth differences in service receipt is confined to the largest differences between the percentages in Table 5.1 and in Table 6.1.

[3]Unless otherwise noted, discussion of service receipt differences among subgroups focuses on those that are statistically significant at the 10 percent level or lower.

TABLE 6.1

SERVICE RECEIPT RATES FOR OUT-OF-SCHOOL YOUTH ENROLLEES, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)	OJT (b) (%)	Non-Training Education (c) (%)	JSA Only (%)	Misc. Non-Training Services (d) (%)
All Out-of-School Youth Enrollees	2,147	36.4	15.5	18.6	10.9	18.6
Target Group						
Male Youths	959	28.1	18.0	17.9	13.2	22.7
Female Youths	1,188	43.1 ***	13.4 ***	19.2	9.0 ***	15.3 ***
Age						
16-19	1,322	35.7	12.5	22.1	10.7	19.1
20-21	825	37.5	20.2 ***	13.1 ***	11.3	17.9
Ethnicity						
White, non-Hispanic	1,138	29.9	21.4	16.0	13.1	19.7
Black, non-Hispanic	588	33.0	7.0 ***	31.8 ***	9.4 **	18.9
Hispanic	375	60.8 ***	10.9 ***	6.9 ***	7.2 ***	14.1 **
Other	46	41.3	15.2	10.9	6.5	26.1
Education						
High school diploma or GED	885	44.1	24.0	2.6	13.2	16.2
No high school diploma or GED	1,173	30.6 ***	8.8 ***	30.8 ***	8.8 ***	21.1 ***
Work Experience						
Worked 13 weeks or more in 12 months before assignment	877	35.6	20.9	11.1	14.1	18.4
Worked fewer than 13 weeks in 12 months before assignment	1,064	36.9	11.2 ***	25.1 ***	7.9 ***	18.9
Public Assistance Receipt						
Not receiving AFDC or other cash assistance at assignment	1,479	35.9	17.6	16.0	12.6	17.8
Receiving AFDC or other cash assistance at assignment	458	37.8	10.0 ***	24.9 ***	7.6 ***	19.7
Barriers to Employment (e)						
None	499	39.7	27.1	3.0	15.4	14.8
1	798	37.8	16.4 ***	13.5 ***	12.9	19.3 **
2	638	33.5 **	9.1 ***	30.4 ***	6.7 ***	20.2 **
3	207	31.4 **	3.4 ***	39.6 ***	5.3 ***	20.3 *

(continued)

TABLE 6.1 (continued)

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)	OJT (b) (%)	Non-Training Education (c) (%)	JSA Only (%)	Misc. Non-Training Services (d) (%)
AFDC History						
Never received AFDC	1,783	35.3	15.7	17.8	11.9	19.3
Received AFDC less than 2 years (f)	267	38.6	15.0	24.0 **	6.4 ***	16.1
Received AFDC 2 years or more (f)	82	52.4 ***	11.0	20.7	4.9 *	11.0 *
Household Composition						
Spouse present	248	32.7	20.6	19.0	11.3	16.5
No spouse present, child present	437	43.0 ***	14.2 **	20.8	8.7	13.3
No spouse present, no child present	1,316	35.3	15.6 *	16.3	11.8	21.1

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all out-of-school youth enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in service receipt rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

A. Service Receipt Rates for Each of the Youth Target Groups

Table 6.1 shows that female youths were more likely than male youths to receive CT-OS, but they were less likely to receive employment-based services such as OJT and job search assistance only. Forty-three percent of the female youths received CT-OS compared with 28 percent of the male youths, and 18 percent of the male youths received OJT compared with 13 percent of the female youths. The large difference in the percentage of female and male youths who received CT-OS produced an overall difference in the percentage who received any form of occupational training. In total, 57 percent of the female youths received either CT-OS or OJT, while 46 percent of the male youths did so. However, 31 percent of the male youths received some type of employment-based service in the form of OJT or job search assistance only. This was calculated by adding the percentage of male youths who received OJT (18 percent) to the percentage receiving job search assistance as their only service (13 percent). By contrast, 22 percent of the female youths received either OJT or job search assistance only. Further analysis of the target group differences in service receipt rates is discussed later in the chapter.

B. Service Receipt Rates for Subgroups of Youth Enrollees

This section discusses the service receipt rates for subgroups of out-of-school youth enrollees. Although there were large differences in service receipt rates for male and female youths, many of the other subgroup differences in service receipt are similar for these two target groups. Subgroup findings that differ for male and female youths (e.g., those related to employment barriers) are indicated in the text, and Appendix B provides separate subgroup tables for male and female youths.

1. Age subgroups. Youths aged 16-19 were just as likely to receive CT-OS, job search assistance only, and miscellaneous non-training services as youths aged 20-21. However, 22 percent of the out-of-school youths aged 16-19 (compared with only 13 percent of those aged 20-21) received basic education without training. These are the youths least likely to have returned to school before their JTPA enrollment to obtain their high school diploma or GED. JTPA afforded them the opportunity to do that. Finally, the older youths were more likely to receive OJT than the younger youths. Here, the older youths may have accumulated more work experience and thus become more attractive to employers trying to fill OJT slots.

2. Ethnic subgroups. Table 6.1 shows that 33 percent of the black youths and 30

percent of the white youths received CT-OS and that this difference was not statistically significant. It also shows that white youths were three times more likely to receive OJT than black youths.[4] Fifty-one percent of the white youths received occupational training in the form of CT-OS or OJT, compared with 40 percent of the black youths. This contrasts with the findings for adults, which show that black men and women were more likely to receive occupational training than white men and women. Also, unlike the adults, black youths were twice as likely as white youths to receive basic education without training, which included basic education and GED preparation. This is surprising given that similar percentages of black and white youths (56 and 51 percent, respectively) had no high school diploma or GED at the time of JTPA application.

Hispanic youths were twice as likely as white youths to receive CT-OS, but were about half as likely to receive the employment-based services including OJT and job search assistance only. Although Table 6.1 shows that only 7 percent of the Hispanic youths received basic education without training, an additional 28 percent[5] received basic education in combination with either CT-OS or OJT. Recall that basic education services include classes in English as a second language (ESL). This finding suggests that, like the Hispanic adults, Hispanic youths may have used JTPA support as a means of improving their English. Unlike the adults, however, Hispanic youths were more likely to combine basic education with occupational training to become more competitive in the labor market.

Later in the chapter, the discussion returns to an analysis of the extent to which differences in service receipt rates associated with employment barriers account for differences in service receipt rates among ethnic groups.

3. **Employment barrier subgroups.** This section focuses on the receipt of JTPA services for subgroups of youth enrollees defined by three employment barriers: those with no high school diploma or GED at the time of random assignment (referred to as high school dropout);[6] those who worked fewer than 13 weeks in the year prior to random assignment (referred to as limited work experience); and those who were receiving AFDC or other cash assistance at the time of

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[4]This difference is even larger among male youths, where 25 percent of the white youths received OJT compared with only 6 percent of the black youths (see Appendix B).

[5]In Table 6.1, these individuals are included among the 61 percent of Hispanic youths who received CT-OS and the 11 percent who received OJT.

[6]Note that although the sample includes only out-of-school youths, more than half of the youths obtained a high school diploma or GED before they applied for JTPA services (see Table 2.12).

random assignment (referred to as cash public assistance recipient).

The general association between employment barriers and service receipt can be seen in the panel of Table 6.1 that lists subgroups of youth enrollees defined by the number of employment barriers they possessed. Compared with youths with none of the employment barriers, those with two or three barriers were much more likely to receive basic education without training and much less likely to receive OJT or job search assistance only. The following analysis of the individual employment barrier subgroups helps illuminate some of the underlying relationships between service receipt and the needs of out-of-school youths. For example, the effect of not having a high school diploma or GED accounts for much of the difference in receipt of CT-OS between those with multiple employment barriers and those with no employment barriers.

Table 6.1 indicates that not having an educational credential was a key barrier to receiving occupational training, including CT-OS or OJT. Forty-four percent of the high school graduates and GED recipients received CT-OS compared with 31 percent of the high school dropouts. Also, Table 6.1 shows an especially large difference in OJT receipt rates between those with a high school diploma or GED and high school dropouts; 24 percent of the graduates and GED recipients received OJT compared with only 9 percent of the dropouts. These findings suggest that classroom training providers and employers were likely to be cautious about investing in youths who had not yet demonstrated educational persistence by obtaining a high school diploma or GED.

At the same time, however, high school dropouts were more than ten times as likely as graduates and GED recipients to receive basic education services without training. Given that these youths did not receive subsequent JTPA-funded CT-OS or OJT services during the follow-up period, the payoff on their investment in basic education or GED preparation, at least in terms of further training, is likely to occur later than it is for those who received CT-OS or OJT during the follow-up period.

Not surprisingly, youths with limited work experience were less likely to receive employment-based services such as OJT or job search assistance only than those who worked 13 weeks or more during the year prior to JTPA application. However, youths with limited work experience were more likely to receive CT-OS (although this was not statistically significant) and basic education without training.

Fully 87 percent of the youths who were receiving cash public assistance were either high school dropouts or had limited work experience, or both, which may have required them to obtain

further education before entering the labor market. In fact, Table 6.1 shows that compared with those who were not receiving cash welfare payments, youths who were receiving AFDC or other cash assistance at the time of JTPA application were more likely to receive basic education without training and were less likely to receive employment-based services such as OJT and job search assistance only.

4. AFDC history and household composition subgroups. Table 6.1 shows that long-term AFDC recipients and single parents – those most likely to be AFDC recipients – were more likely to receive CT-OS than those who had never received AFDC and those who were married, respectively.[7]

C. Further Discussion of Key Findings

Three sets of findings stand out from the analyses discussed in the previous sections: gender differences in service receipt, ethnic differences in service receipt, and the association between the three employment barriers analyzed and the types of services that out-of-school youths received. As is the case with adults, these issues have been the subject of other recent reports on JTPA.[8] This section addresses the question of whether differences in service receipt rates associated with the employment barriers account for differences in the services received among gender and ethnic groups. Specifically, the analysis examines gender and ethnic differences in service receipt within subgroups of enrollees defined by the various combinations of the three employment barriers discussed in the previous section (high school dropout, limited work experience, and cash public assistance recipient). This will permit a further investigation of the hypothesis that male and female youths (or black and white youths) with the same employment barriers are equally likely to receive CT-OS.

Because many of the black and Hispanic youths were concentrated in the larger urban SDAs, the analysis of ethnic differences in service receipt is expanded further. Specifically, ethnic differences in service receipt were tested within a multivariate regression framework that adjusted

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[7]Given the small number of male youths who had any history of AFDC receipt, the percentages for subgroups of this characteristic displayed in Table 6.1 reflect service receipt primarily for female youths.

[8]In particular, one study analyzed data on a random sample of about 5,000 youths from 63 SDAs and found that: (1) JTPA served less job-ready youths in roughly the same proportion as their representation in the eligible population (as estimated by the U.S. Census Bureau's Current Population Survey); (2) more job-ready youths tended to receive occupational training (either in the classroom or on the job), while the less job-ready were more likely to be enrolled in non-occupational training; (3) black youths were more likely to receive either non-occupational training or job search assistance only, and less likely to be enrolled in occupational training. See U.S. General Accounting Office, 1990.

for other differences in service receipt that may have been due to the distribution of ethnic groups among different types of SDAs or to individual characteristics such as age, household composition, AFDC history, and previous earnings that may also be associated with ethnicity.

1. **Further analysis of gender differences in service receipt**. The top panel of Table 6.2 is taken directly from Table 6.1 and shows that, overall, male youths were more likely to receive OJT or job search assistance only and less likely to receive CT-OS than female youths. In part, differences in the types of services male and female youths received can be traced to differences in the services for which they were recommended at assessment (see Table 4.1). For example, 44 percent of the female youths and 30 percent of the male youths were recommended for CT-OS. Also, 33 percent of the male youths were recommended for OJT and an additional 5 percent were recommended for job search assistance only. By contrast, 23 percent of the female youths were recommended for OJT and an additional 2 percent were recommended for job search assistance only.

Like the differences between adult men and women highlighted in Chapter 5, service receipt (as well as service recommendation) differences between male and female youths may also be explained by differences in the types of employment barriers they possessed. For example, 42 percent of the female youths had two or three of the employment barriers analyzed compared with 32 percent of the male youths (see Table 2.13). Also, 61 percent of the female youths had limited work experience – an attribute, as discussed above, associated with lower receipt rates of OJT or job search assistance only – compared with only 47 percent of the male youths.

In general, employment barriers accounted largely for target group differences in OJT and job search assistance only receipt, but only partly for target group differences in CT-OS receipt. The remaining panels in Table 6.2 display service receipt rates for male and female youths within subgroups defined by each combination of the three employment barriers. The statistical significance levels indicate whether the percentage of male youths who received a particular category of services differed from the percentage of female youths who received that category of services. For example, the second panel indicates that among youths with no employment barriers, 47 percent of the female youths received CT-OS compared with 31 percent of the male youths. The statistical significance level indicates that this difference was statistically significant at the 1 percent level. Because so few male youths were receiving cash public assistance at the time of their JTPA application and because cash public assistance receipt was highly correlated with the other two employment barriers, the following discussion focuses on employment barrier

TABLE 6.2

SERVICE RECEIPT RATES FOR OUT-OF-SCHOOL YOUTH ENROLLEES, BY EMPLOYMENT BARRIER SUBGROUP AND TARGET GROUP

Employment Barrier Subgroup (a) and Target Group	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
All Employment Barrier Subgroups						
Male youths	959	28.1	18.0	17.9	13.2	22.7
Female youths	1,188	43.1 ***	13.4 ***	19.2	9.0 ***	15.3 ***
No Employment Barriers						
Male youths	227	30.8	34.4	1.8	16.7	16.3
Female youths	272	47.1 ***	21.0 ***	4.0	14.3	13.6
1 Employment Barrier						
Worked fewer than 13 weeks in 12 months before assignment						
Male youths	132	32.6	22.7	5.3	18.2	21.2
Female youths	169	53.3 ***	18.3	4.7	8.9 **	14.8
No high school diploma or GED at assignment						
Male youths	254	27.2	14.6	22.8	13.0	22.4
Female youths	170	39.4 ***	10.6	19.4	12.9	17.6
Receiving AFDC or other cash assistance at assignment						
Male youths	17	17.6	11.8	5.9	23.5	41.2
Female youths	56	53.6 **	23.2	1.8	8.9	12.5 **
2 Employment Barriers						
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment						
Male youths	240	27.1	8.7	31.7	7.5	25.0
Female youths	220	33.6	5.9	40.0 *	4.5	15.9 **
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment						
Male youths	10	30.0	0.0	0.0	30.0	40.0
Female youths	86	61.6 *	19.8 (f)	7.0 (f)	3.5 ***	8.1 ***

(continued)

TABLE 6.2 (continued)

Employment Barrier Subgroup (a) and Target Group	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
No high school diploma or GED at assignment and receiving AFDC or other cash assistance at assignment						
Male youths	33	18.2	9.1	27.3	9.1	36.4
Female youths	49	26.5	8.2	30.6	12.2	22.4
All 3 Employment Barriers						
Male youths	45	22.2	2.2	37.8	8.9	28.9
Female youths	162	34.0	3.7	40.1	4.3	17.9

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all out-of-school youth enrollees in the 18-month study sample.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi-square test was applied to the difference in service receipt rates between male youths and female youths. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(f) A chi-square test was inappropriate because of low expected cell frequencies.

combinations that do not include cash public assistance receipt.

Table 6.2 shows that the target group difference in OJT receipt was statistically significant only among youths with no employment barriers. In other words, among youths with combinations of employment barriers that included being a high school dropout or having limited work experience, male and female youths were about equally likely to receive OJT. Similarly, although male youths were more likely than female youths to receive job search assistance only, the differences persisted only among youths with limited work experience.[9] However, recall that, in general, youths with these employment barriers were less likely to receive OJT or job search assistance only than those with no employment barriers.

Among youths with no employment barriers and youths with only one employment barrier, female youths were more likely to receive CT-OS than male youths. As Table 6.2 indicates, among youths who were high school dropouts *and* had limited work experience, however, there were no statistically significant differences in CT-OS receipt between male and female youths.

2. **Further analysis of ethnic differences in service receipt.** The top panel of Table 6.3 is taken directly from Table 6.1 and displays the overall finding, discussed in the previous section, that white youths were more likely than black youths to receive OJT or job search assistance only and less likely to receive basic education without training. Like the ethnic differences in service receipt among adults, service receipt differences among ethnic subgroups of out-of-school youths may be associated with employment barriers. Black youths were much more likely than white youths to have two or three of the employment barriers that were analyzed (Table 2.14). Recall that, in general, all youths with multiple employment barriers were the most likely to receive basic education without training or miscellaneous non-training services, while those with none of the employment barriers were the most likely to receive employment-based services, including OJT or job search assistance only.

In general, employment barriers accounted for much of the difference between black and white youths in their receipt of basic education without training, and for only some of the difference in their receipt of employment-based services (OJT and job search assistance only). Table 6.3 displays service receipt rates for white, black, and Hispanic youths within subgroups

[9]Note that this difference was also statistically significant among youths with limited work experience and cash public assistance receipt. However, only three male youths from this subgroup received job search assistance only. As noted above, the discussion focuses on combinations of employment barriers that included high school dropout and limited work experience because so few male youths were receiving cash public assistance at the time of their JTPA application.

TABLE 6.3

SERVICE RECEIPT RATES FOR OUT-OF-SCHOOL YOUTH ENROLLEES, BY EMPLOYMENT BARRIER SUBGROUP AND ETHNICITY

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)		OJT (c) (%)		Non-Training Education (d) (%)		JSA Only (%)		Misc. Non-Training Services (e) (%)	
All Employment Barrier Subgroups											
White, non-Hispanic	1,138	29.9		21.4		16.0		13.1		19.7	
Black, non-Hispanic	588	33.0		7.0	***	31.8	***	9.4	**	18.9	
Hispanic	375	60.8	***	10.9	***	6.9	***	7.2	***	14.1	**
No Employment Barriers											
White, non-Hispanic	345	33.6		31.3		4.1		15.7		15.4	
Black, non-Hispanic	73	49.3	**	12.3	***	0.0	(f)	17.8		20.5	
Hispanic	75	58.7	***	21.3	*	1.3		10.7		8.0	
1 Employment Barrier											
Worked fewer than 13 weeks in 12 months before assignment											
White, non-Hispanic	148	35.1		27.0		4.1		12.8		20.9	
Black, non-Hispanic	72	38.9		9.7	***	9.7		19.4		22.2	
Hispanic	70	67.1	***	15.7	*	2.9		8.6		5.7	***
No high school diploma or GED at assignment											
White, non-Hispanic	245	28.2		15.5		19.2		16.3		20.8	
Black, non-Hispanic	102	23.5		8.8		37.3	***	9.8		20.6	
Hispanic	66	59.1	***	10.6		6.1	**	6.1	**	18.2	
Receiving AFDC or other cash assistance at assignment											
White, non-Hispanic	42	38.1		23.8		4.8		2.4		31.0	
Black, non-Hispanic	18	50.0		22.2		0.0	(f)	22.2	**	5.6	*
Hispanic	12	58.3		8.3		0.0	(f)	33.3	**	0.0	(f)
2 Employment Barriers											
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment											
White, non-Hispanic	201	24.9		11.9		31.8		10.9		20.4	
Black, non-Hispanic	167	19.8		2.4	***	53.3	***	3.6	**	21.0	
Hispanic	79	64.6	***	6.3		10.1	***	0.0	(f)	19.0	

(continued)

TABLE 6.3 (continued)

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	37	27.0	35.1	10.8	8.1	18.9
Black, non-Hispanic	37	78.4 ***	8.1 ***	5.4	2.7	5.4 *
Hispanic	22	77.3 ***	4.5 **	.0.0 (f)	9.1	9.1
No high school diploma or GED at assignment and receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	44	22.7	11.4	29.5	15.9	20.5
Black, non-Hispanic	25	16.0	8.0	36.0	4.0	36.0
Hispanic	11	45.5	0.0 (f)	18.2	9.1	27.3
<u>All 3 Employment Barriers</u>						
White, non-Hispanic	74	21.6	5.4	43.2	4.1	25.7
Black, non-Hispanic	92	32.6	3.3	44.6	6.5	13.0 **
Hispanic	39	46.2 ***	0.0 (f)	23.1 **	5.1	25.6

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all white, black, and Hispanic out-of-school youth enrollees in the 18-month study sample. Enrollees from other ethnic groups were not included because of small sample sizes.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi-square test was applied to the difference in service receipt rates between white enrollees and black enrollees and between white enrollees and Hispanic enrollees. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(f) A chi-square test was inappropriate because of low expected cell frequencies.

defined by each combination of the three employment barriers.[10] The statistical significance levels indicate whether the percentage of white youths who received a particular category of services differed from the percentage of black or Hispanic youths who received that category of services. For example, the second panel shows that among youths with no employment barriers, 34 percent of the white youths and 49 percent of the black youths received CT-OS. The table also indicates that this difference was statistically significant at the 5 percent level.

Employment barriers appear to account for some of the white/black difference in OJT receipt. In four of the eight employment barrier subgroups -- which included more than 60 percent of the youths -- white youths were more likely to receive OJT than black youths. Also, although the top panel in Table 6.3 shows that there was no overall difference in CT-OS receipt rates between white and black youths, there were differences within two of the employment barrier subgroups. Among youths with no employment barriers and among those who had limited work experience and were receiving public assistance, black youths were much more likely than white youths to receive CT-OS and much less likely to receive OJT. It appears that for black youths in these two employment barrier subgroups, CT-OS served as a substitute for the OJT, job search assistance, and other non-training services that they did not obtain or did not want. Among youths who were high school dropouts and had limited work experience, black youths were less likely than white youths to receive OJT or job search assistance only, but were more likely to receive basic education without training.

Finally, Table 6.3 indicates that employment barriers accounted partly for the white/Hispanic differences in OJT and job search assistance only receipt, but for very little of the difference in CT-OS receipt. For example, the differences in OJT receipt rates were not statistically significant in three of the employment barrier subgroups and persisted in three others. The difference in CT-OS receipt rates persisted in six of the employment barrier subgroups and were not statistically significant in the other two.

Ethnic differences in service receipt may also be due to other factors such as the concentration of minority youths in largely urban SDAs or other individual characteristics that may be related to ethnicity and service receipt rates. In order to investigate this possibility, the analysis was expanded to construct multivariate regression models that estimate service receipt rates among ethnic groups while adjusting for differences that might be due to a variety of

[10]Youths from "other" ethnic groups were not included in the analysis because of small sample sizes.

background and SDA characteristics. The following results are based on a regression model that adjusts for differences among ethnic groups associated with age, gender, AFDC history, household composition, random-assignment date, Food Stamp receipt at random assignment, previous enrollment in job club, having a high school diploma rather than a GED, and SDA characteristics, as well as the employment barrier combinations listed in Table 6.3. Like the findings for adults discussed in the previous chapter, the results from this model help explain the ethnic differences in service receipt rates. For example, the regression-adjusted percentage of white youths who received CT-OS was 31 percent compared with 33 percent for black youths, and the regression-adjusted percentage for white youths who received OJT was 18 percent compared with 14 percent for black youths. For this particular regression model specification, the white/black differences in CT-OS and OJT receipt were not judged to be statistically significant. Again, as was true for adults, the results from this model indicate that ethnic differences in service receipt can be explained on the basis of site differences in service emphasis and differences in service receipt among subgroups defined by characteristics other than ethnicity. However, other model specifications yielded differences that were statistically significant.

Again, readers should exercise caution in interpreting the multivariate regression results because they are sensitive to the regression model specification used. Also, this type of statistical modeling is difficult to translate into policy-relevant and practical conclusions. SDAs must serve real people rather than individuals (reflected in the regression model) who are the same on all characteristics except ethnicity. Therefore, the analysis shown in Table 6.3 is probably the most realistic picture of ethnic differences in service receipt in the study sites.

The analysis discussed here (like the analysis in Chapter 5) provides a further context for interpreting the ethnic differences in service receipt rates displayed in Table 6.1. Examining these differences within employment barrier subgroups and through a multivariate regression framework sheds some light on why these differences occurred, but does not account for all of the differences. Other factors such as individual characteristics and employment barriers not examined here, individual preferences, and SDA, service provider, and employer practices (which, in some cases, may amount to racial discrimination) may account for differences in the way JTPA services are distributed among ethnic groups. It is also important to keep in mind that previous stages in the JTPA client flow also include screening mechanisms that determine service receipt and may result in ethnic differences not analyzed in this chapter.

II. The Length of Enrollment for Out-of-School Youths

A. The Relationship Between Length of Enrollment and Services Received

Like the findings for adults, length of enrollment for youth enrollees was most closely associated with the types of services they received. The top row in Table 6.4 lists the median length of enrollment for all out-of-school youths and for each of the five service categories. It shows that, overall, the median length of enrollment for out-of-school youths was 3.6 months, slightly longer than the median length of enrollment for adults (3.2 months). Table 6.4 also shows that the median length of enrollment for those who received CT-OS – the most widely utilized service among youths – was 5.3 months. At the other extreme, the median length of enrollment for youths who received job search assistance only was less than one month. In the middle, the median length of enrollment for those who received OJT was 3.1 months. This was slightly longer than the median length of enrollment for adults who received OJT. Basic education without training played a key role in the way that SDAs in the study served out-of-school youths, particularly those with multiple employment barriers. Table 6.4 shows that these services were relatively long-lasting, with a median length of enrollment of almost four months.[11]

B. Subgroup Differences in Length of Enrollment

The relationship between the services that male youth enrollees received and the length of their enrollments also helps explain subgroup differences in length of enrollment. Table 6.4 lists selected subgroups of youth enrollees and the median length of enrollment (in months) for each subgroup, both overall and by the category of services they received. Statistical tests were performed to determine whether there were significant differences in median length of enrollment between the first subgroup listed under each characteristic and each of the other subgroups. For example, among the subgroups defined by ethnicity, the table indicates that there was a statistically significant difference between the median length of enrollment for all white youths (3.4 months) and the median length of enrollment for all Hispanic youths (4.8 months). The table also indicates that there was no statistically significant difference between the median length

[11]These differences in length of enrollment among youths in each of the service categories account for similar differences in length of enrollment among youths in each of the recommended service strategies. For example, youth enrollees recommended for the classroom training service strategy had the longest median length of enrollment at 5.0 months, and those recommended for the OJT/JSA service strategy had the shortest median length of enrollment at 2.7 months. Youth enrollees recommended for the other services strategy had a median length of enrollment of 3.0 months.

TABLE 6.4

MEDIAN LENGTH OF ENROLLMENT FOR OUT-OF-SCHOOL YOUTHS, BY SELECTED BASELINE CHARACTERISTICS AND SERVICE RECEIPT

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
All Out-of-School Youth Enrollees	2,147	3.6	5.3	3.1	3.9	0.8	2.8
Target Group							
Male youths	959	3.3	5.1	3.1	3.7	0.8	2.4
Female youths	1,188	3.9 ***	5.4	3.0	4.1	0.9	3.2 ***
Age							
16-19	1,322	3.7	5.4	3.1	3.8	1.0	3.0
20-21	825	3.5	5.2	3.0	4.1	0.7 ***	2.4 **
Ethnicity							
White, non-Hispanic	1,138	3.4	4.8	3.1	4.5	0.8	2.9
Black, non-Hispanic	588	3.4	5.3	2.0 ***	3.4 ***	0.8	2.7
Hispanic	375	4.8 ***	6.5 ***	4.4 ***	4.5	0.9	2.6
Other	46	3.0	3.7	2.1	3.6	0.0 (e)	3.4
Education							
High school diploma or GED	885	3.8	5.7	3.3	3.7	0.7	2.8
No high school diploma or GED	1,173	3.5 **	4.9 **	2.7 **	3.9	1.1 ***	2.9

(continued)

TABLE 6.4 (continued)

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
Work Experience							
Worked 13 weeks or more in 12 months before assignment	877	3.4	5.0	3.0	4.3	0.8	2.5
Worked fewer than 13 weeks in 12 months before assignment	1,064	3.8 ***	5.5	3.2	3.8	0.9 *	3.1 **
Public Assistance Receipt							
Not receiving AFDC or other cash assistance at assignment	1,479	3.5	5.3	2.9	4.0	0.8	2.6
Receiving AFDC or other cash assistance at assignment	458	4.0 ***	6.0	3.5 *	4.1	1.2 **	3.2 *
Barriers to Employment (f)							
None	499	3.4	5.0	3.1	4.2	0.7	2.4
1	798	3.6	5.6	2.9	3.7	0.8 ***	2.7
2	638	3.8 **	5.3	3.5	4.1	1.2 ***	3.1 *
3	207	3.6	5.1	1.6 **	3.8	2.0 ***	3.2 *
AFDC History							
Never received AFDC	1,783	3.5	5.2	3.1	3.7	0.8	2.7
Received AFDC less than 2 years (g)	267	4.2 ***	6.2	2.8	4.6 **	1.0	3.6 **
Received AFDC 2 years or more (g)	82	4.3 **	5.1	3.7	4.5	3.1	3.4
Household Composition							
Spouse present	248	3.5	5.0	3.0	5.2	0.9	1.7
No spouse present, child present	437	4.2 **	6.2	3.0	4.2 *	0.8	3.7 ***
No spouse present, no child present	1,316	3.4	5.0	3.1	3.5 ***	0.8	2.7 **

(continued)

TABLE 6.4 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all out-of-school youth enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The median length of enrollment is defined as the number of months after enrollment by which half of the enrollees in a subgroup completed their JTPA participation.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in median length of enrollment between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) A chi-square test was inappropriate because of low expected cell frequencies.

(f) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(g) The AFDC receipt may not have been continuous.

of enrollment for white youths and the median length of enrollment for black youths (3.4 months).[12]

Table 6.4 shows that those who received classroom-based services (CT-OS or basic education without training) tended to have longer enrollments than those who received employment-based services (OJT or job search assistance only). For example, recall from Table 6.1 that female youths were much more likely than male youths to receive CT-OS – the service category with the longest median length of enrollment. This accounts for the finding shown in Table 6.4 that the median length of enrollment for all female youths was more than half a month longer than that for male youths. In fact, except for those who received miscellaneous non-training services only, there were no statistically significant differences in median length of enrollment between male and female youths who received the same services.

Table 6.4 also shows that there was no statistically significant difference in the median length of enrollment between white and black youths. However, among those who received OJT and basic education without training, black youths had shorter enrollments than white youths. This suggests that black youths may have been more likely to leave than white youths – either for positive reasons such as finding a job or for other reasons such as lack of interest. It may also be that the training and education that black youths received was oriented toward lower-skill occupations and therefore, by design, shorter than that received by white youths. Interestingly, Hispanic youths had longer enrollments than white youths among enrollees who received CT-OS or OJT. This may be due, in large part, to the fact that Hispanic youths were more likely to combine basic education with the occupational training services.

Among youths who received CT-OS or OJT, high school dropouts had shorter enrollments than those who had a high school diploma or GED at the time of their JTPA application. This may signify that those who left school previously may have continued this pattern by not completing their training or it may be that the training was, by design, shorter than that received by graduates and GED recipients. However, the median length of enrollment for high school dropouts who received basic education without training was actually slightly longer (although not statistically different) than that for graduates who received basic education without training. The differences in length of enrollment among other employment barrier subgroups is due, in large

[12]Unless otherwise noted, discussion of median length of enrollment differences among subgroups focuses on those that are statistically significant at the 10 percent level or lower.

part, to differences in the types of services they received. Those who tended to receive basic education services – such as those with limited work experience and those receiving cash public assistance – had longer enrollments than their more job-ready counterparts, who were more likely to receive employment-based services, including OJT or job search assistance only.

CHAPTER 7

VARIATIONS ACROSS THE SERVICE DELIVERY AREAS

Chapters 4-6 presented participation information about the entire JTPA study sample, by major target group and subgroup. However, by their nature, these pooled, cross-site analyses conceal any differences or variations that exist among the 16 diverse SDAs in the sample and, therefore, do not permit attempts to determine whether or how local conditions and SDA decisions or actions are related to types of services offered or particular types of clients enrolled by these 16 SDAs.

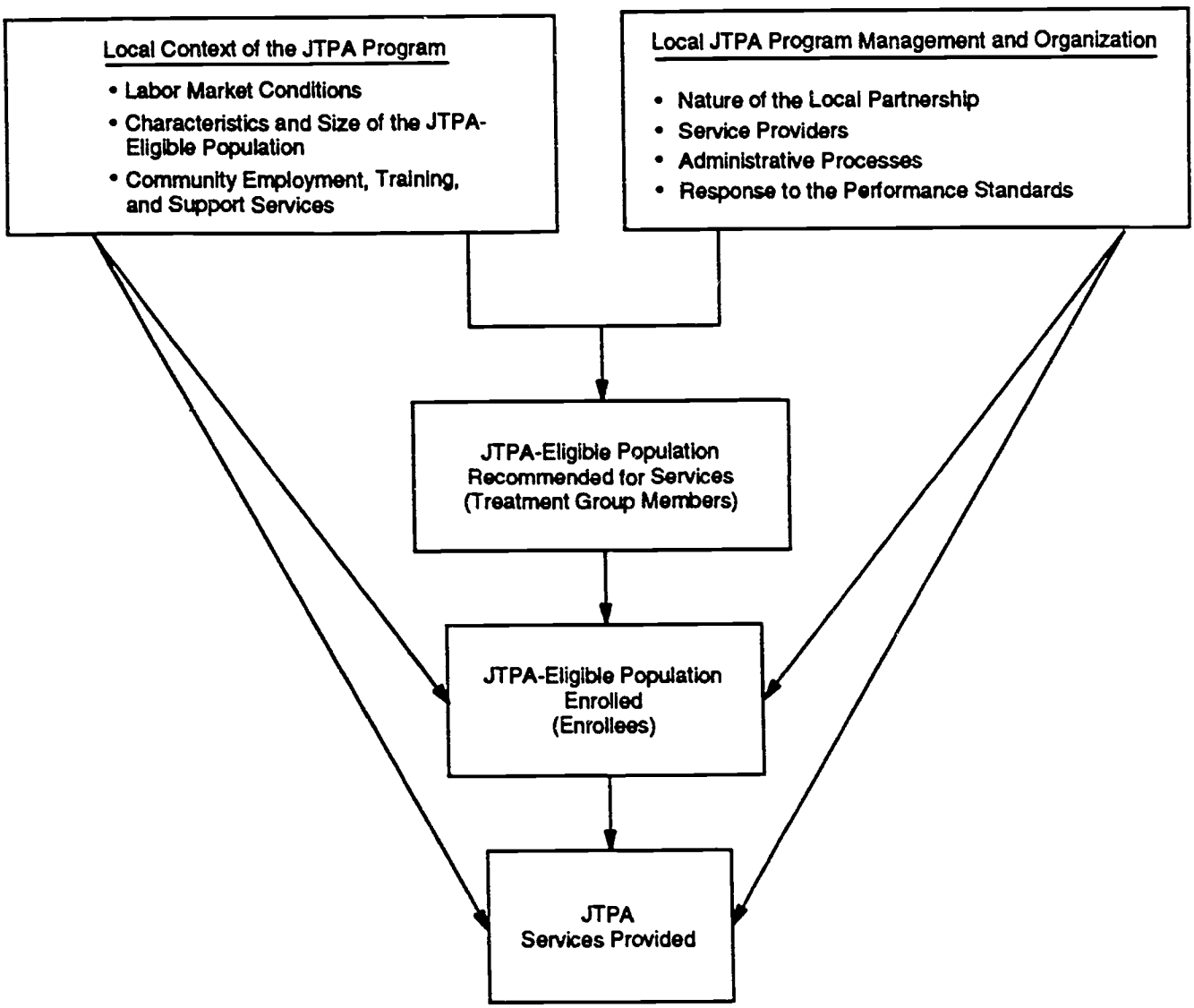
The conceptual framework for examining these kinds of potential relationships at the specific SDA level is presented in Figure 7.1. On the left-hand side, under "Local Context of the JTPA Program," are listed the three main "external" factors over which the SDAs have little or no control but that can reasonably be expected to affect the services offered and the population served by a particular SDA: labor market and other local economic conditions, including the unemployment rate and the degree to which the area is urban or rural; the characteristics and size of the JTPA-eligible population residing in the SDA, from which actual enrollees are drawn; and the broad range of potential service providers in the community, from which the SDA selects its actual service providers. On the right-hand side are four areas of SDA management and organization over which, as described in Chapter 1, the SDAs can exert substantial control, within statutory limits: the nature of the partnership between local elected officials and the local private industry council (PIC); the service providers; the SDA's administrative processes (particularly recruitment, eligibility, and intake, and the method of selecting and contracting with service providers); and the SDA's response to performance standards.[1] Together, these external factors (on the left) and areas of SDA discretion (on the

[1]Two clarifications are needed about the data used for the analysis of performance standards. First, unlike Chapter 2, which discussed the performance and adjusted performance standards of the 16 study sites for one program year (PY 1988) based on JTPA Annual Status Report (JASR) data, this chapter relies on data on performance and adjusted performance standards that are averaged for each SDA over the three program years of this study (PYs 1987, 1988, and 1989). These data were based on information provided by the states in which the SDAs are located, and this procedure was followed to permit a fuller view of "performance" over time for the study sites. Typically, there are

(continued...)

FIGURE 7.1

FACTORS AFFECTING THE IMPLEMENTATION OF JTPA PROGRAMS



right) lead to the remaining boxes in Figure 7.1: the identification of the JTPA-eligible population recommended for service strategies, the population actually enrolled, and the particular set of services provided.

Chapter 2 presented and analyzed the high degree of variation across the 16 SDAs in local economic conditions and in most of the factors on the right-hand side of Figure 7.1. Section II of this chapter examines the variation and patterns of variation among SDAs in the services they recommended, the "disadvantagedness" of the population they served, and the services JTPA enrollees actually received. This analysis provides important contextual information for understanding the pooled, cross-site impacts as well as the impacts of individual SDAs presented in the 18-month impact report (Bloom et al., 1993). Section III then examines several commonly held "hypotheses" about the relationship between SDA characteristics and the services they are likely to emphasize and the population they are likely to serve.[2] Examples of the hypotheses based on these potential relationships include the following:

Possible Hypotheses

- Areas with higher unemployment rates tend to emphasize classroom training, on the grounds that immediate employment opportunities – often viewed as a prerequisite for programs emphasizing OJT/JSA – are more limited.

- SDAs that substantially exceed their adjusted performance standards (e.g., job placement rates) tend to enroll individuals with fewer employment barriers than do SDAs that do not meet, or only marginally meet, their adjusted performance standards.

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[1](...continued)
few differences in information provided by the states and JASRs. It is true that averaging performance over three years disguises the variation within an SDA over the three-year period; about half of the SDAs experienced notable variation in performance over these three years for adults and youths. However, since the study period covered these three years, and since no single year would represent the SDAs' performance over the entire study period, the three-year averages appeared to be the most appropriate indicator for the desired analysis.

Second, for the analysis involving adult performance standards, only the entered employment rate was used. It was the standard consistently adopted by the study sites and typically drew the most attention. The separate analysis involving youth performance standards uses entered employment rate and positive termination rate.

[2]The analysis in this chapter does not address a third set of issues concerning the relationship between SDA characteristics and variation in SDA-specific program impacts. See Bloom et al., 1993, for a discussion of this.

- In contrast to government-operated SDAs, PIC-operated SDAs tend to emphasize OJT as a service, since it provides a training subsidy to the private sector. (Alternatively, it has been hypothesized that PIC-operated SDAs emphasize classroom training to increase the skills level of the potential employees.) Further, PIC-operated SDAs also tend to enroll individuals with fewer employment barriers in order to meet the needs of the local employer community.

- SDAs that make greater use of fixed unit price, performance-based contracts enroll larger proportions of less disadvantaged individuals than do SDAs that rely mostly on cost-reimbursement contracts.

It is important to note that these and similar hypotheses are addressed far less rigorously than are other issues in this report and in the 18-month impact report, for three main reasons. First, and most important, these analyses of relationships are nonexperimental; i.e., they result not from comparing the experiences of treatment and control group members in the same location, but from cross-site comparisons in which there are likely to be a host of other unmeasured differences that may account for any relationships detected. In addition, relatively simple comparative and descriptive methods were used to analyze the data. Hence, the cross-site comparisons must be viewed largely as suggestive and descriptive, and not as definitive.[3]

The second reason is that the number of "observations" – i.e., study sites – is quite small for this sort of analysis (or for sophisticated statistical modelling techniques, which were not undertaken primarily for this reason). Given the large number of possible explanations for variations across sites – e.g., for the types of individuals served or services provided – and the limited number of sites, it is extremely difficult to conclude that one condition (such as the unemployment rate or a high job placement rate) is "the" main factor or reason for the enrollment of particular types of individuals or the provision of specific services, even if there appears to be a strong correlation.

The third reason concerns the amount and level of available information about the external factors – the left-hand side of Figure 7.1 – as well as some of the areas of SDA

[3]This caution also applies to any attempts to link local conditions or areas of SDA discretion to program impacts. Since both would be nonexperimental cross-site comparisons, they would be less reliable; to answer, with equal rigor, the question of how program characteristics affect participation patterns, or impacts, would require a "differential" impact design, in which individuals would be *randomly assigned* to programs having different characteristics. As discussed in Chapter 3, measuring differential impacts was not a goal of the National JTPA Study. For a full discussion of the difficulties inherent in drawing conclusions from cross-site comparisons, see Cave and Doolittle, 1991, pp. 161ff.

discretion that further limit the comprehensiveness and depth of analyses presented in this chapter. As stated in Chapter 1, the Request for Proposals (RFP) issued by DOL did not envision the collection of a large amount of information on the participating SDAs beyond the type of enrollment and participation data and information on administrative structures presented in the preceding chapters. Only a small amount of information about the external factors was collected on the participating SDAs, such as the basic unemployment rate, wage level, and population data presented in Chapter 2. Apart from a forthcoming nonexperimental study conducted in four of the SDAs, little information was collected on the characteristics of the JTPA-eligible population or on the range of potential service providers. Hence, regarding the topics listed on the right-hand side of Figure 7.1, analysis must be quite limited.

With these important cautions in mind, this chapter now shifts the focus from the entire "pooled" sample of treatment group members analyzed in the preceding four chapters to site-specific findings in the 16 individual SDAs that agreed to be part of the National JTPA Study.

I. An Overview of the Findings

Several findings emerge from this chapter:

- SDAs varied widely in the types of services they recommended for adults and youths. For example, the proportion of adults recommended for the OJT/JSA service strategy ranged from 7 percent to 79 percent; the proportion of youths recommended for the other services strategy ranged from 0 percent to 88 percent.

- Similarly, SDAs varied widely in the types of services that enrollees actually received. For example, the proportion of adult enrollees who received basic education not in combination with OJT or classroom training ranged from 0 percent to 47 percent; for youth enrollees, it ranged from 0 percent to 80 percent.

- With respect to treatment group members who had multiple employment barriers, there were large differences across sites in the formal JTPA enrollment rate.[4] For example, for adults with multiple barriers, the

[4]As discussed in Chapter 5, the employment barriers used in this study were based on amount of prior employment, educational attainment, and welfare receipt. Other objective and subjective characteristics that many experts believe to be important indicators of disadvantage are not considered in these analyses.

enrollment rate ranged from 24 percent to 91 percent, and for youths it ranged from 21 percent to 88 percent.

- Two SDAs had substantially higher formal JTPA enrollment rates for adults with multiple employment barriers than for adults with none of the employment barriers studied. For youths, this was true in three SDAs. However, four SDAs had considerably lower enrollment rates for adults with multiple employment barriers than for adults with none of the employment barriers studied. For youths, this was true in only one SDA. (Two caveats: These findings may reflect the characteristics of the pool of eligible individuals in the individual SDAs, over which the SDAs have no control; or they may result from the level of recruitment activities or selection/screening processes undertaken by the SDAs.[5])

- There is some very preliminary evidence that SDAs that substantially exceeded their adult performance standards, compared with those that marginally exceeded their standards, placed greater emphasis on OJT/JSA – and less emphasis on classroom training – for adults, and tended to enroll a less disadvantaged adult population. (The caveats noted above also apply to these findings.) However, a different and more mixed pattern emerged for youths and depended on the performance standard used to characterize the SDAs. For example, SDAs that marginally exceeded the youth entered employment standard placed especially heavy emphasis on classroom training, while SDAs that marginally exceeded the youth positive termination standard recommended the three service strategies in roughly equal proportions. However, SDAs that substantially exceeded either of the two youth standards did place greatest emphasis on the other services strategy and tended to enroll a more disadvantaged youth population than did SDAs that marginally exceeded their standards.[6]

- Analyses did not reveal any clear or consistent relationships among examined structural and administrative characteristics of the 16 SDAs. For example, compared with government-operated SDAs, PIC-operated SDAs did not have consistently higher or lower performance. High use of fixed unit price

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[5]It can be assumed that some form of selection or screening occurred in most SDAs – on the part of both applicants and staff – prior to applicants' reaching the point of being recommended for a service strategy. The variations in formal enrollment patterns discussed in this chapter reflect selections that took place after applicants were determined eligible for JTPA, recommended for services, and randomly assigned to the treatment group.

[6]The different pattern for adults vis-à-vis youths is difficult to explain. One possible explanation may be that performance standards for youths included "positive termination" outcomes such as completion of schooling or attainment of employment competencies, not just (as with adults) standards related to job placement. This could have permitted, or encouraged, SDAs to enroll a more disadvantaged youth population – for whom job placement at termination from JTPA was not seen to be an appropriate goal – without jeopardizing their ability to meet performance standards.

contracts did not appear to be associated with higher levels of performance, or with PIC-operated SDAs compared with government-operated SDAs.

- Also, compared with government-operated SDAs, PIC-operated SDAs did not seem to enroll greater or lesser proportions of more disadvantaged people than of less disadvantaged people. High use of fixed unit price contracts did not seem to be correlated with the enrollment of greater proportions of less disadvantaged than more disadvantaged people. Finally, unemployment rates did not seem to be related to recommended service strategies or the distribution of actual services received.

The remainder of this chapter discusses these and other findings in more detail.

II. Variation in Service Strategy Recommendations, Population Served, and Services Received

As noted in Chapter 1, within broad statutory requirements such as program eligibility, the JTPA statute explicitly gives authority to SDAs to determine the population served and the services provided.[7] The legislation anticipated that different local conditions and decisions would lead to the recommendation and provision of different services across the country to different types of individuals. Not unexpectedly, there was substantial variation across the 16 SDAs in these areas.

A. Service Strategy Recommendations

As noted in Chapter 3, SDA staff developed service recommendations for JTPA applicants based on a combination of several factors, including an employability assessment, the client's interests and preferences, the availability and eligibility of appropriate service providers in the community, and the perceived likelihood that the client would be accepted by the service provider. The recommendations that resulted from these factors reflect the emphasis and priorities SDAs gave to the various service strategies.

Table 7.1 presents the percentage distributions of service strategy recommendations among adult and youth treatment group members. In an effort to highlight the variation among the sites, the table ranks the SDAs by their degree of emphasis on the OJT/JSA service strategy. The left panel of Table 7.1 shows that five SDAs recommended OJT/JSA for more

[7]See section 121(b)(1) of JTPA.

TABLE 7.1

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS
FOR ADULT AND YOUTH TREATMENT GROUP MEMBERS,
BY SITE, IN ORDER OF HIGHEST TO LOWEST PERCENTAGE RECOMMENDED FOR OJT/JSA

	Adults				Youths		
Site	OJT/JSA (%)	Classroom Training (%)	Other Services (%)	Site	OJT/JSA (%)	Classroom Training (%)	Other Services (%)
Decatur, Ill.	79.1	14.4	6.5	Decatur, Ill.	71.4	23.2	5.4
Springfield, Mo.	74.6	17.7	7.7	Northwest Minnesota	58.7	41.2	0.0
Northwest Minnesota	74.0	25.6	0.4	Fort Wayne, Ind.	51.3	20.4	28.3
Fort Wayne, Ind.	66.2	6.4	27.3	Springfield, Mo.	37.8	16.8	45.4
Corpus Christi, Tex.	51.5	34.3	14.1	Marion, Ohio	36.7	55.0	8.3
Marion, Ohio	41.8	48.8	9.4	Jersey City, N.J.	34.8	49.1	16.1
Butte, Mont.	40.1	26.6	33.3	Butte, Mont.	29.6	23.1	47.2
Coosa Valley, Ga.	38.1	36.1	25.7	Corpus Christi, Tex.	29.3	70.7	0.0
Jersey City, N.J.	35.7	46.0	18.3	Cedar Rapids, Iowa	27.4	65.8	6.8
Jackson, Miss.	35.5	57.9	6.6	Coosa Valley, Ga.	25.0	50.2	24.8
Cedar Rapids, Iowa	35.4	60.0	4.6	Heartland, Fla.	23.1	38.0	38.9
Heartland, Fla.	27.1	28.9	44.0	Omaha, Neb.	12.5	86.1	1.4
Omaha, Neb.	18.9	77.4	3.7	Jackson, Miss.	5.5	6.6	87.9
Providence, R.I.	13.0	32.3	54.7	Providence, R.I.	2.4	26.6	71.0
Oakland, Calif.	7.9	49.6	42.6	Larimer County, Colo.	1.3	33.3	65.3
Larimer County, Colo.	7.1	29.6	63.3	Oakland, Calif. (a)	n/a	n/a	n/a
All Sites	41.3	35.2	23.6	All Sites	27.5	37.9	34.6
Sample Size	3,394	2,891	1,939	Sample Size	893	1,232	1,125

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.
Distributions may not total 100.0 percent because of rounding.
Tests of statistical significance were not performed.
(a) Youths at this site were not included in the study.

than half of the adults in the treatment group (Decatur, Springfield, Northwest Minnesota, Fort Wayne, and Corpus Christi), three SDAs recommended classroom training for more than half of the adults in the treatment group (Omaha, Cedar Rapids, and Jackson), and two SDAs recommended the other services strategy for more than half of the adults in the treatment group (Larimer and Providence). The right panel of Table 7.1 shows that there is some overlap among SDAs that emphasized the same service strategies for both adults and youths. For example, Decatur, Northwest Minnesota, and Fort Wayne also emphasized OJT/JSA for youths; Cedar Rapids and Omaha also emphasized classroom training for youths; and Larimer and Providence also emphasized other services for youths.

Finally, three SDAs appear to have operated distinctly different programs for adults and youths. Jackson emphasized classroom training for adults but placed a heavy emphasis on other services for youths. Corpus Christi emphasized OJT/JSA and, to a lesser extent, classroom training for adults, while placing heavy emphasis on classroom training for youths. Springfield placed a very heavy emphasis on OJT/JSA and very little emphasis on other services for adults, but was much more likely to recommend other services and much less likely to recommend classroom training for youths.

B. Population Served

JTPA was designed to provide job training for economically disadvantaged individuals and others facing serious barriers to employment. However, because access to JTPA is not guaranteed to all who satisfy the eligibility rules, the characteristics of the population enrolled in JTPA is a function of a variety of factors, including the characteristics of the eligible population in the SDA, the targeting and intensity of recruitment, and the types of services available to and desired by the eligible population. In addition, SDA staff and service providers, as well as the clients themselves, can exercise discretion over whether clients enroll after having applied and having been recommended for services. Given the variability in these factors across the country, it is reasonable to expect great variation across SDAs in the characteristics of JTPA enrollees. However, it is impossible to attribute the variation to any one of these factors.

A full analysis of the differences across SDAs in the extent to which they served more or less disadvantaged clients would at least require information on the enrollment rates for the eligible populations in each SDA, but these data were not collected as part of the

implementation study. For example, it is not possible to determine the degree to which differences in the pool of those recommended for services reflect other factors: differing characteristics of the eligible populations across the 16 SDAs, variations in the level of recruitment activities undertaken by SDAs (e.g., "passive" recruitment vs. aggressive efforts to identify and attract more disadvantaged individuals), or differences in the pre-random-assignment selection and "matching" process used by SDAs and clients. In the absence of this information, the analysis must rely on comparisons that can be made using available data from later stages in the selection and enrollment process, which means that any findings are, at most, suggestive and not definitive. The present discussion examines variation across SDAs in the extent to which they formally enrolled more or less disadvantaged treatment group members as defined by the three key employment barriers used earlier in this report.

Tables 7.2 and 7.3 present the percentage of adults and youths, respectively, in two of the three employment barrier subgroups defined in Chapters 2-6: those with two or three of the employment barriers and those with none of the employment barriers. In examining the percentage of adults with two or three employment barriers, it appears that some SDAs targeted larger proportions of more disadvantaged clients than did other SDAs. For example, Table 7.2 indicates that 12 percent of the adults in Larimer's treatment group had two or more employment barriers compared to 47 percent in Marion. Among youths, the variation was almost as wide: 21 percent of Larimer's youth treatment group members had two or more employment barriers compared to 52 percent of those in Jackson. Again, however, it is not clear whether this was due to the characteristics of the eligible population, to the SDAs' recruitment activities, or to the decisions of service providers, SDA staff, or the clients themselves.

Tables 7.2 and 7.3 also highlight the great variation in the enrollment rates for treatment group members in the employment barrier subgroups. At first glance, it appears that some SDAs were more successful than others in targeting the more disadvantaged for enrollment. For example, Table 7.2 shows that Northwest Minnesota enrolled 24 percent of the adult treatment group members with two or three employment barriers compared with an enrollment rate of 91 percent for the same group in Larimer. Table 7.3 shows similar variation in enrollment rates among youths with multiple employment barriers. However, these differences do not take into account the fact that some SDAs with low enrollment rates among the most

TABLE 7.2

PERCENTAGE OF ADULT TREATMENT GROUP MEMBERS IN EMPLOYMENT BARRIER SUBGROUPS AND THEIR ENROLLMENT RATES, BY SITE, IN ORDER OF HIGHEST TO LOWEST ENROLLMENT RATE DIFFERENCE

Site	Sample Size	2 or 3 Employment Barriers (a)		No Employment Barriers (a)		Enrollment Rate Difference
		Treatment Group Members (%)	Enrollment Rate (%)	Treatment Group Members (%)	Enrollment Rate (%)	
Omaha, Neb.	491	33.0	56.8	29.1	40.6	16.2
Larimer County, Colo.	367	12.3	91.1	50.1	85.3	5.8
Providence, R.I.	513	41.3	69.8	22.0	65.5	4.3
Marion, Ohio	609	47.0	71.0	23.3	66.9	4.1
Heartland, Fla.	285	24.2	36.2	30.5	32.2	4.0
Jackson, Miss.	542	20.8	77.9	40.8	74.2	3.7
Coosa Valley, Ga.	794	26.4	64.8	33.0	64.1	0.7
Corpus Christi, Tex.	620	23.9	68.2	30.6	70.5	-2.3
Oakland, Calif.	672	31.4	64.0	29.3	67.5	-3.5
Butte, Mont.	222	31.1	84.1	28.8	89.1	-5.0
Cedar Rapids, Iowa	175	30.3	73.6	30.3	79.2	-5.6
Springfield, Mo.	548	13.3	57.5	49.1	65.4	-7.9
Jersey City, N.J.	514	36.0	39.5	32.1	48.5	-9.0
Decatur, Ill.	263	28.1	71.6	34.6	81.3	-9.7
Fort Wayne, Ind.	1,288	16.3	47.6	43.5	60.5	-12.9
Northwest Minnesota	255	34.9	23.6	29.8	64.5	-40.9
All Sites	8,158	27.1	61.3	34.5	64.9	-3.6

(continued)

TABLE 7.2 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult treatment group members in the 18-month study sample.

The subgroup with only one employment barrier is not included in this table in order to more clearly illustrate the difference between subgroups at either extreme of the employment barrier spectrum. Consequently, the percentage of treatment group members at each site will not total 100.0 percent.

Tests of statistical significance were not performed.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

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TABLE 7.3

PERCENTAGE OF YOUTH TREATMENT GROUP MEMBERS
IN EMPLOYMENT BARRIER SUBGROUPS AND THEIR ENROLLMENT RATES,
BY SITE, IN ORDER OF HIGHEST TO LOWEST ENROLLMENT RATE DIFFERENCE

Site	Sample Size	2 or 3 Employment Barriers (a)		No Employment Barriers (a)		Enrollment Rate Difference
		Treatment Group Members (%)	Enrollment Rate (%)	Treatment Group Members (%)	Enrollment Rate (%)	
Jackson, Miss.	377	52.0	75.0	14.9	14.3	60.7
Omaha, Neb.	144	40.3	41.4	24.3	28.6	12.8
Marion, Ohio	109	37.6	75.6	24.8	63.0	12.6
Fort Wayne, Ind.	452	24.3	69.1	33.0	61.1	8.0
Springfield, Mo.	262	34.0	77.5	33.2	73.6	3.9
Heartland, Fla.	107	27.1	44.8	37.4	42.5	2.3
Larimer County, Colo.	75	21.3	87.5	42.7	87.5	0.0
Butte, Mont.	108	38.9	78.6	32.4	80.0	-1.4
Corpus Christi, Tex.	386	39.6	83.7	19.2	85.1	-1.4
Jersey City, N.J.	267	41.9	55.4	19.5	57.7	-2.3
Providence, R.I.	333	45.0	76.0	13.8	78.3	-2.3
Cedar Rapids, Iowa	73	23.3	70.6	38.4	75.0	-4.4
Decatur, Ill.	56	39.3	63.6	28.6	68.7	-5.1
Coosa Valley, Ga.	413	39.0	64.6	18.6	71.4	-6.8
Northwest Minnesota	80	23.8	21.1	40.0	62.5	-41.4
Oakland, Calif. (b)	n/a	n/a	n/a	n/a	n/a	n/a
All Sites	3,242	37.5	69.5	24.2	63.5	6.0

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all youth treatment group members in the 18-month study sample.
Except for the following, see Table 7.2 for the remainder of the notes.
(b) Youths at this site were not included in the study.

disadvantaged also had low enrollment rates among the least disadvantaged. Similarly, some SDAs had high enrollment rates among both groups. Similar enrollment rates among both groups suggests that there was no clear enrollment targeting for the more disadvantaged in these SDAs.

An alternative approach provides an opportunity to examine the extent to which enrollment rates differed among more and less disadvantaged treatment group members in the same SDA. This approach compares the enrollment rate for more disadvantaged individuals (those with two or three employment barriers) with the enrollment rate for less disadvantaged individuals (those with no employment barriers). Tables 7.2 and 7.3 rank the SDAs by these differences, which are displayed in the last column of each table. A positive difference means that the SDA enrolled a greater proportion of its more disadvantaged treatment group pool than of its less disadvantaged treatment group pool. A negative difference means the reverse.

It is useful to "walk through" an example. Table 7.2 shows that Omaha enrolled 56.8 percent of the adult treatment group members who had two or three employment barriers and 40.6 percent of those who had no employment barriers. Hence, the difference is 16.2 percentage points (56.8 minus 40.6), indicating that Omaha enrolled a larger proportion of more disadvantaged adults (from its recommended pool) than less disadvantaged adults. The corresponding difference for Northwest Minnesota is -40.9 percentage points, indicating that it enrolled a larger proportion of less disadvantaged adults (from its recommended pool) than more disadvantaged adults. It is also interesting to note that Omaha and Northwest Minnesota had similar proportions of disadvantaged adults with multiple employment barriers in their recommended pools (33.0 percent compared with 34.9 percent, respectively).

This approach takes into account differences across SDAs in the distribution of treatment group members among the employment barrier subgroups. It also takes into account the fact that some SDAs had high enrollment rates for all groups, while others had high enrollment rates for some groups and low enrollment rates for others. Note that this approach still cannot take into account the recruitment or screening process that took place before applicants became part of the recommended pool.

An examination of the last column in Tables 7.2 and 7.3 reveals several points:

- There was great variation across sites in the difference in enrollment rates for those with multiple employment barriers and those with none. (This variation is greater than the sizable cross-site variation in the proportion of

treatment group members with multiple barriers, which is shown in column 2 of Tables 7.2 and 7.3.) For example, in Jackson, the enrollment rate for youths with two or three employment barriers was 61 percentage points higher than it was for youths with none of the barriers, whereas in Northwest Minnesota, the rate for youths with two or three barriers was 41 percentage points less than it was for youths with none.

- Omaha enrolled substantially greater proportions of adults with multiple employment barriers (compared with the rate for those with none) from among the pool of those recommended for services. Among youths, this was true of Jackson, Omaha, and Marion.

- Three SDAs enrolled substantially larger proportions of adults with none of the employment barriers (compared with those with multiple barriers) from among the pool of those they recommended for services: Northwest Minnesota, Springfield, and Fort Wayne. Among youths, this was the case only in Northwest Minnesota.

- The differences in enrollment rates between the two employment barrier subgroups do not appear to have been associated with the proportion of treatment group members with multiple employment barriers. For example, Northwest Minnesota and Omaha had approximately the same percentage of adults with two or three barriers. However, Omaha enrolled a much larger proportion of those with multiple barriers than it did those with no barriers. The patterns for Northwest Minnesota ran in the opposite direction. Also, SDAs with similar enrollment rate differences among the employment barrier subgroups had very different proportions of adults or youths in those groups.

Comparing the rankings in Tables 7.2 and 7.3 suggests that most SDAs had roughly similar enrollment rate differences among youths and adults in the same employment barrier subgroups. However, three SDAs stand out as having had distinct enrollment rate differences for adults and youths in the same employment barrier subgroups. In Fort Wayne and Springfield, adults with multiple employment barriers were less likely to enroll than adults with no employment barriers, while the opposite was true for youths. In Jackson, adults from both employment barrier subgroups had roughly the same enrollment rates, while youths with multiple employment barriers were much more likely to enroll than were those with no barriers.

C. Services Received

Table 7.4 presents the service receipt rates for adults and youths who were enrolled in JTPA during the follow-up period. (Following the presentations in Chapters 5 and 6, the service categories in this table are mutually exclusive.) In order to highlight the wide variation in service emphasis, the SDAs are ranked by the percentage of enrollees who received OJT. Once again, the variation in service emphasis is quite substantial. There are a number of findings of interest:

- Two SDAs placed a clear emphasis on OJTs for both adults and youths: in both Cedar Rapids and Northwest Minnesota, more than half of both the adult and the youth enrollees received OJTs. In four SDAs – Omaha, Jackson, Jersey City, and Oakland – more than half of the adult enrollees received classroom training, while in only Corpus Christi and Omaha did more than half of the youth enrollees receive classroom training. In Providence and Larimer, more than half of the adults and youths received miscellaneous non-training services.

- There was wide variation in the receipt of job search assistance as a single service (ranging from 0 percent to 47 percent for adults and from 0 percent to 37 percent for youths).

- For four SDAs, basic education was not provided, at least as a discrete service, for either adult or youth enrollees. However, as many as 47 percent of the adult enrollees in Marion and 80 percent of the youth enrollees in Jackson received basic education without training.

- Most SDAs emphasized similar services for adults and youths, but three SDAs stand out in emphasizing different services for each group. In Jackson, more than 7 of 10 adult enrollees received classroom training, while 8 of 10 youth enrollees received basic education without training. In Corpus Christi, 69 percent of the youths received classroom training compared to 35 percent of the adults, while 25 percent of the adults received basic education without training compared to 9 percent of the youths. In Heartland, 36 percent of the youth enrollees received miscellaneous non-training services, and only 29 percent received classroom training. In contrast, only 8 percent of the adult enrollees in Heartland received miscellaneous non-training services, while 44 percent received classroom training.

A comparison of Tables 7.1 and 7.4 indicates that, with the exception of two SDAs, service emphasis, as reflected in recommended service strategies, was roughly similar to service emphasis reflected in actual services received. For example, Decatur, Springfield, Northwest

TABLE 7.4

SERVICE RECEIPT RATES FOR ADULT AND YOUTH ENROLLEES, BY SITE, IN ORDER OF HIGHEST TO LOWEST PERCENTAGE RECEIVING OJT

Site	Adults					Youths				
	OJT (a) (%)	JSA Only (%)	CT-OS (b) (%)	Non-Tr. Ed. (c) (%)	Misc. Non-Tr. Serv. (d) (%)	OJT (a) (%)	JSA Only (%)	CT-OS (b) (%)	Non-Tr. Ed. (c) (%)	Misc. Non-Tr. Serv. (d) (%)
Cedar Rapids, Iowa	54.1	0.0	20.7	11.9	13.3	57.1	0.0	18.4	14.3	10.2
Northwest Minnesota	50.5	2.8	29.0	0.0	17.8	65.8	2.6	31.6	0.0	0.0
Coosa Valley, Ga.	35.3	1.0	46.0	1.0	16.7	20.5	10.4	41.7	9.4	18.0
Decatur, Ill.	35.1	25.2	13.4	3.0	23.3	15.0	10.0	20.0	7.5	47.5
Fort Wayne, Ind.	34.6	47.4	16.5	0.0	1.5	29.0	36.7	30.4	0.0	3.9
Springfield, Mo.	32.2	40.6	24.1	0.6	2.6	19.6	9.0	17.6	41.2	12.6
Butte, Mont.	23.2	0.0	37.1	19.1	20.6	16.1	0.0	32.2	35.6	16.1
Jackson, Miss.	20.7	2.6	72.8	0.0	4.0	1.4	0.0	17.1	79.7	1.8
Heartland, Fla.	17.6	29.4	44.1	1.0	7.8	8.9	26.7	28.9	0.0	35.6
Corpus Christi, Tex.	15.4	24.3	35.1	24.9	0.2	16.7	5.2	68.5	9.0	0.6
Omaha, Neb.	10.6	0.0	75.2	0.0	14.2	7.0	1.8	68.4	0.0	22.8
Jersey City, N.J.	8.6	27.7	59.1	3.6	0.9	8.7	26.8	48.6	8.0	8.0
Marion, Ohio	6.9	17.9	17.7	47.4	10.0	0.0	12.2	12.2	39.2	36.5
Providence, R.I.	6.6	0.0	31.2	0.0	62.2	1.6	0.0	33.3	0.0	65.1
Oakland, Calif.	4.1	36.7	58.5	0.0	0.7	n/a	n/a	n/a	n/a	n/a
Larimer County, Colo.	3.7	4.3	33.5	7.5	50.9	0.0	3.0	24.2	13.6	59.1
All Sites	20.8	19.2	38.0	7.9	14.0	15.5	10.9	36.4	18.6	18.6
Sample Size	1,077	995	1,964	407	726	332	234	781	400	400

(continued)

TABLE 7.4 (continued)

SOURCE: MDRC calculations from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all enrollees in the 18-month study sample.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

Tests of statistical significance were not performed.

(a) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) Youths at this site were not included in the study.

Minnesota, and Fort Wayne recommended the OJT/JSA strategy for well over half of the adults, and more than half of the adult enrollees in these SDAs received either OJT or JSA.[8]

III. The Relationship Between SDA Characteristics and Service Emphasis and Population Served

Section II described the variations among the 16 SDAs in the types of services for which clients were recommended, the population that was ultimately enrolled, and the types of services enrollees received. Section III addresses the question of whether these variations appear to have been associated with the variations in selected SDA characteristics that were presented in Chapter 2.[9] As noted earlier, this discussion will examine a number of "hypotheses" about these relationships.

A. The Relationships Among SDA Characteristics

Before moving on to the analysis of these relationships, it should be noted that there do not appear to be clear or consistent relationships among the SDA characteristics examined here. Following is a brief summary of findings from the analysis of relationships among the JTPA program management and organizational characteristics described earlier: the nature of the local partnership; the extent to which the SDAs used fixed unit price, performance-based vendor contracts; and the level of performance on entered employment rate standards for adults and youths and positive termination rate for youths.

1. **SDA organizational structure (nature of the local partnership) and type of vendor contracts.** One hypothesis is that PIC-operated SDAs would tend to use fixed unit price, performance-based contracts extensively, on the grounds that the private sector is more oriented toward "bottom-line" results. (Such contracts withhold full payment for services until a specified outcome is achieved.) In fact, during the development of the JTPA legislation,

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[8]The distribution of recommended and actual services was quite different for adults and youths in Cedar Rapids and for youths in Decatur. In Cedar Rapids, a high percentage of adults and youths were recommended for the classroom training service strategy, but more than half of the adults and youths who enrolled actually received OJT. In Decatur, 71 percent of the youths were recommended for OJT/JSA, and 5 percent were recommended for the other services strategy, but only 25 percent of enrollees received either OJT or JSA, and 48 percent received miscellaneous non-training services. It was not possible to identify a plausible explanation for the difference between recommended and actual services based on site observations during the study period.

[9]The reader is again reminded of the cautions that appear at the beginning of this chapter.

fixed unit price contracts were often referred to as the major way the private sector purchases services. The corollary hypothesis is that government-operated SDAs would make little or no use of fixed unit price contracts and more use of cost-reimbursement contracts, which assure full payment regardless of outcome.

Comparing Table 2.3 with Table 2.6 provides little support for these hypotheses. It is true that, of the six government-operated SDAs (see Table 2.3), four made little or no use of fixed unit price contracts (see Table 2.6): Butte, Cedar Rapids, Decatur, and Springfield. The other two, Heartland and Omaha, made only moderate use of them. But no pattern emerges with the PIC-operated SDAs. Of the three in that category (see Table 2.3), two made little or no use of fixed unit price contracts, and one made high use. Of the three SDAs that had the highest use of fixed unit price contracts for both adults and youths – Coosa Valley, Northwest Minnesota, and Jackson – two were jointly operated by the PIC and government, and one (Northwest Minnesota) was PIC-operated.

2. Type of vendor contracts and SDA performance. As noted above, full payment under fixed unit price contracts is withheld until certain performance measures are met – i.e., for adults, placement in a job at a certain wage rate for a specific period of time, and for youths, these or other positive termination outcomes, such as completion of a GED. One obvious hypothesis is that SDAs that use fixed unit price contracts achieve higher rates of adjusted performance – as defined by the degree to which they exceeded their adjusted entered employment rates (for adults) and entered employment and positive termination rates (for youths) – than do SDAs that use cost-reimbursement contracts.[10]

There is little evidence to support this hypothesis for either adults or youths. Of the three SDAs that made the highest use of fixed unit price contracts for adult training programs (see Table 2.6), two substantially exceeded their standards and one marginally exceeded its standards. But of the eight SDAs that made little or no use of fixed unit price contracts for adults, three substantially exceeded and two moderately exceeded their standards. Similarly, for youths, among the five SDAs that made the greatest use of fixed unit price contracts, two substantially exceeded and two marginally exceeded their entered employment rate standards;

[10]Here and later in this chapter, SDAs are broken out into three groups: SDAs that substantially exceeded the performance standard (by 15 percent or more), those that moderately exceeded the standard (by 10 to 14.9 percent), and those that did not meet the standard or marginally exceeded it (by less than 10 percent).

a similar story presents itself for youth positive termination rates.

Hence, these 16 SDAs do not provide justification for the view that use of fixed unit price contracts is associated with higher performance than use of cost-reimbursement contracts.

3. SDA organizational structure (nature of the local partnership) and SDA performance. Another hypothesis is that, owing to the stronger private sector role in programs run by PICs, performance will be better in those programs than in government-operated programs. A comparison of each SDA's administrative arrangement and performance levels shows no support for this hypothesis. Of the two SDAs in the study that substantially exceeded all three performance measures analyzed – adult entered employment rate, youth entered employment rate, and youth positive termination rate – one (Jackson) had a shared PIC/government-operated structure and the other (Springfield) was government-operated. Further, among the three PIC-operated SDAs shown in Table 2.3, there is no consistent pattern in their degree of performance: for adults, one substantially exceeded its performance standards, and two marginally exceeded their performance standards. For youths, all three PIC-operated SDAs marginally exceeded the youth performance standards. Therefore, these 16 SDAs do not appear to provide support for this hypothesis.

B. SDA Characteristics and Service Emphasis

This discussion focuses on three SDA characteristics – the unemployment rate (see Table 2.2), the extent to which SDAs exceeded their performance standards, and the nature of the local partnership (see Table 2.3) – and their possible relationship to the emphasis SDAs placed on service strategy recommendations (see Table 7.1) and service receipt (see Table 7.4). Although other SDA characteristics were examined, these three are presented for discussion because they are particularly compelling conceptually and, in the case of SDA performance and organizational structure, because there appears to be suggestive evidence that they are related to an SDA's service emphasis, at least in the 16 study sites.[11]

1. The unemployment rate and service emphasis. It is often assumed that the level

[11]Two other SDA characteristics that may be associated with service emphasis were also examined: urban/rural distinctions (see Table 2.2) and the extent to which SDAs used fixed unit price, performance-based vendor contracts (see Table 2.6). Neither of these characteristics appears to have been associated with either service strategy recommendations or service receipt patterns in the 16 SDAs in the study.

of unemployment in an SDA is a major determinant of the types of services clients demand and SDAs are likely to provide. One hypothesis is that more classroom skills training would be offered in areas with a higher unemployment rate, because immediate employment opportunities, often seen as a prerequisite for OJT and job search assistance, are more limited. JTPA applicants may also prefer classroom training as a means to retool the skills they used in previous jobs so that they can enter new occupations.

Interestingly, the unemployment rate in an SDA does not seem to have been consistently related to emphasis on a particular service strategy recommendation or to the distribution of actual services received among the 16 study sites. The three sites with the lowest unemployment rates (see Table 2.2) – Cedar Rapids, Omaha, and Providence – recommended (Table 7.1) and provided (Table 7.4) very different mixes of OJT, classroom training, and other services for both adults and youths. Similarly, no consistent pattern can be seen in the service strategies of the SDAs with the highest unemployment rates – Corpus Christi, Decatur, and Heartland.

2. <u>SDA performance and service emphasis</u>. One widely held view in the JTPA system is that higher levels of performance among SDAs – as defined by the degree to which they exceeded their adjusted entered employment rates (for adults) and entered employment and positive termination rates (for youths) – are associated with an emphasis on specific direct employment strategies (i.e., OJT or job search assistance rather than classroom training). The reasoning suggests that, in SDAs that strive to exceed performance standards, particularly since many of the performance standards (especially for adults) are tied closely to labor market outcomes, JTPA applicants may be encouraged to use services that get them attached to the labor market as soon as possible. It is also possible that the greater focus on positive terminations for youths (including completion of schooling or attainment of employment competencies) may encourage SDAs to recommend more classroom training and basic education for youths.

Tables 7.5 and 7.6 present information that permits a preliminary assessment, using entered employment rate as the performance measure for both adults and youths in Table 7.5 and positive termination rate only for youths in Table 7.6. The percentages of adults and youths recommended for each of the three service strategies are broken out for three groups of SDAs: SDAs that substantially exceeded the performance standard (by 15 percent or more),

TABLE 7.5

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS FOR ADULT AND YOUTH TREATMENT GROUP MEMBERS, BY SITE ACHIEVEMENT OF THE JTPA PERFORMANCE STANDARD FOR ENTERED EMPLOYMENT

Site Achievement of Performance Standard and Service Strategy Recommendation	Adults (%)	Youths (%)
Sites that Substantially Exceeded the Standard (a)		
Classroom Training	27.6	30.2
OJT/JSA	52.6	27.4
Other Services	19.8	42.4
Total	100.0	100.0
Sites that Moderately Exceeded the Standard (b)		
Classroom Training	28.1	50.1
OJT/JSA	50.0	24.9
Other Services	21.9	24.9
Total	100.0	99.9
Sites that Marginally Exceeded the Standard (c)		
Classroom Training	47.3	61.2
OJT/JSA	24.3	29.8
Other Services	28.4	9.1
Total	100.0	100.1
Difference (d)		
Classroom Training	-19.7	-31.0
OJT/JSA	28.3	-2.4
Other Services	-8.6	33.3

SOURCE: MDRC calculations from Background Information Form responses and from performance standard and actual performance data from the 16 SDAs. See Appendix C for information about the performance standard data.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

Distributions may not total 100.0 percent because of rounding.

Tests of statistical significance were not performed.

(a) This subgroup includes sites that exceeded the entered employment rate performance standard by 15 percent or more.

(b) This subgroup includes sites that exceeded the entered employment rate performance standard by 10 to 14.9 percent.

(c) This subgroup includes sites that exceeded the entered employment rate performance standard by less than 10 percent. (Some sites included in this subgroup did not exceed the performance standard.)

(d) This is the recommendation rate difference between sites that substantially exceeded the standard and those that marginally exceeded it.

TABLE 7.6

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS FOR YOUTH TREATMENT GROUP MEMBERS, BY SITE ACHIEVEMENT OF THE JTPA PERFORMANCE STANDARD FOR YOUTH POSITIVE TERMINATIONS

Site Achievement of Performance Standard and Service Strategy Recommendation	Youths (%)
Sites that Substantially Exceeded the Standard (a)	
Classroom Training	26.2
OJT/JSA	21.1
Other Services	52.7
Total	100.0
Sites that Moderately Exceeded the Standard (b)	
Classroom Training	56.4
OJT/JSA	31.3
Other Services	12.4
Total	100.1
Sites that Marginally Exceeded the Standard (c)	
Classroom Training	36.7
OJT/JSA	30.2
Other Services	33.1
Total	100.0
Difference (d)	
Classroom Training	-10.5
OJT/JSA	-9.1
Other Services	19.6

SOURCE: MDRC calculations from Background Information Form responses and from performance standard and actual performance data from the 16 SDAs. See Appendix C for information about the performance standard data.

NOTES: Calculations for this table are based on data for all youth treatment group members in the 18-month study sample.

Distributions may not total 100.0 percent because of rounding.

Tests of statistical significance were not performed.

(a) This subgroup includes sites that exceeded the youth positive termination rate performance standard by 15 percent or more.

(b) This subgroup includes sites that exceeded the youth positive termination rate performance standard by 10 to 14.9 percent.

(c) This subgroup includes sites that exceeded the youth positive termination rate performance standard by less than 10 percent. (Some sites included in this subgroup did not exceed the performance standard.)

(d) This is the recommendation rate difference between sites that substantially exceeded the standard and those that marginally exceeded it.

SDAs that moderately exceeded the performance standard (by 10 to 14.9 percent), and SDAs that did not meet the performance standard or that marginally exceeded it (by less than 10 percent). The bottom panel of each table presents the difference in service emphasis between the SDAs that substantially exceeded the standard and the SDAs that marginally exceeded the standard; for example, a positive difference means that SDAs that substantially exceeded the standard placed greater emphasis on the indicated activity compared to those that marginally exceeded the standard. A negative difference would mean the opposite.

In general, it appears that, for adults, SDAs that substantially exceeded their performance standards tended to emphasize the OJT/JSA service strategy when compared to SDAs that marginally exceeded their standards. The top panel of Table 7.5 shows that SDAs that substantially exceeded their entered employment rate standard recommended the OJT/JSA service strategy for adults much more frequently than either the classroom training or other services strategy. In fact, these SDAs recommended OJT/JSA more than twice as often for adults as SDAs that only marginally exceeded their entered employment rate performance standards – 52.6 percent vs. 24.3 percent, for a 28.3 percentage point difference, as shown in the bottom panel of Table 7.5. The table also shows that, for both youths and adults, SDAs that substantially exceeded their performance standard were much less likely to recommend the classroom training service strategy than were SDAs that marginally exceeded their performance standards (a -20 percentage point difference for adults and a -31 percentage point difference for youths). Table 7.6 shows the same pattern of lower rates of classroom training recommendations for youths among SDAs that substantially exceeded their positive termination performance standard (a -10.5 percentage point difference).

Interestingly, for youths, SDAs that substantially exceeded either their entered employment rate or their positive termination rate performance standards were much more likely to have recommended the other services strategy than were SDAs that marginally exceeded these performance standards (a 33 percentage point difference for entered employment rate and a 20 percentage point difference for positive termination rate). Since this activity category for youths consists largely of basic education and other classroom-based activities, the hypothesis that SDAs that substantially exceeded performance standards would use less classroom training and more OJT/JSA does not have much support for youths in these 16 SDAs – although it does have substantial support for the adults.

3. SDA organizational structure (nature of the local partnership) and service emphasis. It is often suggested that one result of strong private sector involvement in JTPA would be an emphasis on providing services, such as OJT, that offer the equivalent of a training subsidy to business. (The opposite hypothesis – that PIC-operated SDAs would favor classroom training in order to have a higher-skilled work force – has also been stated.) Table 7.7 presents information that may help answer this question. It displays the percentage of adults and youths who were recommended for classroom training, OJT/JSA, and "other" services. These percentages are broken out for the three groups of SDAs presented in Table 2.3: SDAs operated predominantly by a government entity, SDAs operated by a combination of a government and the PIC, and SDAs operated predominantly by the PIC. The bottom panel presents the difference in service strategy recommendations between the government-operated and PIC-operated SDAs; for example, a positive difference means that the government-operated SDAs placed greater emphasis on the indicated service strategy compared to PIC-operated SDAs. A negative difference would mean the opposite.

Table 7.7 indicates that, for both adults and youths, PIC-operated SDAs tended to recommend the OJT/JSA service strategy much more frequently than either the classroom training or the other services strategy. Further, PIC-operated SDAs recommended OJT/JSA more frequently than did the government-operated SDAs (as shown by the negative value in the "OJT/JSA" row in the bottom panel for both adults and youths). Although government-operated SDAs recommended OJT/JSA most frequently for adults, they recommended classroom training for both adults and youths much more frequently than did PIC-operated SDAs. Overall, therefore, there is at best weak support for the hypothesis that strong private sector involvement in JTPA is associated with greater use of OJT services.

C. SDA Characteristics and Population Served

This discussion focuses on three SDA characteristics – the extent to which SDAs exceeded their performance standards, the nature of the local partnership (see Table 2.3), and the extent to which SDAs used fixed unit price, performance-based vendor contracts (see Table 2.6) – and their possible relationship to the disadvantagedness of the population that was enrolled in the SDAs (see Tables 7.2 and 7.3). As in Chapters 5 and 6 (and earlier in this chapter), disadvantagedness is defined in terms of three employment barriers (i.e., low educational attainment, limited labor market experience, and public assistance receipt) and the

TABLE 7.7

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS FOR ADULT AND YOUTH TREATMENT GROUP MEMBERS, BY SDA ORGANIZATIONAL STRUCTURE

SDA Organizational Structure and Service Strategy Recommendation	Adults (%)	Youths (%)
SDAs that are Government-Operated (a)		
Classroom Training	38.3	39.3
OJT/JSA	47.3	31.2
Other Services	14.4	29.5
Total	100.0	100.0
SDAs that are Government/PIC-Operated (b)		
Classroom Training	41.3	40.5
OJT/JSA	28.6	18.3
Other Services	30.1	41.2
Total	99.9	100.0
SDAs that are PIC-Operated (c)		
Classroom Training	20.6	28.9
OJT/JSA	60.3	49.8
Other Services	19.1	21.4
Total	100.0	100.1
Difference (d)		
Classroom Training	17.7	10.4
OJT/JSA	-13.0	-18.6
Other Services	-4.7	8.1

SOURCE: MDRC calculations from Background Information Form responses and information collected by MDRC site representatives during the National JTPA Study.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

Distributions may not total 100.0 percent because of rounding.

Tests of statistical significance were not performed.

(a) This subgroup includes SDAs where the local government entity serves as the JTPA funding recipient, the JTPA administrative body, and the contractor with local service providers. PICs in this subgroup are not incorporated and do not have a separate staff.

(b) This subgroup includes SDAs where the local government entity and the PIC share responsibility as the JTPA funding recipient, the JTPA administrative body, and the contractor with local service providers. PICs in this subgroup may be incorporated and may have a separate staff.

(c) This subgroup includes SDAs where the PIC serves as the JTPA funding recipient, the JTPA administrative body, and the contractor with local service providers. PICs in this subgroup are incorporated and have a separate staff.

(d) This is the recommendation rate difference between government-operated and PIC-operated SDAs.

number of these barriers treatment group members had. The basic questions addressed in this discussion concern the extent to which different types of SDAs were likely to have higher enrollment rates among treatment group members with two or three of these barriers than among treatment group members with none of these barriers.

1. SDA performance and population served. Like the view that SDA performance may be related to service emphasis, one widely held view in the JTPA system is that higher rates of performance among SDAs are associated with an emphasis on serving a less disadvantaged population. The reasoning here suggests that, in SDAs that strive to exceed performance standards, less employable and more disadvantaged applicants are screened out. Further, it may also be that the remaining pool of individuals, being more employable, is better suited for OJT or job search assistance, thus accounting for the emphasis on these services noted above.

Evidence concerning this hypothesis is presented in Table 7.8, which is similar to Tables 7.2 and 7.3. The table presents the percentage of adults and youths in the employment barrier subgroups and their enrollment rates. The SDAs in the study are grouped according to the extent to which they exceeded their performance standards (using the entered employment rate standard for both adults and youths and positive termination rate only for youths). Tests were run to determine whether the enrollment rate in sites that substantially exceeded their standards was statistically different from the enrollment rate in sites that moderately exceeded their standards, and from the enrollment rate in sites that marginally exceeded their standards. For example, the top panel of Table 7.8 shows the enrollment rate of adults with two or three employment barriers in SDAs that substantially exceeded their performance standards (56 percent) compared with the enrollment rate for this subgroup in SDAs that marginally exceeded their standards (66 percent). The table indicates that this difference was statistically significant at the 1 percent level.

As in Tables 7.2 and 7.3, the last column of Table 7.8 shows the enrollment rate differences between adults or youths with two or three employment barriers and those with none. A positive difference means that the group of SDAs enrolled a greater proportion of its more disadvantaged treatment group pool than of its less disadvantaged treatment group pool. A negative difference means the reverse.

This analysis, which is subject to the same caveats noted in the discussion of Tables 7.2

TABLE 7.8

PERCENTAGE OF ADULT AND YOUTH TREATMENT GROUP MEMBERS IN EMPLOYMENT BARRIER SUBGROUPS AND THEIR ENROLLMENT RATES, BY SITE ACHIEVEMENT OF THE JTPA PERFORMANCE STANDARDS FOR ENTERED EMPLOYMENT AND YOUTH POSITIVE TERMINATIONS

Performance Standard, Subgroup, and Site Achievement of Performance Standard	Sample Size	2 or 3 Employment Barriers (a)		No Employment Barriers (a)		Enrollment Rate Difference
		Treatment Group Members (%)	Enrollment Rate (%)	Treatment Group Members (%)	Enrollment Rate (%)	
ENTERED EMPLOYMENT						
<u>Adults in Sites that</u>						
Substantially Exceeded the Standard (b)	3,686	21.5	55.5	40.1	62.8	-7.3
Moderately Exceeded the Standard (c)	1,390	25.9	64.2 ***	31.1	67.0 **	-2.8
Marginally Exceeded the Standard (d)	3,082	34.3	65.8 ***	29.5	67.8 *	-2.0
<u>Youths in Sites that</u>						
Substantially Exceeded the Standard (b)	2,288	37.8	68.7	25.0	58.3	10.4
Moderately Exceeded the Standard (c)	413	39.0	77.7 **	18.6	80.4 ***	-2.7
Marginally Exceeded the Standard (d)	541	34.8	64.6	25.5	71.4 **	-6.8
POSITIVE TERMINATION						
<u>Youths in Sites that</u>						
Substantially Exceeded the Standard (b)	1,052	42.4	71.7	20.9	57.7	14.0
Moderately Exceeded the Standard (c)	761	40.3	65.4 **	21.2	62.0	3.4
Marginally Exceeded the Standard (d)	1,429	32.3	72.6	28.3	75.2 ***	-2.6

(continued)

TABLE 7.8 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from performance standard and actual performance data from the 16 SDAs. See Appendix C for information about the performance standard data.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

The subgroup with only one employment barrier is not included in this table in order to more clearly illustrate the difference between subgroups at either extreme of the employment barrier spectrum. Consequently, the percentage of treatment group members in each performance standard subgroup will not total 100.0 percent.

For each subgroup (adults and youths), within each employment barrier subgroup, a chi-square test was applied to the difference in enrollment rates between the sites that substantially exceeded the performance standard and, separately, those that moderately and marginally exceeded the standard. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) This subgroup includes sites that exceeded the performance standard by 15 percent or more.

(c) This subgroup includes sites that exceeded the performance standard by 10 to 14.9 percent.

(d) This subgroup includes sites that exceeded the performance standard by less than 10 percent. (Some sites included in this subgroup did not exceed the performance standard.)

and 7.3, suggests a mixed story for adults and youths. In SDAs that substantially exceeded standards, the enrollment rate for adults with two or three employment barriers was 7 percentage points lower than the enrollment rate for adults with no employment barriers. Further, compared with SDAs that marginally exceeded their performance standards, SDAs that substantially exceeded their standards began with smaller proportions of adults who had multiple employment barriers and were less likely to enroll these adults. However, compared to SDAs that marginally exceeded their performance standards, SDAs that substantially exceeded the standards were also less likely to enroll adults with no employment barriers.

The opposite story appears to hold for youths when using either entered employment rate or positive termination rate as the basis. Here, in SDAs that substantially exceeded their entered employment rate standard, the enrollment rate for youths with multiple barriers was 10 percentage points larger than the enrollment rate for youths with none of the employment barriers. The comparable difference for the positive termination rate standard was 14 percentage points. In each case, these SDAs began with a larger proportion of youths with multiple employment barriers than youths with no employment barriers in their pools.

For adults (but not for youths), SDAs that substantially exceeded their standards tended to provide more OJT (and less classroom training), and among all those recommended for a service strategy, they tended to enroll a greater proportion of less than of more disadvantaged individuals. One possible explanation is that performance standards for youths included "positive termination" outcomes such as completion of schooling or attainment of employment competencies, not just – as with adults – standards related to job placement. This could have permitted, or encouraged, SDAs to enroll a more disadvantaged youth population – for whom job placement at termination from JTPA was not seen to be an appropriate goal – without jeopardizing their ability to meet performance standards.

2. <u>SDA organizational structure (nature of the local partnership) and population served</u>. One hypothesis concerning PIC-operated SDAs is that they would tend to be more concerned about meeting employers' needs than the needs of very disadvantaged clients, and that they therefore would favor services to more readily employable individuals and those who confront fewer barriers to employment. This subsection explores this hypothesis using the approach employed in the previous subsection. Table 7.9 displays the percentage of adult and youth treatment group members in the employment barrier subgroups, along with their

TABLE 7.9

PERCENTAGE OF ADULT AND YOUTH TREATMENT GROUP MEMBERS IN EMPLOYMENT BARRIER SUBGROUPS AND THEIR ENROLLMENT RATES, BY SDA ORGANIZATIONAL STRUCTURE

Subgroup and SDA Organizational Structure	Sample Size	2 or 3 Employment Barriers (a) Treatment Group Members (%)	2 or 3 Employment Barriers (a) Enrollment Rate (%)	No Employment Barriers (a) Treatment Group Members (%)	No Employment Barriers (a) Enrollment Rate (%)	Enrollment Rate Difference
Adults in SDAs that are						
PIC-Operated (b)	2,437	27.2	55.4	36.2	62.1	-6.7
Government/PIC-Operated (c)	4,022	27.9	64.2 ***	33.1	68.3 ***	-4.1
Government-Operated (d)	1,699	25.2	61.8 **	35.6	61.5	0.3
Youths in SDAs that are						
PIC-Operated (b)	748	26.5	65.3	32.4	61.5	3.8
Government/PIC-Operated (c)	1,851	42.6	72.2 *	18.2	65.3	6.9
Government-Operated (d)	643	34.3	64.2	32.1	62.7	1.5

SOURCE: MDRC calculations from Background Information Form responses, program enrollment and participation data from the 16 SDAs, and information collected by MDRC site representatives during the National JTPA Study.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

The subgroup with only one employment barrier is not included in this table in order to more clearly illustrate the difference between subgroups at either extreme of the employment barrier spectrum. Consequently, the percentage of treatment group members in each SDA organizational structure subgroup will not total 100.0 percent.

For each subgroup (adults and youths), within each employment barrier subgroup, a chi-square test was applied to the difference in enrollment rates between PIC-operated SDAs and, separately, those that are government-operated and those that are government/PIC-operated. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) This subgroup includes SDAs where the PIC serves as the JTPA funding recipient, the JTPA administrative body, and the contractor with local service providers. PICs in this subgroup are incorporated and have a separate staff.

(c) This subgroup includes SDAs where the local government entity and the PIC share responsibility as the JTPA funding recipient, the JTPA administrative body, and the contractor with local service providers. PICs in this subgroup may be incorporated and may have a separate staff.

(d) This subgroup includes SDAs where the local government entity serves as the JTPA funding recipient, the JTPA administrative body, and the contractor with local service providers. PICs in this subgroup are not incorporated and do not have a separate staff.

enrollment rates. Here the SDAs are grouped according to whether they were predominantly PIC-operated, predominantly government-operated, or operated by a more balanced combination of the PIC and a government entity. For Table 7.9, tests were run to determine whether the enrollment rate in PIC-operated SDAs was statistically different from the rate in each of the other two groups. For example, the top panel of Table 7.9 shows the enrollment rate of adults with two or three employment barriers in PIC-operated SDAs (55 percent) compared to the analogous rate in government-operated SDAs (62 percent). The table indicates that this difference was statistically significant at the 5 percent level. The last column in Table 7.9 indicates the difference in enrollment rates between those with two or three employment barriers and those with none. A positive difference means that the group of SDAs was more likely to enroll those with multiple employment barriers than those with none of the barriers.

The information in Table 7.9 suggests at most a modest and tenuous relationship between the nature of the local partnership and the disadvantagedness of the population the SDAs served. The relationship is also different for adults and youths. For example, in PIC-operated SDAs, the enrollment rate for adults with multiple employment barriers was 7 percentage points lower than the rate for adults with none of the barriers. In government-operated SDAs, the enrollment rates for these two subgroups were approximately the same. Interestingly, both the PIC-operated and government-operated SDAs began with roughly the same proportion of adults with multiple employment barriers. The patterns for youths are different. Compared to government-operated SDAs, PIC-operated SDAs began with a lower proportion of youths with multiple employment barriers, but the enrollment rate for these youths was 4 percentage points higher than the rate for those with none of the three barriers. For both adults and youths in government-operated SDAs, there was very little difference in enrollment rates for the two employment barrier subgroups.

3. Types of vendor contracts SDAs use and population served. As described in Chapter 2, there was considerable variation in the type of contracts SDAs used for contracted services: fixed unit price, performance-based or cost-reimbursement. As discussed earlier, one frequently posed hypothesis is that fixed unit price contracts – since they withhold full payment for services until an enrollee is placed on a certain type of job for a particular period of time at a specified wage rate – provide strong incentives for contractors to serve a more employable

population, in order to be assured of covering their costs.[12] In contrast, the argument states, contracts that assure full payment regardless of outcome –"cost-reimbursement" contracts – serve more disadvantaged individuals, since there is no monetary incentive to work with easier-to-place individuals.

Table 7.10 provides information that may shed some light on this hypothesis. It displays the percentage of adult and youth treatment group members in the employment barrier subgroups and their enrollment rates. Here the SDAs are grouped according to the percentage of total Title II-A training expenditures that were paid to vendors under fixed unit price, performance-based contracts: "high use" if such contract payments exceeded 50 percent of total Title II-A training expenditures; "moderate use" if such contract payments were between 15 and 49 percent of total Title II-A training expenditures; and "little or no use" if such contract payments were under 15 percent of total Title II-A training expenditures. In Table 7.10, tests were run to determine whether the enrollment rate in SDAs that made high use of fixed unit price contracts was statistically different from the enrollment rate in each of the other two groups of SDAs. For example, the top panel of Table 7.10 shows the enrollment rate of adults with two or three employment barriers in "high use" SDAs (60 percent) compared to the rate in "low use" SDAs (61 percent). The table indicates that this difference was not statistically significant. The last column in Table 7.10 indicates the difference in enrollment rates between those with two or three employment barriers and those with none. A positive differences means that the group of SDAs was more likely to enroll those with multiple employment barriers than those with none of the barriers.

Table 7.10 does not present any clear evidence supporting this hypothesis for either adults or youths. For example, the enrollment rate among adults with multiple employment barriers was lower than the rate for adults with none of the barriers in both SDAs that made high use of fixed unit price contracts and SDAs that made little or no use of them. It is also notable that the high and low users of fixed unit price contracts began with roughly the same proportion of adults in both employment barrier subgroups in their pools of persons recommended for a service strategy.

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[12]There are, of course, methods to structure fixed unit price, performance-based contracts to avoid this outcome, and instead to promote services to a more disadvantaged population. See National Commission for Employment Policy, 1985. However, these methods were not reported to be used in the 16 study sites (or to be used widely in the JTPA system).

TABLE 7.10

PERCENTAGE OF ADULT AND YOUTH TREATMENT GROUP MEMBERS IN EMPLOYMENT BARRIER SUBGROUPS AND THEIR ENROLLMENT RATES, BY SITE LEVEL OF USE OF PERFORMANCE-BASED CONTRACTS

Subgroup and Site Level of Use of Performance-Based Contracts	Sample Size	2 or 3 Employment Barriers (a)		No Employment Barriers (a)		Enrollment Rate Difference
		Treatment Group Members (%)	Enrollment Rate (%)	Treatment Group Members (%)	Enrollment Rate (%)	
Adults in Sites with						
High Use (b)	1,591	25.9	59.5	35.1	68.2	-8.7
Moderate Use (c)	2,581	31.1	62.5	28.3	58.5 ***	4.0
Little or No Use (d)	3,986	25.0	61.2	38.3	66.8	-5.6
Youths in Sites with						
High Use (b)	1,256	42.1	72.4	19.0	61.1	11.3
Moderate Use (c)	584	40.6	63.7 *	20.7	52.1	11.6
Little or No Use (d)	1,402	32.0	69.3	30.4	68.1 *	1.2

SOURCE: MDRC calculations from Background Information Form responses and program year 1988 fiscal records collected by Abt Associates Inc. from the 16 SDAs.

NOTES: Calculations for this table are based on data for all treatment group members in the 18-month study sample.

The subgroup with only one employment barrier is not included in this table in order to more clearly illustrate the difference between subgroups at either extreme of the employment barrier spectrum. Consequently, the percentage of treatment group members in each performance-based contract subgroup will not total 100.0 percent.

Under a JTPA performance-based contract, service providers can receive partial payments only when they attain performance benchmarks. Also, full payment under these contracts is contingent upon three conditions: completion of training, placement in a training-related job, and receipt of a specified wage. All payments made under these contracts can be charged to training expenditures.

For each subgroup (adults and youths), within each employment barrier subgroup, a chi-square test was applied to the difference in enrollment rates between the sites with high use of performance-based contracts and, separately, those with moderate use and those with little or no use. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) A site had "high use" of performance-based contracts if payments under this type of contract accounted for over 50 percent of total Title II-A training expenditures.

(c) A site had "moderate use" of performance-based contracts if payments under this type of contract accounted for 15 to 49 percent of total Title II-A training expenditures.

(d) A site had "little or no use" of performance-based contracts if payments under this type of contract accounted for under 15 percent of total Title II-A training expenditures.

A very different pattern emerged for youths. In all SDAs, the enrollment rate among youths with multiple employment barriers was higher than the rate for youths with none. However, this enrollment rate difference was much greater in SDAs with high or moderate use of fixed unit price contracts (11.3 and 11.6 percentage points, respectively, compared to 1.2 percentage points). In addition, SDAs that made high use of fixed unit price contracts began with a higher proportion of youths with multiple employment barriers than did SDAs that made little or no use of fixed unit price contracts. The differences between adults and youths may be accounted for in part by the ability of SDAs to write youth fixed unit price contracts for outcomes other than job placement – the only use to which they could be put for adults.

In conclusion, the 16 SDAs in the study showed often very large cross-site variations in the activities to which they referred applicants, the services enrollees actually received, and the enrollment rates of more and less disadvantaged individuals. This information should be useful for understanding the findings presented in the 18-month impact report (Bloom et al., 1993).

The further analyses and findings in this chapter were subject to a number of very important caveats and cautions about the limits of the SDA-level analysis that could be undertaken in the National JTPA Study. An examination of the evidence for a number of hypotheses revealed few relationships, and in some cases where there was some suggestive evidence of a relationship, the findings were notably different for adults and youths.

APPENDICES

APPENDIX A

PROFILES OF THE SERVICE DELIVERY AREAS IN THE NATIONAL JTPA STUDY

This appendix contains brief profiles of the 16 service delivery areas (SDAs) that are participating in the National JTPA Study. It supplements the material in the body of the report. Each profile describes the site's location, size, population, and labor market; its program (structure and services); and its implementation of the study. The profiles are presented in alphabetical order, with the site name followed by the formal SDA name.

These profiles are intentionally brief and are meant to provide the reader with some understanding of the diversity across sites. Programs not included in the sample, such as Titles III and II-B, and services to in-school youths through Title II-A, are not specifically discussed.

To ensure a consistent base for comparison across sites, 1979 Census data were the primary source of information on population and size, while the JTPA Annual Status Report (JASR) for 1986 was used for information on labor market conditions. SDAs' Annual Job Training Plans, and observations and data collected by the researchers during the implementation of the study, were also drawn on in developing these profiles.

The profiles depict the SDAs and their local environments as of the time the random assignment process was going on, and therefore do not reflect subsequent changes. When references are made to the research sample, they refer to all those randomly assigned in the site, not just the 18-month study sample.

BUTTE, MONT.: CONCENTRATED EMPLOYMENT PROGRAM

Study Context

The Concentrated Employment Program (CEP) serves 10 counties in western Montana. The CEP SDA has approximately 125,000 residents, of whom about 37,000 live in Butte; 24,000 live in Helena. The remaining parts of the SDA are very rural, with no towns over 15,000 in population. SDA residents are primarily white, and 7.5 percent of all families had incomes below the federal poverty level in 1979.

The SDA's economy has traditionally been based on mining, timber, and ranching. In the late 1970s and early 1980s, major layoffs in mining and related industries occurred in Butte and Anaconda, causing a decline in the local economy in these areas. The state capital in Helena provides white-collar employment, while Butte's economy is gradually diversifying. Unemployment in the SDA was 9 percent in 1984 and gradually declined to 7.4 percent in 1987 and 7 percent in 1988. The average annual wage for workers in the SDA was $16,700 in program year 1986.

The Program

During the period of this study, the Montana Department of Labor and Industry, Employment Policy Division, was the grant recipient for the SDA, which has a PIC appointed by the CEP Council of County Commissioners.[1] The Council of County Commissioners also is consulted on JTPA policy and at times meets jointly with the PIC. The JTPA program is operated by the Montana Job Service Division, under contract with the Employment Policy Division. Four Job Service offices provide JTPA services: in Helena and Butte, separate JTPA intake offices serve clients, while in Anaconda and Dillon, the Job Service provides both its usual job listing services and JTPA in a single office.

The Job Service staff offer job search assistance and OJT in all offices and provide classroom training by referrals to other agencies. In Helena, a basic skills brush-up course followed by clerical training was an important service, preparing people for employment in the capital area, while in much of the rest of the SDA, OJT was the most common service. In the rural parts of the SDA, the nearest provider of classroom training in occupational skills was many miles away.

Study Implementation

The normal intake procedures in the two larger offices (Helena and Butte) differed somewhat from those in the smaller offices. In Helena and Butte, intake for JTPA was normally done on a group basis, typically scheduled once a week. Clients completed the JTPA application and met with staff for a brief assessment interview. An orientation session was then held for applicants who were eligible and appropriate for JTPA. At this session, staff would provide job counseling, conduct a fuller assessment, and then work with individuals to

[1]On July 1, 1990, the operator of this SDA changed from the Montana Department of Labor and Industry, a government entity, to Montana Job Training Partnership, Inc., a private nonprofit organization formed by the two PICs in Montana.

arrange services. In the smaller offices, staff worked with clients individually and the procedures could be handled more informally.

In order to introduce the study procedures in this SDA, three issues had to be addressed. First, in the two larger offices, an appropriate point for the designation of the recommended service strategy had to be identified that would come late enough to provide staff with information on the clients but before services were provided during orientation. Staff agreed to base recommendations for services on a review of the materials assembled during the group intake sessions. At these sessions, applicants would complete the Background Information Form and Informed Consent Form and random assignment was then conducted. Only those randomly assigned to the treatment group would be scheduled to attend orientation and then be referred to service providers.

Second, some clients who were interested in an OJT would try to arrange one on their own; this was especially common in the smaller offices. Typically, the percentage of individuals who sought and found an OJT in this way was quite low, so random assignment could not come before the beginning of this individual OJT search. However, individuals needed to understand that if they returned with a possible OJT, enrollment in JTPA was not guaranteed. As was always the case, their eligibility would have to be redetermined, and staff would have to judge the appropriateness of the job for an OJT, and – during the period of the study – they would have to go through random assignment.

Third, in Helena and Butte, agencies serving displaced homemakers provided pre-employment skills training and counseling, using state funds, and often then enrolled some of their participants into JTPA-funded clerical training. Since the initial portion of the sequence was not funded by JTPA and only a portion of participants made it to the JTPA-funded services, clients referred from these service providers were excluded from the study.

The SDA began random assignment in July 1988 and completed it in September 1989, falling somewhat short of its original target sample.

CEDAR RAPIDS, IOWA: EAST CENTRAL IOWA

Study Context

The East Central Iowa SDA includes the cities of Cedar Rapids (population 110,000) and Iowa City (population 50,000). Total population in the SDA is approximately 330,000, and outside the two main cities the SDA is very rural. The largest SDA office is located in Cedar Rapids, and each of the surrounding five counties (Benton, Iowa, Johnson, Jones, and Washington) has a smaller office. About 6 percent of all families in the SDA had incomes below the federal poverty level in 1979.

The local labor market is closely linked to the fortunes of agriculture, through direct production and processing of food products. Within the SDA, the University of Iowa is also a major employer. Unemployment remained at about 6 percent from 1984 through 1986, then dropped to 4.3 percent in 1987 and to 3.6 percent in 1988 with growth in the local economy. The average annual wage in the SDA was approximately $17,200 in program year 1986.

The Program

The SDA (a private, nonprofit, multi-jurisdictional agency) administers the JTPA program. Each of its six offices is responsible for taking applications, determining eligibility, and assessing applicants. Staff in the offices are typically experienced, with many having been with the agency since the CETA program.

Client recruitment was not a problem in this SDA, except for occasional problems enrolling youths. This was partly because, when the study began, many enrollees were carried into a new program year. In this second program year, funding was not as great as expected, so the target number of new enrollments dropped sharply.

These funding problems had implications for the services provided in the SDA. In past years, intensive services such as OJT had been the major services offered. With the decline in funding, SDA managers encouraged staff to provide less intensive services to allow more applicants to be served. Nevertheless, staff continued to recommend intensive services such as OJT/JSA and classroom training for most applicants.

Study Implementation

Study procedures could be integrated into the normal operations of the SDA with relatively few changes. In the Cedar Rapids office, applications were taken during a group orientation session. During this session, the staff briefly discussed the study and administered short tests of basic skills. Applicants then met with a coordinator to discuss the program and determine any further documentation needed to establish eligibility. Once eligibility was established, applicants returned for an assessment appointment with a coordinator, during which the Background Information Form and Informed Consent Form were completed. On completion of assessment, the coordinator recommended individual services and the appropriate service strategy for the study and called MDRC for random assignment.

In the five rural offices, application and eligibility determination were done in an individual meeting with clients. The Background Information Form and Informed Consent Form were completed during these sessions. The assessment process was less formal than in the Cedar Rapids office, and its length varied according to the needs and interests of the client. Once assessment was completed, staff recommended a service strategy and called MDRC for random assignment.

Random assignment began in this SDA in June 1988 and ended in June 1989. Because of the sharp decline in funding for new enrollments during the period of random assignment, the study sample of 498 fell well below the original target number. The vast majority of the sample were recommended for intensive activities such as classroom training (55 percent) and OJT/JSA (38 percent). General assistance applicants served by the SDA under a state-funded welfare employment program were excluded from the study.

COOSA VALLEY, GA.: COOSA VALLEY

Study Context

The Coosa Valley SDA provides JTPA services for a 10-county area in the northwestern part of Georgia. The SDA is large and rural, and public transportation is nonexistent except

in Rome, which is the largest city, with a population of 30,000. Services are provided through a decentralized structure in order to reach the total SDA population of 355,000, which is predominantly (more than 90 percent) white. Approximately 11 percent of the families had incomes below the federal poverty level in 1979.

The most important employment sector is manufacturing, which employed 38 percent of the workforce in 1980. The textile and apparel industries dominate this sector. The service sector also supplies a significant number of jobs, employing 19 percent of the workforce. The unemployment rate started to decline just as random assignment began – from 7 percent in 1985 to 5.7 percent in 1986. By 1988, however, the unemployment rate had climbed back up to 6.3 percent. The average wage in the area was $15,300 per year in program year 1986.

The Program

A state-created but locally administered Regional Development Center (RDC) is the planning and administrative entity and grant recipient for the SDA. RDCs fulfill multiple labor-market-related functions in Georgia and receive funds from the state as well as from the programs they oversee, such as JTPA. The Coosa Valley RDC provides fiscal and program oversight and contracts out all services. The PIC, whose members include a number of the JTPA contractors, provides input to the RDC. The RDC contracted with Berry College to provide intake services as well as occupational training. Because of the large area served by the SDA, intake was conducted at provider sites and in central public locations within the counties (e.g., courthouses), as well as at Berry College's JTPA office. Following the determination of eligibility for services, Berry College staff made referrals to the 18 JTPA contractors that dealt with the population covered by the study.

Community colleges, vocational colleges, technical schools, and private for-profit and not-for-profit organizations provided classroom training in a wide range of occupations. Community-based organizations worked primarily with out-of-school youth in GED preparation, job search activities, and the development of youth competencies. The private contractors also arranged OJTs. Contracts for all of the above services were primarily performance-based.

Study Implementation

Random assignment started in January 1988 and ended in August 1988. Recruitment was not a general problem, although some OJT providers said that the study caused them to lose good candidates. Over the study period, there were several organizational changes that complicated the implementation process. Berry College had only recently become the contractor for intake services and was still refining procedures at the time the study started. The good relationship that developed between the service providers, Berry College, and the SDA staff was critical to the successful implementation of the study. The need to recommend individuals to a service strategy prior to random assignment required further adaptations for service providers not providing classroom training in occupational skills. Berry College certified and referred applicants to the providers, who were asked to determine whether they would accept the applicant. Most contractors for classroom training in occupational skills were already doing this type of assessment. Once the client was found appropriate for services by the contractor, Berry College would complete the random-assignment call and then inform both the contractor and client of the client's status in the study.

Frequently, applicants interested in classroom training in occupational skills or OJT, including some employer-generated referrals, would make their first contact with the provider rather than with the college. When this occurred, the contractor would complete an assessment and then refer the person to the college for an eligibility interview and random assignment. OJT contractors prior to the study provided several days of job search activities and sometimes made referrals to prospective employers prior to the official determination of eligibility. During the study, this was restricted to no more than two days of job search and no direct employer referrals until after random assignment was completed and the applicant was identified as in the treatment group.

The intake procedures for a contractor who arranged customized training to fill employer needs sometimes varied slightly from the procedures described above. In most cases, intake personnel went on-site and, if the applicant appeared to be JTPA-eligible, random assignment was conducted prior to obtaining all documentation to support the eligibility. This was done to expedite the placement of individuals in these programs. Those who were assigned to the treatment group were then required to complete the certification process; any who did not meet all eligibility requirements were not enrolled by the SDA.

Approximately 40 percent of all applicants were recommended for classroom training over the random-assignment phase of the study, with 34 percent of the applicants recommended for OJT/JSA. Special groups excluded from the study in this SDA were individuals served with 3 percent funds or 6 percent funds, which were targeted for hard-to-serve individuals (a 15-slot program for people with multiple barriers to employment), people with handicaps, who were to be served by a vocational rehabilitation contractor, individuals in a special program for the deaf, and people served through a limited-slot reciprocal agreement with the neighboring SDA.

Adjustments to performance standards were not required in either year of the study.

CORPUS CHRISTI, TEX.: CORPUS CHRISTI/NUECES COUNTY

Study Context

The Corpus Christi/Nueces County SDA (previously called the Corpus Christi Job Training Program) is located in southeastern Texas on the Gulf of Mexico. Corpus Christi, with a population of 232,000, has 86 percent of the 270,000 county residents. Hispanics and whites have been represented almost equally in the population, at 47 percent each, but the Hispanic population is increasing. Black residents represent about 5 percent. Approximately 13 percent of the families in the SDA had incomes below the federal poverty level in 1979.

The local economy, with many jobs tied to the oil industry as well as tourism, was affected by the major recession in Texas in the mid-1980s. The unemployment rate fluctuated from 9.1 percent in 1984 to 12 percent in 1987 to 10.4 percent in 1988. The average annual wage for the area in program year 1986 was $18,500.

The Program

At the beginning of program year 1988, the PIC was incorporated and assumed responsibility as grant recipient and administrative entity. Staff then became employees of the PIC. There are two JTPA offices in the SDA, although the site outside the city is not a full-

service center. The SDA is responsible for Title II-A programs, including 3 percent and 8 percent programs, as well as Titles II-B and III.

OJT and classroom training in occupational skills are the most frequently emphasized services, with some GED and job search services also provided. Except for assessment and intake, the PIC uses performance-based contracts and subcontracts all services to outside organizations. The primary classroom training contractor, a community college, provides classroom training in a wide range of occupational areas; JTPA participants are mainstreamed with other students. A GED class, however, is offered only to JTPA clients. The Texas Employment Commission, the public Employment Service, is currently responsible for administering the OJT program, although in the first year of the study, a private for-profit contractor fulfilled this function. Two community-based organizations are also major contractors to the SDA: LULAC conducts job search, job club, and job placement, originally as a stand-alone activity, but more recently as a follow-up component for those who have completed classroom training in occupational skills at the community college; SER provides concurrent GED and classroom skills training for out-of-school youths. The SDA expanded its own services to include some job search activities. Cost-reimbursement contracts were used for individual referrals to specific vocational training courses, offered primarily through proprietary schools.

Study Implementation

Random assignment began in January 1988 and ended in January 1989, with 1,609 people randomly assigned. Generally, recruitment was not a problem, although specific contractors reported some difficulty meeting goals; the SDA felt this was only partly caused by the establishment of the control group. During the first year of random assignment, all JTPA-funded students at the community college were excluded from the sample because enrollment in classes had already occurred. In the second year, the SDA redefined procedures and only new students (or students who had taken only preparatory courses) who were randomly assigned to the treatment group were allowed to receive JTPA funding. Excluded from the sample were older individuals served through 3 percent funding, the 8 percent program, a small number of AFDC recipients in a GED program, and a program funded through Title II-A 6 percent funds that covered work and training-related expenses, such as uniforms and car repairs, for AFDC recipients.

Implementation of the study did require closer coordination between the SDA and its contractors, although relationships prior to the study were already good. Responsibility for recruitment was shared: the SDA conducted assessments and determined eligibility, and the contractors were responsible for additional assessments and random assignment. Applicants who were recruited and seen first by the contractor were sent to the SDA for eligibility determination and referred back to the contractor for random assignment. Applicants who were recruited by the SDA staff were assessed and screened by the service providers prior to random assignment. Those determined inappropriate by the service providers were referred back to the SDA for further assessment. There were some problems with the flow of people and paper as a result of this process. Originally, paperwork was given to the applicant to take with him or her to the other agency, but some of it was getting lost. Procedures were modified so that the contractor picked up a copy of the paperwork and could track who was being referred.

During the sample build-up period, 50 percent of the applicants were recommended for classroom training and 42 percent were called in for OJT/JSA. The random-assignment process varied slightly by provider. To expedite employer referrals, the OJT contractor completed the call while the client waited. The contractor who focused on out-of-school youths scheduled applicants in groups, completed the call-in for random assignment at the end of an orientation session, and divided the group to inform them of the results. The community college made the random-assignment call for all applicants just prior to the start of a new semester.

The SDA did experience some problems with performance over the period of the study. During the first year, funds were slightly underspent and the governor approved an adjustment. In the second year, the SDA requested an adjustment in the post-program follow-up employment rate for adults.

DECATUR, ILL.: MACON/DE WITT COUNTIES

Study Context

The Macon/De Witt Counties SDA, located in central Illinois east of Springfield, serves the two counties. They have a total population of nearly 150,000. Decatur, a city of approximately 90,000 located in Macon County, is the home of the larger JTPA office; a second office is located in De Witt County in the town of Clinton, which has about 8,000 residents. Outside of Decatur, the SDA is primarily rural, with scattered small towns. Decatur has a significant black population, but the remaining parts of the SDA are primarily white. In 1979, 7.8 percent of the families in the SDA had incomes below the federal poverty level.

The Macon/De Witt labor market continued to experience high unemployment throughout the 1980s. The unemployment rate was 10.7 percent in 1984, 10.2 percent in 1985, and 11.3 percent in 1986; it declined slightly to 10.6 percent in 1987 and to 9.3 percent in 1988. Plant closings or layoffs in several large heavy manufacturing firms occurred in the 1980s, and these cuts caused a leveling off in wholesale trade, finance-insurance, and real estate employment. Construction of a nuclear power plant in Clinton did increase the demand for labor in that part of the SDA. The average annual wage in the SDA was $22,300 in program year 1986.

The Program

The JTPA grant recipient is Macon County, which administers the program. An experienced staff operate the program, with the director and assistant director having served in the agency since the CETA program. The two JTPA offices in Decatur and Clinton conduct their own intake, assessment, and service delivery. In light of the high unemployment rate in the SDA, staff have not needed to actively recruit clients; 40 percent of applicants have been walk-ins, and the bulk of the remainder have been referrals from public aid or the Employment Service.

The primary services offered by the SDA are OJT and job search assistance, though classroom training in occupational skills and basic education were planned to increase in size during the period of the study. At the time the study started, a local community college operated the OJT and job search assistance activities. These were provided under an arrangement by which the SDA paid a specified portion of the salaries of college staff, with

the payment unrelated to the number of people served, though the college received bonuses when it placed certain groups in jobs. The SDA also funds basic education (through a regional school district) and work experience, with a combination of these two activities sometimes serving as a lead into an OJT.

Study Implementation

The study procedures could be introduced in this SDA with relatively few changes in normal operations, partly because the existing high demand for the program meant that demand for program services clearly exceeded available program slots. When clients initially inquired about the program, staff provided them with information on program services and eligibility rules and scheduled an individual intake interview with a counselor. At that appointment, the counselor explained the study, provided an additional orientation to the program, filled out an application and Background Information Form with the client, and began the assessment process. Once a week, the counselors met with the supervisor to agree on an appropriate service plan for applicants. Random-assignment calls were made following these meetings. Seventy-seven percent of those randomly assigned were recommended for the OJT/JSA service strategy.

Only one special change was made in the usual procedures to implement the study. Prior to the start of random assignment, SDA staff had referred applicants recommended for either OJT or job search assistance to the local community college providing these services, without designating which service should be provided. Prior to the study, SDA staff were considering designating a single service at referral and used the start of random assignment (with its requirement of a single recommended service strategy) to introduce this change. The only group specially excluded from the study in this SDA was older workers recommended for a special OJT program.

Random assignment began in November 1987 and continued through July 1988, with the total sample reaching 471, below the original target number. The SDA chose to end random assignment early in order to participate in a state-initiated economic development project, which required them to refer large numbers of carefully screened job candidates for possible employment at a new plant in the area.

FORT WAYNE, IND.: NORTHEAST INDIANA

Study Context

The Fort Wayne Area Job Training and Development Corporation or JobWorks, located in Indiana's northeastern corner, serves eight counties: Adams, Allen, De Kalb, Huntington, Noble, Steuben, Wells, and Whitley. (Northeast Indiana is the SDA name.) Fort Wayne, a city of approximately 175,000 in Allen County, is the largest urban center in the SDA and the site of the SDA's central office. Outside of Allen County, the SDA is primarily rural, with many small towns. The SDA's total population is approximately 500,000, about 93 percent of whom are white, with black residents making up the bulk of the remaining population. An estimated 6 percent of the families in the Fort Wayne area had incomes below the federal poverty level in 1979.

A strong recovery from the recession of the early 1980s dropped the unemployment rate from 8.9 percent in 1984, to 5.1 percent in 1987, to 4.8 percent in 1988. Some of the rural counties had unemployment rates well below this level. During 1988 and 1989, employers were having difficulties filling jobs, and some were seeking workers from outside the area. Manufacturing remains the largest employer in the SDA, providing jobs for one-third of all workers in 1987. Between 1983 and mid-1987, manufacturing employment increased by 26 percent or 16,500 jobs, though many of the new manufacturing jobs paid less than heavy industry jobs lost in the late 1970s and early 1980s. The average wage in the Fort Wayne area was $17,800 in program year 1986.

The Program

The PIC is an incorporated nonprofit organization, which has an agreement with JobWorks to administer the JTPA program through an office in each of the eight counties in the SDA. Each JobWorks office is responsible for its own intake, assessment, service delivery, and – during the period of the study – random assignment. A state initiative to merge the activities of the Indiana Employment Security Division (the state Employment Service) and JTPA led to greater cooperation between these two agencies at the local level and co-location of offices in many of the rural counties surrounding Fort Wayne. Even before this, most JobWorks applicants had already registered with the Employment Security Division, and those who had not were required to register as part of JTPA intake.

JobWorks offers a wide range of services, with the program emphasis varying by local office depending on the availability of service providers. The primary services offered are OJT, job search assistance, and – in the areas close to Fort Wayne – classroom training in occupational skills. OJT and job search assistance are operated by the JobWorks staff, while all classroom training in occupational skills programs are run by service providers, most of whom operate under performance-based contracts. The site subcontracts with about 20 service providers, with the usual number of clients ranging from 5 to 40 per program. Service providers include local technical institutes and schools, community-based organizations, and other organizations that offer occupational training in a wide variety of areas or work with specific populations such as youths or handicapped individuals.

Study Implementation

The intake process varied slightly from office to office, but generally random assignment occurred after the client had completed all application forms, been determined eligible for JTPA, been assessed by JobWorks staff, and been recommended for a specific service strategy. The Background Information Form for the study was completed along with other application materials, and the study was explained as part of the initial intake session. The Informed Consent Form was signed during an assessment interview. In the Fort Wayne office, assessment often involved extensive testing. In order to accommodate the study design, JobWorks staff in the Fort Wayne office agreed to reduce job search assistance during assessment to approximately two hours.

Service strategy recommendations were made at the weekly staff meetings in the larger offices and on an individual basis in the smaller offices. Fifty-eight percent of all persons randomly assigned were recommended for OJT/JSA, 33 percent for other services, and 10

percent for classroom training. Random-assignment calls were made on a batched basis at scheduled times, though individual calls at other times were also possible.

Over the course of random assignment, client recruitment became more of a problem because of the decline in the unemployment rate. The SDA made extensive changes in recruitment materials and introduced new procedures to retain a higher percentage of applicants in the program. Two small programs (one funded by the state for welfare recipients as a lead into JTPA and a second for hard-to-serve youths) experienced special recruitment problems and were exempt from the study. Staff did notice that over time they were working with less skilled clients.

Random assignment began in this SDA in November 1987 and continued through August 1989, reaching a total sample of 3,608.

HEARTLAND, FLA.: HEARTLAND

Study Context

The Heartland SDA serves five counties (De Soto, Hardee, Highlands, Polk, and Okeechobee) in central Florida between Tampa and Orlando. Seventy-five percent of the SDA's population resides in Polk County, the site of Lakeland (population 50,000), the largest city in the SDA. Winterhaven, a retirement community, is also in Polk County. The remaining four counties are much less developed, though they are dotted with a number of cities and towns. Eleven percent of families living in the SDA had incomes below the federal poverty level in 1979.

Employment in the SDA is a mixture of manufacturing, services, and (near Orlando) tourism. The unemployment rate in the SDA stood at 11.3 percent in program year 1984, declining gradually to 9.4 percent in 1987 and to 8.1 percent in 1988. During the early 1980s, a major aircraft manufacturing facility closed, but after the start of the study, retail trade employment rose sharply with the opening of a major regional shopping center. Average annual wages in program year 1986 were $15,200, among the lowest of the SDAs in the study.

The Program

The Heartland Private Industry Council (PIC), a nonprofit organization, operates the JTPA program within the SDA. At the time the study began, clients were served through seven offices, three of which were in Polk County. OJTs are arranged by PIC staff, but classroom training in occupational skills is subcontracted to approximately 10 service providers in a typical year, with the Polk County Board of Education being the largest. Though these service providers do recruit clients, the PIC staff conduct the JTPA intake and eligibility determination. The Florida Employment Security Commission (ESC) offices in Lakeland and Winterhaven also provide job search assistance under a contract with the PIC and do conduct JTPA intake.

Classroom training in occupational skills is the predominant service provided by the SDA. In program year 1986, two-thirds of all adult participants and almost 40 percent of youths received this service. While recruitment had not been a problem in the mid-1980s, finding appropriate JTPA-eligible applicants for the more demanding courses could be difficult. At the

time the study began, the SDA planned to put somewhat more emphasis on OJT in its service plan.

Study Implementation

Since 80 percent of JTPA clients come from Polk County, implementation of the study was limited to that area. The Florida ESC offices in the county were also part of the study.

Intake and eligibility determination were done in individual meetings with clients, during which the study was explained and the Background Information Form and Informed Consent Form were completed. Following this, eligible applicants were referred to assessment – an extensive array of testing and counseling lasting up to six hours and culminating in the development of an employment development plan. Staff then designated a recommended service strategy for the study and reviewed with the applicant once again the Informed Consent Form. As each assessment was completed, staff called MDRC for random assignment and informed the client of the results. Special exclusions from the study included a limited number of extreme hardship cases and applicants who had completed a state-funded remedial education program and returned to JTPA for further training.

The SDA began random assignment in May 1988. By October 1988, when only about 500 persons had been randomly assigned, staff were concerned about the dramatic drop in applicants and the shortfall in enrollments. This was occurring because of a decline in the unemployment rate in the SDA, the opening of the major retail center, and problems recruiting clients because of publicity about funding cuts in the SDA for JTPA services. All of these factors combined to present the SDA with a new challenge requiring more intensive recruiting and better retention of applicants and new procedures to address the needs of hard-to-serve clients. Despite additional technical assistance on client recruiting and retention, the SDA continued to experience a major enrollment shortfall. After initially suspending random assignment for two months, the SDA decided to end it in January 1989.

JACKSON, MISS.: CAPITAL AREA

Study Context

Three cities in northcentral Mississippi are served by the Capital Area SDA. They are Jackson, Clinton, and Pearl, with Jackson having 85 percent of the total population of 239,000. Thirty-eight percent of the SDA's population is black and other minorities. An estimated 13 percent of the families had incomes below the federal poverty level in 1979.

The unemployment rate was 6.9 percent in 1985 and 6.7 percent in 1986, and declined to 5.6 percent in 1988. The largest source of jobs is the service sector. The state capital in Jackson provides white-collar employment. Other service industries, such as hospitals, are another major source of employment. The average wage in the SDA was $17,200 in program year 1986.

The Program

The SDA is a consortium, with the city of Jackson serving as the administrative and planning entity and grant recipient for the program. Staff, employed by the city in the Department of Human and Cultural Services, are housed in one central office. The SDA is the grant recipient for Title II-A and II-B funds, but does not operate Title II-A 3 and 8 percent programs or Title III.

The SDA offers classroom training in a variety of occupational areas. Performance-based contracts are used to fund training in specific vocational areas such as health occupations, auto mechanics, truck driving, cooking, and security. JTPA is the primary source of business for a number of these contractors. Other contractors, including a community college and Jackson State University, are funded to provide other services, including a 6- to 8-week job club/employability development program, which can lead to an OJT, and ABE and GED classes. A total of 12 contractors were utilized during the study period. In addition, SDA staff develop OJT positions and place participants in employment. Some of the OJTs are developed for employer-referred candidates.

Study Implementation

Service providers are responsible for their own recruitment. The SDA has experienced some difficulty reaching enrollment targets for the white population. Sixty percent of the eligibility interviews are conducted by city JTPA staff at the SDA office, and 40 percent are held at contractor sites prior to the start of new classes. Some applicants are screened by the provider and then sent to the SDA office for the eligibility interview. When eligibility could be determined without additional follow-up during the initial interview, the random-assignment phone call took place immediately. Otherwise, random assignment occurred after additional documentation had been obtained, without the applicant being present. After random assignment, those assigned to the treatment group were referred to the service providers, who determined whom they would enroll.

A variety of release and information forms, in addition to those required for the study, are required by the state for those enrolled in the program. Several months after random assignment began, procedures were modified so that these additional forms were completed only for individuals assigned to the treatment group.

The start-up of the study in February 1988 coincided with the release of additional funds to the SDA by the state. Therefore, the SDA had to issue additional Requests for Proposals and quickly initiate new programs just as assignments to the control group were beginning to occur. The timing of these two events created some problems for the SDA, and a performance adjustment was eventually needed over two program years, with random assignment ending in March 1989. Nevertheless, the SDA met its random-assignment sample goal several months early and extended random assignment for one month in order to increase the sample above the original goal.

During the period of the study, 41 percent of the applicants were recommended for classroom training, 37 percent for other services, and 22 percent for OJT/JSA. Individuals served through a contract with vocational rehabilitation services were excluded from random assignment.

JERSEY CITY, N.J.: CORPORATION FOR EMPLOYMENT AND TRAINING, INC.

Study Context

The Corporation for Employment and Training (referred to in this report as Jersey City) provides JTPA services to a single city area. This urban area, with a population of 224,000, is approximately 50 percent black, with the remainder of the residents divided primarily among whites, Hispanics, and Middle Eastern and Asian immigrants. With a population density of 7,000 per square mile and 14.7 percent of the families with incomes below the federal poverty level in 1979, the area shares problems similar to those confronting other large urban areas.

The overall average wage during the year preceding implementation of the study was $20,400. This average masks great differences in income within the community, with many longtime minority residents earning much less and many recent arrivals in "gentrified" neighborhoods working in high-paid jobs elsewhere in the metropolitan area. The unemployment rate dropped from 10.9 percent in 1984 to 7.9 percent in 1987 and then to 7.2 percent in 1988. However, many residents have sought employment outside the SDA because of a severe decline in manufacturing and the closing of many factories. The service sector, including financial institutions and distribution centers, are major employers, but wage rates are lower than in neighboring New York City.

The Program

The city contracted with the Corporation for Employment and Training, a private, non-profit organization that previously operated the CETA program, to administer the JTPA program.[2] The corporation administered the Title II-A 3 percent and 8 percent programs and Title III in addition to the 78 percent and 6 percent funds, which are passed through to SDAs by the state.

The OJT program was implemented by in-house staff, who also provided direct placements and job search. The corporation subcontracted for classroom training in occupational skills, using a total of 23 providers throughout the study period. Contracts were performance-based and often directed to specific service occupations. Training was provided in areas such as clerical, financial, health and food services, and drafting occupations. One provider received funding to provide placement services to the Hispanic population during part of the study. Proprietary and business schools as well as vocational technical centers were primary contractors. The SDA increased its emphasis on individual referrals and contracts toward the end of the study implementation period.

Study Implementation

Applicants' first contact with the program was through the corporation or the contractor. Eligibility was determined at the corporation's intake office, and some brief testing was conducted at that time. Applicants who were assessed and determined eligible were called in for random assignment at the end of the day. People assigned to the treatment group were

[2]The Corporation for Employment and Training lost its contract with Jersey City at the end of June 1990.

notified of their status by phone or mail. Toward the end of random assignment, procedures were modified and random assignment was completed while the applicant waited so that those assigned for services could be immediately referred to an appropriate service provider and enrolled by the end of the program year.

The corporation reported some difficulty recruiting youth throughout the study period, and some providers reported special recruitment problems. The random-assignment ratio was adjusted at several points and then briefly suspended in order for the SDA to try to meet goals for the program year. Although the SDA met all the performance standards during the first year of the study, its performance was slightly down from the previous year, particularly in the entered employment rate for adults and youth. A performance adjustment was requested from the state, since this decline in performance affected the levels of incentive funds the SDA received. A small adjustment was approved.

Random assignment started in November 1987 and ended in September 1989, with a total of 1,686 people in the sample. About 40 percent of the sample were recommended for classroom training, while the other 60 percent were divided almost equally between OJT/JSA and the "other services" strategy. The 3 percent program was excluded from the sample, as were homeless people who had to be in a job training program to qualify for shelter.

LARIMER COUNTY, COLO.: LARIMER COUNTY

Study Context

Located in the northcentral part of the state, approximately 65 miles north of Denver, this rural county had a total population of 150,000 in 1980, 65 percent of whom lived in Fort Collins or Loveland, site of the two JTPA offices. By the mid-1980s, the SDA's population was approximately 200,000. The population is predominantly white (92 percent in 1980); the largest minority is Hispanic (6 percent). Only 5.9 percent of the families were classified as having incomes below the federal poverty level in 1979.

The county experienced strong growth in the late 1970s and early 1980s, but in the years immediately preceding the study, unemployment began to rise – from 4.8 percent in 1984 to 7.4 percent in 1987. In 1988, however, unemployment had receded to 6.6 percent. The service sector employs the largest number of workers, followed by trade and manufacturing. Colorado State University is the largest employer, with Hewlett Packard and Anheuser-Busch next in number of employees. The overall average wage in Larimer County was $17,500 in program year 1986.

The Program

The county government is the planning and administrative entity and grant recipient for JTPA. SDA staff are county employees in a department called Larimer County Employment and Training Services (ETS), but an active PIC guides the program. The SDA also administers the Title II-A 3 percent program and Title III. Fort Collins is the administrative headquarters and serves about 60 percent of the SDA's clients, with the Loveland office serving the remainder. When the study started, the SDA and PIC also oversaw the local Employment Service activities and staff, which are co-located with the SDA offices. But actions at the state level gradually resulted in a return to the more traditional, separate administrative structure.

ETS, because of its relatively small Title II-A 78 percent allocation, serves the majority of its clients through short-term, low-cost, but highly structured activities, many conducted by its own personnel: job club, a three-week program with its own training area and phone bank, is offered monthly in each office; a one-week assessment program and youth competency workshops are also ongoing. A workshop to teach job retention skills was added.

Other programs are contracted to schools on a cost-reimbursement basis. Individuals recommended for the classroom training service strategy begin their time in training with a two-week career planning program for JTPA participants conducted at Front Range Community College. ETS staff contribute to curriculum development and consult with instructors and clients in these programs. The high level of interaction between staff and other agencies is also evidenced by a formal network of 19 community organizations, including groups not involved with JTPA, who meet regularly to foster coordination and develop solutions for individual problem cases. The SDA has received national recognition for its networking system.

ETS, through the PIC, has also established itself as an employer resource in two key ways. First, several major companies have used ETS and the Employment Service as a center for screening and testing prospective employees. While both JTPA-eligible people and others who are not disadvantaged have been placed through this service, few of the large employers use the OJT program. Second, as a service for employers, the PIC annually sponsors a Business Expo, bringing in experts to educate area employers.

Study Implementation

Before the study was implemented in December 1987, enrollment occurred prior to assessment in order to discourage the development of a screening process that might eliminate the harder-to-serve. To accommodate the research design, the SDA decided to implement a mini-assessment (locally called a pre-EDP) immediately following eligibility determination so that applicants could be recommended for a service strategy prior to random assignment. ETS worked with a consultant to develop a checklist that was used to assist staff in determining an applicant's appropriateness for each of the three service strategies.

Following the pre-EDP, the random-assignment call was placed and staff informed people of their research status in person. People assigned to the treatment group received additional assessment either on the same day or shortly thereafter. Because of the large number of participants served in job search and assessment, the "other services" strategy for this SDA was set at the comparatively high level of 70 percent. During random assignment, 64 percent of the applicants were recommended for this strategy, and an unusually high percentage ended up enrolling only in miscellaneous services (see Tables 7.3 and 7.4). Twenty percent of the people randomly assigned were recommended for classroom training in occupational skills, with only 7 percent of those randomly assigned recommended for the OJT/JSA service strategy.

To avoid jeopardizing ETS's good relationship with other agencies, ETS and the researchers conducted briefings on the study procedures for community agencies prior to the start-up of random assignment. Groups not included in the research in this SDA were all individuals 55 and over and referrals for service from Project Self-Sufficiency (PSS). PSS is a federally funded demonstration project designed to increase the self-sufficiency of AFDC recipients. It uses the resources of multiple agencies to provide comprehensive services – including housing, employment, and training services – to help people make the transition from welfare to work.

Midway through random assignment, for about six months, the SDA also conducted group orientations prior to the eligibility interview. During these motivational sessions, a localized version of the random assignment videotape was shown. Recruitment activities did not change substantially during the sample build-up period, and particularly in the Loveland office enrollment goals were difficult to meet.

Random assignment ended in Larimer County on September 30, 1989, with 1,027 people in the sample.

MARION, OHIO: CRAWFORD/HANCOCK/MARION/WYANDOT COUNTIES

Study Context

Located in northcentral Ohio, this four-county SDA has a population of 206,000. Marion is the largest city, followed by Findlay; each has a population of about 36,000. The population is predominantly white. Approximately 7 percent of the families had incomes below the federal poverty level in 1979.

Economically, there is considerable variation. The county of Hancock has had the lowest unemployment rate in Ohio, while the other counties have been adversely affected by declines in manufacturing. Overall, the unemployment rate for the area, which averaged 10.2 percent between 1984 and 1986, dropped to 8.3 percent in 1987 and to 6.8 percent in 1988. The average annual wage in program year 1986 was $18,100.

The Program

The PIC is incorporated and serves as the administrative entity and grant recipient. Its staff includes employment advisors, testers, and basic education instructors. The central administrative office is in Marion. Five JTPA training centers are spread throughout the SDA and are staffed by PIC personnel, who conduct extensive assessments and provide case management services. Through the training centers, participants can receive basic education and GED courses, using computer-assisted instruction. PIC staff also conduct job club and arrange work experience and OJT placements. Classroom training in occupational skills is arranged on an individual basis through reimbursement contracts with vocational schools and technical colleges.

Participants formerly averaged approximately 40 weeks in the program as they moved through a variety of components designed to upgrade their skills. However, the decrease in the unemployment rate, relative to other SDAs in the state, resulted in a reduction in Title II-A funds.

Study Implementation

Random assignment began in January 1988 and ended in July 1989, with 1,154 people in the sample, of whom more than 1,000 were recommended for services in either classroom training (49 percent) or OJT/JSA (40 percent). Exempted from the study were older individuals served with 3 percent funds and job-ready welfare recipients mandated to participate in a job club under a contract with the Department of Human Services in two of the counties (at one point, a third county also participated in this project).

Because the Title II-A funding was reduced, and fewer people could be served, there were no recruitment problems during the period of random assignment. In the spring of 1989, enrollments for all groups except AFDC recipients were frozen because of the funding shortage.

The need to identify service strategies prior to random assignment caused the SDA to lengthen its assessment process in some cases to ensure that applicants were assigned to the correct services. Assessments were individualized, but all applicants were given the same battery of tests during half-day assessment sessions. The testing technician also provided the general orientation to the program and briefly explained the study. After the tests and determination of eligibility, applicants met with an employment advisor to make their goals final. For some people, determination of the appropriate service strategy was a short process; for others, it could extend over several days or weeks. Employment advisors would then discuss their cases at a staff meeting so that the final decision could be made about an appropriate service strategy. Subsequently, all cases handled in that week were called in for random assignment. Applicants were notified of their status by phone or letter, depending on how soon a service was scheduled to begin.

NORTHWEST MINNESOTA: NORTHWEST MINNESOTA

Study Context

The Northwest Minnesota Private Industry Council (PIC) serves seven counties (Kittson, Marshall, Norman, Pennington, Polk, Red Lake, and Roseau), which comprise a very rural area in the corner of the state abutting North Dakota and Canada. The population of the entire SDA is about 100,000, and its three largest towns (Crookston, East Grand Forks, and Thief River Falls) each has slightly under 10,000 residents. The population is primarily white, and about 11 percent of all families had incomes under the federal poverty level in 1979.

The local economy is agriculture-based, with farming, food processing, and related trade being the major industries. The severe winters make for a short growing season, and sugar beets, potatoes, and wheat are the primary crops. The unemployment rate in the SDA stood at 10.3 percent in 1984 and remained above 9 percent until 1987, when it dropped to 8.6 percent. By 1988 unemployment had fallen to 8 percent. The average annual wage of $13,600 in program year 1986 was the lowest of any SDA in the study.

The Program

The PIC is an incorporated nonprofit organization that is the JTPA grant recipient. It does some client recruitment, but the high unemployment rate has allowed the JTPA program to rely primarily on walk-ins and referrals from other social service and education agencies. The Minnesota Job Service operates most of the JTPA program in the SDA under a subcontract from the PIC. In offices in Crookston and Thief River Falls, Job Service staff offer the usual state Employment Service job listings plus JTPA and other state-funded programs for welfare recipients. The local community action agency conducts intake for a small older workers' program, which provides work experience and job search assistance.

Job Service staff directly provide job search assistance, career exploration, OJT, and work experience. They refer people interested in classroom training in occupational skills to the local community college, technical institute, or campus of the state university. Those seeking adult basic education and a GED are referred to a local adult learning center for services. A local technical institute also provides an intensive job search assistance course, primarily for those participating in classroom training in occupational skills. OJT and classroom training in occupational skills are the two most common Title II-A services.

Study Implementation

Job Service staff offered all those who inquired about their services an orientation to the various programs available. Those who appeared to be eligible for JTPA and interested in its services then completed a JTPA application. Job Service staff then determined JTPA eligibility, conducted an assessment of needs, and designated appropriate services.

Study procedures were integrated into the usual Job Service intake by completion of the Background Information Form and Informed Consent Form during an initial meeting with the client. In Thief River Falls, much of this paperwork was done in a group, while the Crookston staff completed study forms during an individual meeting with clients. Choice of the appropriate service strategy was typically made based on an individual meeting with the client, during which an assessment of needs, interests, and current skills was made. Staff then called MDRC for random assignment and informed the client of the result and next steps.

The main issue that had to be addressed in implementing the study concerned a state-funded welfare employment program (PATHS). The Job Service had a contractual obligation to use JTPA funds to serve welfare recipients referred by the county welfare departments. These referrals were excluded from random assignment and were not a part of the study.

Random assignment began in August 1988 and ended in May 1989. The SDA slightly exceeded its target sample of 550. Virtually all those randomly assigned had been recommended for intensive services such as OJT/JSA (69 percent) and classroom training (31 percent).

OAKLAND, CALIF.: OAKLAND

Study Context

The City of Oakland, with a population of 340,000, is one of 49 service delivery areas in California. Its population is approximately 40 percent white, 30 percent black, 25 percent Asian, and 5 percent other minorities. There are 6,300 residents per square mile, and 8.7 percent of the families had incomes below the federal poverty level in 1979.

Major industries are transportation (including shipping), manufacturing, government, and health care. Large employers are Kaiser, Pacific Bell, Merritt-Peralta Medical Supplies, Civic Gas and Electric, and Childrens Hospital. The unemployment rate fluctuated in the years preceding the study's implementation: it was 7.0 percent in 1984, 6.8 percent in 1985, 8.7 percent in 1986, 7.7 percent in 1987, and 6.6 percent in 1988. The overall average annual wage in the city was $22,000 in program year 1986.

The Program

The PIC is incorporated and shares administrative responsibility for the program with the City of Oakland. The city is also the grant recipient and planning entity for the program. The PIC and city have defined their oversight and administrative functions so that the city is responsible for determining applicants' eligibility for programs and for tracking participation in the SDA's programs, while the PIC awards and monitors contracts for services.

A subsidiary of the PIC – the Oakland Private Sector Corporation (OPSC) – provides direct client services. The SDA also contracts with numerous outside agencies to provide services to the eligible population. Outside of OPSC, contracts tend to be targeted to serve particular subgroups or to provide training through one of three recommended service strategies defined for the research. All subcontracts are performance-based.

Classroom training in occupational skills is the predominant service. Seven of the contractors (community-based, private for-profit, and nonprofit organizations) provided classroom training in occupational skills. Two of these also had contracts to provide OJT, along with another contractor who was also funded to develop OJTs, primarily with the Korean population. Two other contractors provided job search services, with one of them targeting services to people 55 and over and the other enrolling veterans.

OPSC, the largest contractor, provides classroom training in occupational skills, OJT, and other services to all JTPA-eligibles and conducts an older workers' program with Title II-A 3 percent and 78 percent funds. At the same time the study began, a new program, funded through Title II-A 6 percent funds, was initiated to provide training in nontraditional jobs. The Center for Employment and Training (CET), the second largest contractor, conducts training programs in four occupational areas – office occupations, shipping and receiving, auto mechanics, and maintenance – and provides a small number of OJTs.

Study Implementation

The procedures for the study were integrated into the normal operations of the SDA with relatively few changes in the flow. However, the involvement of multiple organizations, providing different services to different subgroups, made the process of adapting the study to the site complex. Because of multiple population subgroups with varying degrees of proficiency in English, the agreement to participate form was translated into nine languages. In addition, the exclusion of several programs and all youths from the study sample complicated the initial screening process.

Youths were excluded from the study because of recruitment problems with this group. A residential treatment program for court-referred offenders was excluded. Also excluded was a basic education program funded through Title II-A 8 percent funds. These funds were carried over from the previous year and then targeted to serve AFDC recipients in a state welfare-to-work initiative. Also exempted from the study were a program provided through an agreement with the Department of Vocational Rehabilitation to place people with handicaps in jobs and a program for homeless individuals (paid for with 6 percent funds).

Although contractors were responsible for recruitment for their own programs, people also applied to JTPA by going to the SDA's central intake unit. In order to identify the appropriate service strategy for applicants, providers were divided into two groups: those that offered only one major category of service (classroom training in occupational skills, OJT, or job search) and those that could offer multiple types of services. The first group was labeled

"single service providers" and the second group, represented by CET and OPSC, "multiple service providers." The following description of the flow is the same for both groups, except that CET and OPSC completed most of their assessment, recommended people for service strategies, and placed the random-assignment phone call themselves *after* eligibility had been determined.

In most cases, clients applied for programs directly at the service provider. In these instances, contractors conducted program orientations and assessments, which varied in length and intensity. During the initial meeting(s), the study was explained and the Background Information Form (BIF) was given to the applicant along with other intake documents needed for the eligibility interview. Contractors, particularly those that served predominantly limited-English-speaking clients, sometimes helped applicants complete the BIF. Eligibility interviews with city staff were then scheduled at either the central intake unit or the service provider site. The BIF was finalized, the agreement to participate form signed, and the random-assignment phone call made during this interview, assuming all supporting documentation was available.

As noted above, some clients applied directly to the JTPA office. Applicants whose initial point of contact was the central intake unit had their eligibility determined and the study explained. Then they signed the BIF and agreement to participate form. After a brief assessment of interest, the appropriate activity category was identified and random assignment took place, followed by the referral of those in the treatment group to the appropriate provider.

Random assignment began in July 1988 and ended in March 1989, with 1,072 people randomly assigned, slightly more than the targeted sample. Classroom training was the predominant recommended service strategy, with 50 percent of the sample recommended for this strategy; 8 percent were recommended for OJT/JSA.

OMAHA, NEB.: JOB TRAINING OF GREATER OMAHA

Study Context

Located in eastern Nebraska, this SDA serves approximately 500,000 people and includes the greater Omaha metropolitan area. The largest county is Douglas, with a population of 398,000, of whom 312,000 live within the Omaha city limits. The SDA also includes Sarpy (population 86,000) and Washington (population 16,000) counties. The majority of the population is white, with black residents making up the largest minority group. In 1979, 6.6 percent of all families had incomes below the federal poverty level.

The employment base includes large manufacturing and transportation employers as well as jobs in clerical and administrative work and sales and sales-related employment. The Strategic Air Command (S.A.C.) is the largest employer, followed by other large service-sector firms.

The unemployment rate ranged between 4.7 percent and 5.6 percent in the four years preceding the study. In 1987, it was 5 percent, dropping to 4.4 percent in 1988. The average annual wage was $17,700 in program year 1986.

The Program

The Job Training of Greater Omaha SDA (formerly called the Omaha Office of Employment Resources) provides JTPA services in the three-county area. The city of Omaha is the administrative entity and grant recipient, but an active PIC guides the program and is closely involved in major decisions. The SDA also administers Title III. Eight percent funds are used to enroll people in basic education classes combined with work experience; these are usually followed by OJT or classroom training in occupational skills. Eight percent funds are also used for classroom training in occupational skills and other classes at the local community college.

Classroom training in occupational skills is the predominant service for Title II-A JTPA participants. During implementation of the study, most participants in this service were trained through five major contractors, predominantly community-based organizations. Classes provided training in service occupations, such as health services, cooking, finance, office equipment repair, and clerical work. Contracts were performance-based. Job search is conducted by in-house staff, who also monitor and arrange OJT placements.

Study Implementation

The service providers were responsible for recruitment, a function that had been assigned to them the year before the study began. However, the SDA also provided general recruitment for the program as a whole. Intake, consisting of completion of an application and eligibility determination, was normally performed at the central Omaha office. (The office moved to a new location in early 1989.) During the intake interview, the Background Information Form was filled out by staff and the study was briefly explained. Eligible applicants were then referred to an assessment and testing workshop, also conducted by SDA staff. At the workshop, the videotaped explanation of the study was shown and the Informed Consent Form was signed. Staff meetings for groups completing the assessment and testing workshop were used to approve counselors' recommendations of services.

People recommended for the classroom training service strategy were referred to the appropriate contractor for a provider's assessment. People determined appropriate by the contractors were then scheduled for an employability development plan (EDP) interview with SDA staff, which could take place in-person or by phone. After the EDP interview, SDA staff completed random assignment and notified the contractor and applicant of his or her status. People recommended for OJT/JSA were scheduled to meet with an SDA job developer for an EDP interview immediately following the staff meetings discussed above. Random assignment took place after the plan was made final.

To implement the study, several changes were made in the assessment and testing workshop. Previously, the workshop had extended over two days and was followed, for some applicants, by a two-day job search assistance workshop. However, the SDA had difficulty retaining people through this whole process and requested on-site training by Cygnet Associates prior to the start of the study. As a result of the training, the workshop was shortened to a half-day. The SDA also sought to discourage contractors from conducting an additional assessment, although some continued to require their own job-readiness assessment.

Seventy-three percent of the people randomly assigned were recommended for the classroom training service strategy. OJT/JSA was the second most frequently recommended service strategy, accounting for about 22 percent of the sample.

Random assignment began in October 1988 and continued through September 1989, with 1,362 people randomly assigned. In program year 1988, the SDA did not meet the adult entered employment rate standard, and the director did not request an adjustment. In program year 1989, the SDA received adjustments in its adult and welfare entered employment rate standards. The original sample goal of 1,600 was not met because two months before the study ended, the SDA was authorized to exempt from random assignment applicants recruited and referred for intake by the contractors.

PROVIDENCE, R.I.: PROVIDENCE/CRANSTON

Study Context

The Providence/Cranston SDA serves these two adjacent, older urban areas in northeast Rhode Island. Providence, with a population of approximately 155,000, is the state capital and largest city in the state, while Cranston has approximately 70,000 residents. About 8 percent of the residents of the SDA are blacks, and all minority groups comprise 13 percent of the total population. Nine percent of families in the SDA had incomes below the poverty level in 1979.

The Providence/Cranston area has historically been one of the most industrialized in the country, with a higher than usual percentage of employment in manufacturing. In recent years, several of the state's major employers (makers of jewelry and silverware and the U.S. Navy) cut back employment, but other sectors (including services) grew with the New England recovery of the early and mid-1980s. Unemployment in the SDA stood at 7.2 percent in 1984, but dropped to 4.3 percent in 1987 and to 3.7 percent in 1988 as the SDA benefited from the then-booming regional high-tech and services economy. The average annual wage in the SDA in program year 1986 was $17,000.

The Program

The Providence/Cranston Job Training Partnership (PCJTP) is the grant recipient and administers the program through offices in each of the two cities in the SDA. Recruitment of clients, done by both the PCJTP and service providers, has become increasingly a challenge as the area's unemployment rate dropped throughout the mid-1980s. Intake, eligibility determination, assessment, and counseling are performed by the SDA staff in each office, though the Cranston office must file case documentation of eligibility in the main Providence office before assessment can be scheduled.

PCJTP staff arrange OJTs for clients, but the remainder of SDA services are provided by subcontractors operating under a mix of performance-based and cost-reimbursement contracts. Among the services provided in this way have been adult basic education, English as a second language, classroom training in occupational skills, vocational exploration programs (pre-employment skills and work experience for youths), and job clubs.

Study Implementation

PCJTP staff conduct intake, eligibility determination, and assessment of applicants. The Background Information Form and Informed Consent Form were completed as part of an

assessment interview. During the assessment interview, the counselor determined whether further testing was required. If not, as was often the case for those recommended for OJT, job search assistance, and vocational exploration, staff called MDRC for random assignment during the assessment interview and informed the client of the result at that time. If further testing was needed, as was possible for classroom training in occupational skills, this additional assessment was completed before random assignment occurred.

The increasing difficulty the SDA faced in recruiting clients because of the decline in the area's unemployment rate created issues in the implementation of the study. Early in random assignment, the SDA encountered serious problems recruiting youths and meeting the required 40 percent of expenditures for services to youths. This was soon followed by problems recruiting adults. To allow continuation of the study, the random-assignment ratio was changed to ease the recruitment difficulties. Service providers also did less intensive testing of applicants, and some shifted to individualized open/entry, open/exit services as opposed to traditional group training.

The SDA did not meet two of its adult standards in program year 1987, in part because of the attention paid throughout the year to the problems in youth programs. The state did not adopt adjustments in the performance standards suggested by the U.S. Department of Labor, and incentive funds to the SDA declined as a result.

Random assignment began in this SDA in November 1987 and ended in September 1989, with the SDA meeting its sample target.

SPRINGFIELD, MO.: JOB COUNCIL OF THE OZARKS

Study Context

The Job Council of the Ozarks SDA, located in southwestern Missouri, serves seven counties: Christian, Dallas, Greene, Polk, Stone, Taney, and Webster. Springfield (population 133,000), in Greene County, is the largest city and the location of the SDA's central office. The SDA is primarily rural, with a total population of 304,000, of whom more than 90 percent are white. An estimated 10 percent of the families had incomes below the federal poverty level in 1979.

The economy has been strong, with employment increasing in both the service sector, which employs the majority of the labor force, and manufacturing. Greene County also has had a strong agribusiness base. The unemployment rate has gradually declined in recent years, from 7.7 percent in 1984, to 5.7 percent in 1987, to 5.3 percent in 1988; in areas that are strongly influenced by tourism, seasonal changes can bring the rate as high as 20 percent. The average wage in program year 1986 was $15,200.

The Program

The City of Springfield Human Resources Department is the administrative entity and grant recipient. JTPA services are provided through the Job Council of the Ozarks, with full-service offices in Springfield, Branson, and Bolivar, a regularly staffed outreach office in Buffalo, and application sites in Kimberling City and Marshfield. Staff in each office are responsible for intake, assessment, service delivery, and implementation of the study procedures.

The PIC and local elected officials act as policymakers and planners and provide program oversight.

Most of the classroom training in occupational skills programs are located in the Springfield area and transportation is a problem for many SDA residents, so there is heavy reliance on OJT programs to meet the population's training needs. Classroom training in occupational skills was provided primarily in health occupations, with programs such as licensed practical nursing and respiratory therapy. Welding, office occupations, and auto mechanics were also among the offerings. GED training was provided to dropout youths through a reimbursement contract with a community-based organization. Youths also received pre-employment skills training and job placement services. Work experience and a job-seekers' clinic were provided for both adults and youths.

The Job Council of the Ozarks consistently had high outcomes on performance standards. However, in program year 1986, the average wage for adults employed fell slightly below the model-adjusted standard.

Study Implementation

The SDA made significant changes in its recruitment, intake, and assessment process midway through the implementation of random assignment. Using the training provided by Cygnet Associates, it streamlined its enrollment process, eliminating an initial screening interview and some tests and emphasizing program benefits. SDA staff developed a variety of materials to explain and facilitate implementation of the study.

In the Springfield office, applicants were scheduled for motivational group orientations, during which the study was explained, the Informed Consent Form signed, and the Background Information Form (BIF) handed out with a list of other documents the applicant would need for the eligibility interview. Applicants were then scheduled to see a technician, who determined eligibility, briefly assessed the applicant to determine appropriate activities, and completed the BIF. While the applicant waited, a clerk made the random-assignment call and the applicant was informed of the results. People assigned to the treatment group were then referred to the next step in the service plan, which was agreed to during the assessment.

Procedures for the other, smaller offices did not include the group orientation. Applicants were informed in-person or by phone about the study and the paperwork needed to determine eligibility. Whenever feasible, the eligibility interview and assessment and random-assignment phone call occurred during a single visit.

Recruitment was difficult owing to the low unemployment rate, and staff reported that they did relax some of their entry requirements during the study. Because of various concerns, a decision was made to shorten the length of random assignment from 17 to 12 months. The study did affect the SDA's ability to fully expend Title II-A funds, and the SDA said that performance declined, although performance standards were met.

Over the study period, about 65 percent of those randomly assigned were recommended for the OJT/JSA service strategy, about 17 percent were recommended for the classroom training strategy, and 18 percent were recommended for the other service strategy. The 3 percent program, administered outside the SDA, was excluded from the study, as was the licensed practical nurse training. The research design was modified to enable the SDA to add a short OJT component for some classroom training participants.

Random assignment began in April 1988 and continued through March 1989. A total of 1,202 people were assigned for the study sample.

APPENDIX B

SUPPLEMENTAL TABLES TO CHAPTERS 4, 5, AND 6

TABLE B.1

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS FOR ADULT MALE TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Adult Male Treatment Group Members	3,759	24.6	48.7	26.4
Age				
22–29	1,676	26.6	48.1	25.4
30–44	1,628	23.6 **	49.6	26.8
45 and over	455	21.1 **	48.1	30.8 **
Ethnicity				
White, non-Hispanic	2,142	19.6	59.6	20.8
Black, non-Hispanic	1,084	33.7 ***	29.8 ***	36.5 ***
Hispanic	365	21.9	48.8 ***	29.3 ***
Other	168	35.7 ***	32.1 ***	32.1 ***
Education				
High school diploma or GED	2,410	27.0	48.3	24.7
No high school diploma or GED	1,092	20.1 ***	51.1	28.8 ***
Work Experience				
Worked 13 weeks or more in 12 months before assignment	1,977	25.7	50.8	23.4
Worked fewer than 13 weeks in 12 months before assignment	1,405	24.0	47.6 *	28.4 ***
Public Assistance Receipt				
Not receiving AFDC or other cash assistance at assignment	2,770	24.5	48.6	26.8
Receiving AFDC or other cash assistance at assignment	546	27.5	55.5 ***	17.0 ***
Barriers to Employment (a)				
None	1,503	26.7	48.0	25.3
1	1,508	22.9 **	49.1	28.0
2	607	24.7	49.8	25.5
3	107	18.7 *	57.9 **	23.4

(continued)

TABLE B.1 (continued)

Characteristic and Subgroup	Sample Size	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	3,419	24.3	48.7	27.0
Received AFDC less than 2 years (b)	233	28.3	48.5	23.2
Received AFDC 2 years or more (b)	58	20.7	69.0 ***	10.3 ***
Household Composition				
Spouse present	1,270	23.9	53.9	22.1
No spouse present, child present	281	24.6	42.7 ***	32.7 ***
No spouse present, no child present	1,885	25.1	48.1 ***	26.8 ***

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all adult male treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

Distributions may not total 100.0 percent because of rounding.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in service strategy recommendation rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The AFDC receipt may not have been continuous.

TABLE B.2

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS FOR ADULT FEMALE TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Adult Female Treatment Group Members	4,465	44.0	35.0	21.0
Age				
22–29	1,974	46.8	34.3	18.8
30–44	1,922	45.6	33.6	20.8
45 and over	569	29.2 ***	41.8 ***	29.0 ***
Ethnicity				
White, non-Hispanic	2,433	39.8	40.2	20.1
Black, non-Hispanic	1,377	48.3 ***	31.2 ***	20.5
Hispanic	507	50.5 ***	23.5 ***	26.0 ***
Other	148	52.0 ***	24.3 ***	23.6
Education				
High school diploma or GED	2,989	45.3	35.3	19.4
No high school diploma or GED	1,174	40.9 ***	35.9	23.2 ***
Work Experience				
Worked 13 weeks or more in 12 months before assignment	1,797	41.4	38.3	20.3
Worked fewer than 13 weeks in 12 months before assignment	2,092	47.9 ***	31.7 ***	20.3
Public Assistance Receipt				
Not receiving AFDC or other cash assistance at assignment	2,437	37.4	39.8	22.8
Receiving AFDC or other cash assistance at assignment	1,683	54.7 ***	27.5 ***	17.8 ***
Barriers to Employment (a)				
None	1,314	37.7	40.5	21.8
1	1,624	42.2 **	36.4 **	21.4
2	1,160	50.8 ***	29.9 ***	19.3
3	335	53.7 ***	26.3 ***	20.0

(continued)

TABLE B.2 (continued)

Characteristic and Subgroup	Sample Size	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	2,174	37.3	39.7	23.0
Received AFDC less than 2 years (b)	1,000	47.4 ***	33.0 ***	19.6 **
Received AFDC 2 years or more (b)	1,210	53.1 ***	28.7 ***	18.3 ***
Household Composition				
Spouse present	920	41.2	39.1	19.7
No spouse present, child present	2,088	50.5 ***	31.7 ***	17.8
No spouse present, no child present	855	30.9 ***	41.1	28.1 ***

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all adult female treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

Distributions may not total 100.0 percent because of rounding.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in service strategy recommendation rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The AFDC receipt may not have been continuous.

TABLE B.3

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS FOR MALE YOUTH TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	Classroom Training (%)		OJT/JSA (%)		Other Services (%)	
All Male Youth Treatment Group Members	1,436	29.9		32.9		37.3	
Age							
16–19	892	33.2		27.4		39.5	
20–21	544	24.4	***	41.9	***	33.6	**
Ethnicity							
White, non-Hispanic	771	27.2		42.4		30.4	
Black, non-Hispanic	424	25.5		19.1	***	55.4	***
Hispanic	211	50.2	***	27.5	***	22.3	**
Other	30	16.7		20.0	**	63.3	***
Education							
High school diploma or GED	564	27.8		47.0		25.2	
No high school diploma or GED	814	31.2		22.9	***	45.9	***
Work Experience							
Worked 13 weeks or more in 12 months before assignment	694	28.2		41.4		30.4	
Worked fewer than 13 weeks in 12 months before assignment	616	32.1		25.6	***	42.2	***
Public Assistance Receipt							
Not receiving AFDC or other cash assistance at assignment	1,120	29.1		34.4		36.5	
Receiving AFDC or other cash assistance at assignment	158	35.4		31.0		33.5	
Barriers to Employment (a)							
None	371	25.6		48.8		25.6	
1	607	30.1		33.1	***	36.7	***
2	384	33.3	**	19.5	***	47.1	***
3	71	32.4		19.7	***	47.9	***

(continued)

TABLE B.3 (continued)

Characteristic and Subgroup	Sample Size	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	1,406	29.9	32.6	37.6
Received AFDC less than 2 years (b)	20	35.0	60.0 **	5.0 **
Received AFDC 2 years or more (b)	3	0.0 (c)	0.0 (c)	100.0 (c)
Household Composition				
Spouse present	147	21.1	54.4	24.5
No spouse present, child present	58	39.7 ***	27.6 ***	32.8
No spouse present, no child present	1,159	30.5 **	31.3 ***	38.2 ***

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all male youth treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

Distributions may not total 100.0 percent because of rounding.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in service strategy recommendation rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The AFDC receipt may not have been continuous.

(c) A chi-square test was inappropriate because of low expected cell frequencies.

TABLE B.4

PERCENTAGE DISTRIBUTIONS OF SERVICE STRATEGY RECOMMENDATIONS FOR FEMALE YOUTH TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Female Youth Treatment Group Members	1,814	44.3	23.2	32.5
Age				
16–19	1,077	43.2	21.0	35.8
20–21	737	45.9	26.5 ***	27.7 ***
Ethnicity				
White, non-Hispanic	908	45.2	27.8	27.1
Black, non-Hispanic	589	33.8 ***	18.0 ***	48.2 ***
Hispanic	287	62.7 ***	19.2 ***	18.1 ***
Other	30	46.7	26.7	26.7
Education				
High school diploma or GED	877	45.3	29.0	25.8
No high school diploma or GED	848	43.5	16.5 ***	40.0 ***
Work Experience				
Worked 13 weeks or more in 12 months before assignment	643	45.1	30.9	24.0
Worked fewer than 13 weeks in 12 months before assignment	983	45.0	17.5 ***	37.5 ***
Public Assistance Receipt				
Not receiving AFDC or other cash assistance at assignment	1,126	41.7	26.6	31.6
Receiving AFDC or other cash assistance at assignment	548	50.4 ***	17.7 ***	31.9
Barriers to Employment (a)				
None	415	41.2	35.9	22.9
1	634	43.8	25.2 ***	30.9 ***
2	535	46.2	15.7 ***	38.1 ***
3	225	46.7	12.0 ***	41.3 ***

(continued)

TABLE B.4 (continued)

Characteristic and Subgroup	Sample Size	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	1,287	42.3	24.7	32.9
Received AFDC less than 2 years (b)	384	47.9 *	20.3 *	31.8
Received AFDC 2 years or more (b)	129	52.7 **	16.3 **	31.0
Household Composition				
Spouse present	197	45.7	28.9	25.4
No spouse present, child present	607	46.1	21.9 **	32.0 *
No spouse present, no child present	880	42.0	23.6	34.3 **

SOURCE: MDRC calculations from Background Information Form responses.

NOTES: Calculations for this table are based on data for all female youth treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

Distributions may not total 100.0 percent because of rounding.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in service strategy recommendation rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The AFDC receipt may not have been continuous.

TABLE B.5

ENROLLMENT RATES FOR ADULT MALE TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS AND SERVICE STRATEGY

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Adult Male Treatment Group Members	60.8	71.2	56.6	58.9
Age				
22–29	62.0	71.5	60.4	55.1
30–44	59.5	69.8	52.7 ***	63.2 **
45 and over	61.1	76.0	57.1	57.1
Ethnicity				
White, non-Hispanic	61.6	71.9	59.4	58.0
Black, non-Hispanic	57.8 **	70.4	47.7 ***	54.5
Hispanic	64.9	72.5	53.4	78.5 ***
Other	61.3	70.0	53.7	59.3
Education				
High school diploma or GED	62.3	71.7	57.7	60.8
No high school diploma or GED	58.3 **	68.5	55.4	56.5
Work Experience				
Worked 13 weeks or more in 12 months before assignment	62.0	70.7	58.7	59.6
Worked fewer than 13 weeks in 12 months before assignment	60.2	72.1	52.9 **	62.4
Public Assistance Receipt				
Not receiving AFDC or other cash assistance at assignment	61.3	71.2	57.3	59.5
Receiving AFDC or other cash assistance at assignment	58.8	67.3	54.8	58.1
Barriers to Employment (a)				
None	63.1	71.6	60.6	59.1
1	60.1 *	73.4	53.8 ***	60.2
2	58.6 *	66.0	54.0 **	60.6
3	57.9	70.0	56.5	52.0

(continued)

TABLE B.5 (continued)

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	60.5	71.3	56.2	58.5
Received AFDC less than 2 years (b)	68.2 **	74.2	61.9	74.1 **
Received AFDC 2 years or more (b)	63.8	58.3	62.5	83.3
Household Composition				
Spouse present	63.0	71.7	59.9	61.2
No spouse present, child present	59.4	66.7	62.5	50.0 *
No spouse present, no child present	59.5 **	71.5	52.7 ***	60.4

SOURCE: MDRC calculations from Background Information Form responses and program enrollment data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult male treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in enrollment rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The AFDC receipt may not have been continuous.

TABLE B.6

ENROLLMENT RATES FOR ADULT FEMALE TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS AND SERVICE STRATEGY

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Adult Female Treatment Group Members	64.6	72.8	55.4	62.4
Age				
22–29	64.1	71.3	54.6	63.7
30–44	66.1	74.7	55.1	65.0
45 and over	61.0	71.7	58.8	53.3 **
Ethnicity				
White, non-Hispanic	66.7	74.8	58.1	67.6
Black, non-Hispanic	58.5 ***	66.3 ***	52.8 *	48.6 ***
Hispanic	69.4	79.7	42.9 ***	73.5
Other	70.3	81.8	55.6	60.0
Education				
High school diploma or GED	66.6	74.2	57.4	65.4
No high school diploma or GED	60.1 ***	69.2 **	52.4 *	55.9 ***
Work Experience				
Worked 13 weeks or more in 12 months before assignment	66.9	75.4	58.3	65.8
Worked fewer than 13 weeks in 12 months before assignment	63.7 **	71.5 *	52.7 **	62.4
Public Assistance Receipt				
Not receiving AFDC or other cash assistance at assignment	65.2	75.7	56.6	63.1
Receiving AFDC or other cash assistance at assignment	64.4	70.4 **	54.2	61.9
Barriers to Employment (a)				
None	66.9	77.4	58.5	64.5
1	64.4	72.3 **	55.5	64.0
2	63.4 *	71.6 **	52.2 *	59.4
3	60.0 **	66.1 ***	50.0	56.7

(continued)

TABLE B.6 (continued)

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	64.1	73.7	55.9	62.8
Received AFDC less than 2 years (b)	67.8 **	75.5	58.5	64.8
Received AFDC 2 years or more (b)	63.0	69.9	51.9	60.2
Household Composition				
Spouse present	66.3	76.3	56.7	64.6
No spouse present, child present	66.6	73.0	57.7	64.5
No spouse present, no child present	59.9 ***	67.4 **	53.3	61.2

SOURCE: MDRC calculations from Background Information Form responses and program enrollment data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult female treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in enrollment rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The AFDC receipt may not have been continuous.

TABLE B.7

ENROLLMENT RATES FOR MALE YOUTH TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS AND SERVICE STRATEGY

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Male Youth Treatment Group Members	66.8	74.8	58.5	67.7
Age				
16–19	68.9	75.7	59.0	70.2
20–21	63.2 **	72.9	57.9	62.8 *
Ethnicity				
White, non-Hispanic	68.7	73.3	62.7	73.1
Black, non-Hispanic	59.7 ***	67.6	44.4 ***	61.3 ***
Hispanic	72.0	84.0 **	55.2	66.0
Other	80.0	100.0 (a)	50.0	84.2
Education				
High school diploma or GED	62.2	75.8	59.2	52.8
No high school diploma or GED	70.3 ***	75.6	55.9	73.8 ***
Work Experience				
Worked 13 weeks or more in 12 months before assignment	64.7	73.0	57.1	67.3
Worked fewer than 13 weeks in 12 months before assignment	69.3 *	74.7	60.8	70.4
Public Assistance Receipt				
Not receiving AFDC or other cash assistance at assignment	65.9	74.2	58.7	66.0
Receiving AFDC or other cash assistance at assignment	66.5	71.4	55.1	71.7
Barriers to Employment (b)				
None	61.2	74.7	58.6	52.6
1	66.4 *	74.3	58.7	66.8 **
2	73.7 ***	76.6	58.7	77.9 ***
3	63.4	69.6	50.0	64.7

(continued)

TABLE B.7 (continued)

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	66.6	74.8	57.9	67.8
Received AFDC less than 2 years (c)	75.0	71.4	75.0	100.0 (a)
Received AFDC 2 years or more (c)	66.7	0.0 (a)	0.0 (a)	66.7
Household Composition				
Spouse present	74.8	83.9	73.7	69.4
No spouse present, child present	63.8	82.6	43.7 **	57.9
No spouse present, no child present	65.4 **	72.5	55.1 ***	68.2

SOURCE: MDRC calculations from Background Information Form responses and program enrollment data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all male youth treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in enrollment rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) A chi-square test was inappropriate because of low expected cell frequencies.

(b) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(c) The AFDC receipt may not have been continuous.

TABLE B.8

ENROLLMENT RATES FOR FEMALE YOUTH TREATMENT GROUP MEMBERS, BY SELECTED BASELINE CHARACTERISTICS AND SERVICE STRATEGY

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
All Female Youth Treatment Group Members	65.5	71.5	57.5	63.1
Age				
16–19	65.6	72.0	55.8	63.7
20–21	65.3	70.7	59.5	61.8
Ethnicity				
White, non-Hispanic	67.0	68.0	61.9	70.3
Black, non-Hispanic	56.9 ***	63.8	49.1 **	54.9 ***
Hispanic	77.7 ***	86.7 ***	54.5	71.2
Other	73.3	85.7	50.0	75.0
Education				
High school diploma or GED	60.9	72.0	59.1	43.4
No high school diploma or GED	70.9 ***	71.3	55.7	76.7 ***
Work Experience				
Worked 13 weeks or more in 12 months before assignment	66.6	71.7	63.3	61.0
Worked fewer than 13 weeks in 12 months before assignment	64.8	70.6	50.0 ***	64.8
Public Assistance Receipt				
Not receiving AFDC or other cash assistance at assignment	65.8	73.2	59.3	61.5
Receiving AFDC or other cash assistance at assignment	64.4	67.4 *	54.6	65.1
Barriers to Employment (a)				
None	65.5	76.0	63.8	49.5
1	62.3	71.2	55.0	55.6
2	66.4	68.4 *	53.6	69.1 ***
3	72.0 *	71.4	48.1	79.[illegible] ***

(continued)

TABLE B.8 (continued)

Characteristic and Subgroup	All Strategies (%)	Classroom Training (%)	OJT/JSA (%)	Other Services (%)
AFDC History				
Never received AFDC	65.7	72.1	58.2	63.2
Received AFDC less than 2 years (b)	65.6	71.7	60.3	59.8
Received AFDC 2 years or more (b)	62.0	64.7	38.1 *	70.0
Household Composition				
Spouse present	70.1	78.9	56.1	70.0
No spouse present, child present	65.9	71.8	55.6	64.4
No spouse present, no child present	63.4 *	69.2 *	58.2	59.9

SOURCE: MDRC calculations from Background Information Form responses and program enrollment data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all female youth treatment group members in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some treatment group members.

For each characteristic, within each service strategy, a chi-square test was applied to the difference in enrollment rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The AFDC receipt may not have been continuous.

TABLE B.9

SERVICE RECEIPT RATES FOR ADULT ENROLLEES,
BY NUMBER AND TYPE OF SERVICES RECEIVED AND BY TARGET GROUP

Number and Type of Services Received	All Adults (%)	Adult Men (%)	Adult Women (%)
Ever Received			
Classroom training in occupational skills (CT-OS)	38.0	26.3	47.2
On-the-job training (OJT)	22.2	25.5	19.5
Job search assistance (JSA)	36.5	40.1	33.6
Basic education (BE)	10.9	9.1	12.3
Miscellaneous services (a)	24.7	24.5	24.8
Received 1 Service	73.7	79.1	69.7
CT-OS only	25.5	19.4	30.4
OJT only	14.1	16.4	12.3
JSA only	19.2	25.0	14.7
BE only	3.2	3.4	3.0
Miscellaneous only (a)	11.7	14.9	9.3
Received 2 or More Services	26.3	20.9	30.3
CT-OS + OJT	1.3	1.2	1.4
CT-OS + JSA	7.2	3.6	10.0
CT-OS + BE	2.6	1.5	3.4
CT-OS + Miscellaneous (a)	5.6	3.2	7.5
OJT + JSA	5.3	6.9	4.1
OJT + BE	0.8	0.9	0.7
OJT + Miscellaneous (a)	3.0	2.9	3.1
JSA + BE	4.0	3.5	4.4
JSA + Miscellaneous (a)	5.1	4.8	5.3
BE + Miscellaneous (a)	3.7	1.9	5.1
Sample Size	5,169	2,286	2,883

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult enrollees in the 18-month study sample.

In the top panel, the total service receipt rate for each target group is over 100.0 percent because some enrollees received more than one service. In the bottom panel, the total service receipt rate for each target group is over 26.3, 20.9, and 30.3 percent, respectively, because some enrollees received more than two services and are included in each combination of services they received.

Tests of statistical significance were not performed.

(a) Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

TABLE B.10

SERVICE RECEIPT RATES FOR OUT-OF-SCHOOL YOUTH ENROLLEES, BY NUMBER AND TYPE OF SERVICES RECEIVED AND BY TARGET GROUP

Number and Type of Services Received	All Youths (%)	Male Youths (%)	Female Youths (%)
Ever Received			
Classroom training in occupational skills (CT-OS)	36.4	28.1	43.1
On-the-job training (OJT)	16.5	19.2	14.3
Job search assistance (JSA)	35.3	36.3	34.5
Basic education (BE)	27.2	26.5	27.9
Miscellaneous services (a)	29.1	31.9	26.8
Received 1 Service	65.0	66.6	63.7
CT-OS only	17.5	10.5	23.1
OJT only	8.9	10.0	8.0
JSA only	10.9	13.2	9.0
BE only	11.9	12.9	11.1
Miscellaneous only (a)	15.8	20.0	12.5
Received 2 or More Services	35.0	33.4	36.3
CT-OS + OJT	1.0	1.1	0.9
CT-OS + JSA	12.9	11.1	14.5
CT-OS + BE	8.2	7.8	8.5
CT-OS + Miscellaneous (a)	4.4	4.1	4.7
OJT + JSA	5.5	7.4	4.0
OJT + BE	0.7	1.1	0.3
OJT + Miscellaneous (a)	1.6	1.3	1.9
JSA + BE	9.1	7.2	10.6
JSA + Miscellaneous (a)	5.4	5.0	5.7
BE + Miscellaneous (a)	5.7	4.9	6.3
Sample Size	2,147	959	1,188

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all out-of-school youth enrollees in the 18-month study sample.

In the top panel, the total service receipt rate for each target group is over 100.0 percent because some enrollees received more than one service. In the bottom panel, the total service receipt rate for each target group is over 26.3, 20.9, and 30.3 percent, respectively, because some enrollees received more than two services and are included in each combination of services they received.

Tests of statistical significance were not performed.

(a) Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

TABLE B.11

SERVICE RECEIPT RATES FOR ADULT MALE ENROLLEES, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)		OJT (b) (%)		Non-Training Education (c) (%)		JSA Only (%)		Misc. Non-Training Services (d) (%)	
All Adult Male Enrollees	2,286	26.3		24.3		7.2		25.0		17.2	
Age											
22-29	1,039	27.8		26.0		7.2		20.9		18.1	
30-44	969	25.4		23.4		7.5		26.8	***	16.8	
45 and over	278	24.1		21.2		5.8		33.8	***	15.1	
Ethnicity											
White, non-Hispanic	1,319	18.5		30.6		8.7		24.9		17.4	
Black, non-Hispanic	627	40.8	***	15.2	***	1.9	***	27.0		15.2	
Hispanic	237	23.2	*	18.1	***	14.3	***	23.6		20.7	
Other	103	45.6	***	14.6	***	2.9	*	17.5	*	19.4	
Education											
High school diploma or GED	1,501	29.3		24.2		3.5		25.8		17.1	
No high school diploma or GED	637	19.3	***	25.1		16.0	***	22.6		17.0	
Work Experience											
Worked 13 weeks or more in 12 months before assignment	1,226	26.1		26.5		5.6		25.6		16.2	
Worked fewer than 13 weeks in 12 months before assignment	846	27.0		21.4	***	9.1	***	23.3		19.3	*
Public Assistance Receipt											
Not receiving AFDC or other cash assistance at assignment	1,698	26.9		25.4		4.7		25.8		17.1	
Receiving AFDC or other cash assistance at assignment	321	23.4		19.6	**	21.2	***	21.5		14.3	
Barriers to Employment (e)											
None	949	28.7		25.5		2.0		26.6		17.3	
1	906	26.5		24.8		6.8	***	25.4		16.4	
2	356	21.1	***	22.2		16.3	***	22.8		17.7	
3	62	19.4		11.3	**	37.1	***	9.7	***	22.6	

(continued)

TABLE B.11 (continued)

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)	OJT (b) (%)	Non-Training Education (c) (%)	JSA Only (%)	Misc. Non-Training Services (d) (%)
AFDC History						
Never received AFDC	2,067	26.9	25.1	6.0	24.7	17.4
Received AFDC less than 2 years (f)	159	21.4	16.4 **	18.? ***	28.3	15.7
Received AFDC 2 years or more (f)	37	18.9	24.3	13.5 *	29.7	13.5
Household Composition						
Spouse present	800	22.4	25.0	9.0	28.0	15.6
No spouse present, child present	167	26.3	29.9	7.8	21.0 *	15.0
No spouse present, no child present	1,121	28.9 ***	23.6	5.7 ***	23.3 **	18.5

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult male enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in service receipt rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

TABLE B.12

SERVICE RECEIPT RATES FOR ADULT FEMALE ENROLLEES, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)	OJT (b) (%)	Non-Training Education (c) (%)	JSA Only (%)	Misc. Non-Training Services (d) (%)
All Adult Female Enrollees	2,883	47.2	18.1	8.4	14.7	11.6
Age						
22-29	1,266	48.4	19.4	8.9	12.7	10.6
30-44	1,270	49.7	16.0 **	8.7	13.9	11.7
45 and over	347	34.0 ***	21.0	5.5 **	24.8 ***	14.7 **
Ethnicity						
White, non-Hispanic	1,622	40.4	22.1	9.4	16.0	12.1
Black, non-Hispanic	805	58.0 ***	16.0 ***	3.4 ***	14.0	8.6 ***
Hispanic	352	49.1 ***	6.3 ***	16.8 ***	11.4 **	16.5 **
Other	104	64.4 ***	11.5 **	4.8	10.6	8.7
Education						
High school diploma or GED	1,990	50.4	18.2	4.4	16.1	10.9
No high school diploma or GED	705	38.6 ***	18.6	19.4 ***	11.2 ***	12.2
Work Experience						
Worked 13 weeks or more in 12 months before assignment	1,202	42.9	20.8	6.4	18.1	11.7
Worked fewer than 13 weeks in 12 months before assignment	1,332	51.9 ***	15.0 ***	9.8 ***	11.6 ***	11.7
Public Assistance Receipt						
Not receiving AFDC or other cash assistance at assignment	1,589	43.3	22.1	5.5	18.3	10.8
Receiving AFDC or other cash assistance at assignment	1,034	54.2 ***	12.4 ***	12.7 ***	8.6 ***	12.2
Barriers to Employment (e)						
None	879	43.1	22.5	3.3	20.3	10.8
1	1,046	47.0 *	18.8 **	6.5 ***	16.3 **	11.4
2	736	52.7 ***	14.1 ***	12.4 ***	8.6 ***	12.2
3	201	46.8	10.0 ***	25.9 ***	5.0 ***	12.4

(continued)

TABLE B.12 (continued)

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)		OJT (b) (%)		Non-Training Education (c) (%)		JSA Only (%)		Misc. Non-Training Services (d) (%)
AFDC History										
Never received AFDC	1,394	41.5		20.5		7.0		20.0		11.0
Received AFDC less than 2 years (f)	678	49.4	***	19.2		8.6		11.1	***	11.8
Received AFDC 2 years or more (f)	762	55.8	***	13.1	***	11.0	***	8.0	***	12.1
Household Composition										
Spouse present	610	43.1		21.3		9.8		15.2		10.5
No spouse present, child present	1,391	52.3	***	16.6	**	8.3		11.6	**	11.2
No spouse present, no child present	512	36.1	**	20.5		7.0	*	22.9	***	13.5

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult female enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in service receipt rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

TABLE B.13

SERVICE RECEIPT RATES FOR MALE YOUTH ENROLLEES, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)		OJT (b) (%)		Non-Training Education (c) (%)		JSA Only (%)		Misc. Non-Training Services (d) (%)	
All Male Youth Enrollees	959	28.1		18.0		17.9		13.2		22.7	
Age											
16-19	615	29.9		14.1		21.0		13.0		22.0	
20-21	344	24.7	*	25.0	***	12.5	***	13.7		24.1	
Ethnicity											
White, non-Hispanic	530	21.9		24.5		13.0		16.2		24.3	
Black, non-Hispanic	253	26.1		6.3	***	35.2	***	10.7	**	21.7	
Hispanic	152	52.0	***	16.4	**	7.2	*	7.2	***	17.1	*
Other	24	33.3		8.3	*	12.5		12.5		33.3	
Education											
High school diploma or GED	351	32.2		29.1		2.0		17.4		19.4	
No high school diploma or GED	572	26.2	*	10.8	***	28.0	***	10.1	***	24.8	*
Work Experience											
Worked 13 weeks or more in 12 months before assignment	449	27.4		24.3		12.0		15.1		21.2	
Worked fewer than 13 weeks in 12 months before assignment	427	28.3		12.2	***	23.4	***	11.5		24.6	
Public Assistance Receipt											
Not receiving AFDC or other cash assistance at assignment	738	28.5		20.6		15.4		14.1		21.4	
Receiving AFDC or other cash assistance at assignment	105	21.0		5.7	***	25.7	***	13.3		34.3	***
Barriers to Employment (e)											
None	227	30.8		34.4		1.8		16.7		16.3	
1	403	28.5		17.1	***	16.4	***	15.1		22.8	*
2	283	26.1		8.5	***	30.0	***	8.5	***	26.9	***
3	45	22.2		2.2	***	37.8	***	8.9		28.9	**

(continued)

TABLE B.13 (continued)

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)	OJT (b) (%)	Non-Training Education (c) (%)	JSA Only (%)	Misc. Non-Training Services (d) (%)
AFDC History						
Never received AFDC	937	28.5	18.1	17.9	13.2	22.2
Received AFDC less than 2 years (f)	15	0.0 (g)	13.3	26.7	13.3	46.7 **
Received AFDC 2 years or more (f)	2	0.0 (g)	0.0 (g)	0.0 (g)	0.0 (g)	100.0 (g)
Household Composition						
Spouse present	110	17.3	31.8	12.7	15.5	22.7
No spouse present, child present	37	29.7	13.5 **	24.3 *	16.2	16.2
No spouse present, no child present	758	30.1 ***	16.8 ***	17.2	12.9	23.1

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all male youth enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in service receipt rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

(g) A chi-square test was inappropriate because of low expected cell frequencies.

TABLE B.14

SERVICE RECEIPT RATES FOR FEMALE YOUTH ENROLLEES, BY SELECTED BASELINE CHARACTERISTICS

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)	OJT (b) (%)	Non-Training Education (c) (%)	JSA Only (%)	Misc. Non-Training Services (d) (%)
All Female Youth Enrollees	1,188	43.1	13.4	19.2	9.0	15.3
Age						
16-19	707	40.7	11.0	23.1	8.6	16.5
20-21	481	46.6 **	16.8 ***	13.5 ***	9.6	13.5
Ethnicity						
White, non-Hispanic	608	36.8	18.6	18.6	10.4	15.6
Black, non-Hispanic	335	38.2	7.5 ***	29.3 ***	8.4	16.7
Hispanic	223	66.8 ***	7.2 ***	6.7 ***	7.2	12.1
Other	22	50.0	22.7	9.1	0.0 (e)	18.2
Education						
High school diploma or GED	534	51.9	20.6	3.0	10.5	14.0
No high school diploma or GED	601	34.8 ***	6.8 ***	33.4 ***	7.5 *	17.5
Work Experience						
Worked 13 weeks or more in 12 months before assignment	428	44.2	17.3	10.0	13.1	15.4
Worked fewer than 13 weeks in 12 months before assignment	637	42.7	10.5 ***	26.2 ***	5.5 ***	15.1
Public Assistance Receipt						
Not receiving AFDC or other cash assistance at assignment	741	43.3	14.7	16.5	11.2	14.3
Receiving AFDC or other cash assistance at assignment	353	42.8	11.3	24.6 ***	5.9 ***	15.3
Barriers to Employment (f)						
None	272	47.1	21.0	4.0	14.3	13.6
1	395	47.3	15.7 *	10.6 ***	10.6	15.7
2	355	39.4 *	9.6 ***	30.7 ***	5.4 ***	14.9
3	162	34.0 ***	3.7 ***	40.1 ***	4.3 ***	17.9

(continued)

TABLE B.14 (continued)

Characteristic and Subgroup	Sample Size	CT-OS (a) (%)	OJT (b) (%)	Non-Training Education (c) (%)	JSA Only (%)	Misc. Non-Training Services (d) (%)
AFDC History						
Never received AFDC	846	42.8	13.0	17.6	10.4	16.2
Received AFDC less than 2 years (g)	252	40.9	15.1	23.8 **	6.0 **	14.3
Received AFDC 2 years or more (g)	80	53.7 *	11.3	21.3	5.0	8.8 *
Household Composition						
Spouse present	138	44.9	11.6	23.9	8.0	11.6
No spouse present, child present	400	44.3	14.2	20.5	8.0	13.0
No spouse present, no child present	558	42.3	14.0	15.1 **	10.2	18.5 *

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all female youth enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in service receipt rates between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) A chi-square test was inappropriate because of low expected cell frequencies.

(f) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(g) The AFDC receipt may not have been continuous.

TABLE B.15

SERVICE RECEIPT RATES FOR ADULT MALE ENROLLEES, BY EMPLOYMENT BARRIER SUBGROUP AND ETHNICITY

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)		OJT (c) (%)		Non-Training Education (d) (%)		JSA Only (%)		Misc. Non-Training Services (e) (%)	
No Employment Barriers											
White, non-Hispanic	587	19.1		31.5		1.7		26.6		21.1	
Black, non-Hispanic	259	46.3	***	15.4	***	0.8		27.8		9.7	***
Hispanic	75	33.3	***	16.0	***	9.3	***	24.0		17.3	
1 Employment Barrier											
Worked fewer than 13 weeks in 12 months before assignment											
White, non-Hispanic	226	25.7		28.3		5.3		25.2		15.5	
Black, non-Hispanic	183	38.3	***	14.8	***	3.8		23.5		19.7	
Hispanic	58	24.1		19.0		12.1	*	27.6		17.2	
No high school diploma or GED at assignment											
White, non-Hispanic	197	13.2		38.6		7.6		27.9		12.7	
Black, non-Hispanic	57	45.6	***	12.3	***	3.5		22.8		15.8	
Hispanic	50	12.0		24.0	*	20.0	**	22.0		22.0	*
Receiving AFDC or other cash assistance at assignment											
White, non-Hispanic	64	21.9		25.0		9.4		26.6		17.2	
Black, non-Hispanic	28	32.1		17.9		0.0	(f)	39.3		10.7	
Hispanic	2	0.0	(f)	50.0		50.0		0.0	(f)	0.0	(f)
2 Employment Barriers											
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment											
White, non-Hispanic	91	16.5		29.7		13.2		20.9		19.8	
Black, non-Hispanic	43	16.3		20.9		2.3	*	34.9	*	25.6	
Hispanic	41	12.2		14.6	*	17.1		24.4		31.7	
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment											
White, non-Hispanic	56	21.4		32.1		10.7		21.4		14.3	
Black, non-Hispanic	31	45.2	**	12.9	*	0.0	(f)	29.0		12.9	
Hispanic	5	40.0		0.0	(f)	20.0		20.0		20.0	

(continued)

TABLE B.15 (continued)

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
No high school diploma or GED at assignment and receiving AFDC or other cash assitance at assignment						
White, non-Hispanic	54	7.4	20.4	53.7	13.0	5.6
Black, non-Hispanic	7	42.9 **	14.3	0.0 (f)	42.9 *	0.0 (f)
Hispanic	2	50.0 *	0.0 (f)	50.0	0.0 (f)	0.0 (f)
All 3 Employment Barriers						
White, non-Hispanic	37	5.4	10.8	62.2	10.8	10.8
Black, non-Hispanic	13	38.5 ***	7.7	0.0 (f)	15.4	38.5 **
Hispanic	4	50.0 **	25.0	0.0 (f)	0.0 (f)	25.0

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all white, black, and Hispanic adult male enrollees in the 18-month study sample. Enrollees from other ethnic groups were not included because of small sample sizes.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi-square test was applied to the difference in service receipt rates between white enrollees and black enrollees and between white enrollees and Hispanic enrollees. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(f) A chi-square test was inappropriate because of low expected cell frequencies.

TABLE B.16

SERVICE RECEIPT RATES FOR ADULT FEMALE ENROLLEES, BY EMPLOYMENT BARRIER SUBGROUP AND ETHNICITY

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
No Employment Barriers						
White, non-Hispanic	575	40.9	24.7	2.6	20.3	11.5
Black, non-Hispanic	192	45.3	22.9	1.6	21.9	8.3
Hispanic	83	51.8 *	10.8 ***	12.0 ***	16.9	8.4
1 Employment Barrier						
Worked fewer than 13 weeks in 12 months before assignment						
White, non-Hispanic	323	45.2	18.6	4.0	18.9	13.3
Black, non-Hispanic	99	47.5	24.2	1.0	21.2	6.1 *
Hispanic	61	57.4 *	4.9 **	8.2	18.0	11.5
No high school diploma or GED at assignment						
White, non-Hispanic	139	30.2	30.9	6.5	18.0	14.4
Black, non-Hispanic	41	46.3 *	26.8	7.3	12.2	7.3
Hispanic	43	27.9	0.0 (f)	44.2 ***	14.0	14.0
Receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	142	47.2	20.4	7.0	13.4	12.0
Black, non-Hispanic	124	61.3 **	15.3	1.6 *	12.1	9.7
Hispanic	28	50.0	7.1	14.3	10.7	17.9
2 Employment Barriers						
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment						
White, non-Hispanic	104	30.8	33.7	11.5	11.5	12.5
Black, non-Hispanic	19	42.1	15.8	0.0 (f)	31.6 **	10.5
Hispanic	24	33.3	12.5 *	41.7 ***	4.2	8.3
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	175	51.4	13.7	15.4	6.9	12.6
Black, non-Hispanic	216	71.8 ***	8.3 *	3.2 ***	7.9	8.8
Hispanic	63	63.5	6.3	3.2 **	3.2	23.8 **

(continued)

TABLE B.16 (continued)

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT–OS (b) (%)		OJT (c) (%)		Non–Training Education (d) (%)		JSA Only (%)	Misc. Non–Training Services (e) (%)	
No high school diploma or GED at assignment and receiving AFDC or other cash assitance at assignment										
White, non–Hispanic	64	18.8		18.8		39.1		14.1	9.4	
Black, non–Hispanic	36	63.9	***	8.3		11.1	***	5.6	11.1	
Hispanic	12	33.3		8.3		16.7		8.3	33.3	**
All 3 Employment Barriers										
White, non–Hispanic	92	29.3		12.0		43.5		4.3	10.9	
Black, non–Hispanic	70	68.6	***	10.0		10.0	***	4.3	7.1	
Hispanic	33	48.5	**	0.0	(f)	15.2	***	6.1	30.3	**

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all white, black, and Hispanic adult female enrollees in the 18–month study sample. Enrollees from other ethnic groups were not included because of small sample sizes.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi–square test was applied to the difference in service receipt rates between white enrollees and black enrollees and between white enrollees and Hispanic enrollees. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT–OS service category includes enrollees who received CT–OS only, or CT–OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non–training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non–training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job–readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(f) A chi–square test was inappropriate because of low expected cell frequencies.

TABLE B.17

SERVICE RECEIPT RATES FOR MALE YOUTH ENROLLEES, BY EMPLOYMENT BARRIER SUBGROUP AND ETHNICITY

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
No Employment Barriers						
White, non-Hispanic	164	25.6	38.4	1.8	17.1	17.1
Black, non-Hispanic	28	46.4 **	17.9 **	0.0 (f)	17.9	17.9
Hispanic	32	43.7 **	31.3	3.1	9.4	12.5
1 Employment Barrier						
Worked fewer than 13 weeks in 12 months before assignment						
White, non-Hispanic	69	18.8	30.4	4.3	18.8	27.5
Black, non-Hispanic	31	35.5 *	9.7 **	9.7	22.6	22.6
Hispanic	27	59.3 ***	18.5	3.7	14.8	3.7 **
No high school diploma or GED at assignment						
White, non-Hispanic	141	26.2	18.4	17.7	14.9	22.7
Black, non-Hispanic	75	20.0	6.7 **	40.0 ***	12.0	21.3
Hispanic	33	48.5 **	15.2	6.1	6.1	24.2
Receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	11	9.1	9.1	9.1	9.1	63.6
Black, non-Hispanic	3	33.3	0.0 (f)	0.0 (f)	66.7 *	0.0 (f)
Hispanic	3	33.3	33.3	0.0 (f)	33.3	0.0 (f)
2 Employment Barriers						
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment						
White, non-Hispanic	95	18.9	14.7	23.2	16.8	26.3
Black, non-Hispanic	93	21.5	3.2 **	50.5 ***	2.2 ***	22.6
Hispanic	43	55.8 ***	9.3	11.6	0.0 (f)	23.3
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	6	16.7	0.0	0.0	33.3	50.0
Black, non-Hispanic	2	50.0	0.0 (f)	0.0 (f)	0.0 (f)	50.0
Hispanic	2	50.0	0.0 (f)	0.0 (f)	50.0	0.0 (f)

(continued)

TABLE B.17 (continued)

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
No high school diploma or GED at assignment and receiving AFDC or other cash assitance at assignment						
White, non-Hispanic	21	14.3	14.3	19.0	14.3	38.1
Black, non-Hispanic	5	0.0 (f)	0.0 (f)	80.0 **	0.0 (f)	20.0
Hispanic	5	60.0 **	0.0 (f)	20.0	0.0 (f)	20.0
All 3 Employment Barriers						
White, non-Hispanic	22	4.5	4.5	50.0	9.1	31.8
Black, non-Hispanic	16	31.3 *	0.0 (f)	31.2	12.5	25.0
Hispanic	7	57.1 ***	0.0 (f)	14.3	0.0 (f)	28.6

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all white, black, and Hispanic male youth enrollees in the 18-month study sample. Enrollees from other ethnic groups were not included because of small sample sizes.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi-square test was applied to the difference in service receipt rates between white enrollees and black enrollees and between white enrollees and Hispanic enrollees. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(f) A chi-square test was inappropriate because of low expected cell frequencies.

TABLE B.18

SERVICE RECEIPT RATES FOR FEMALE YOUTH ENROLLEES, BY EMPLOYMENT BARRIER SUBGROUP AND ETHNICITY

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)
No Employment Barriers						
White, non-Hispanic	181	40.9	24.9	6.1	14.4	13.8
Black, non-Hispanic	45	51.1	8.9 **	0.0 (f)	17.8	22.2
Hispanic	43	69.8 ***	14.0	0.0 (f)	11.6	4.7
1 Employment Barrier						
Worked fewer than 13 weeks in 12 months before assignment						
White, non-Hispanic	79	49.4	24.1	3.8	7.6	15.2
Black, non-Hispanic	41	41.5	9.8 *	9.8	17.1	22.0
Hispanic	43	72.1 **	14.0	2.3	4.7	7.0
No high school diploma or GED at assignment						
White, non-Hispanic	104	30.8	11.5	21.2	18.3	18.3
Black, non-Hispanic	27	33.3	14.8	29.6	3.7 *	18.5
Hispanic	33	69.7 ***	6.1	6.1 *	6.1	12.1
Receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	31	48.4	29.0	3.2	0.0	19.4
Black, non-Hispanic	15	53.3	26.7	0.0 (f)	13.3 (f)	6.7
Hispanic	9	66.7	0.0 (f)	0.0 (f)	33.3 (f)	0.0 (f)
2 Employment Barriers						
Worked fewer than 13 weeks in 12 months before assignment and no high school diploma or GED at assignment						
White, non-Hispanic	106	30.2	9.4	39.6	5.7	15.1
Black, non-Hispanic	74	17.6 *	1.4 *	56.8 **	5.4	18.9
Hispanic	36	75.0 ***	2.8	8.3 ***	0.0 (f)	13.9
Worked fewer than 13 weeks in 12 months before assignment and receiving AFDC or other cash assistance at assignment						
White, non-Hispanic	31	29.0	41.9	12.9	3.2	12.9
Black, non-Hispanic	35	80.0 ***	8.6 ***	5.7	2.9	2.9
Hispanic	20	80.0 ***	5.0 **	0.0 (f)	5.0	10.0

(continued)

TABLE B.18 (continued)

Employment Barrier Subgroup (a) and Ethnicity	Sample Size	CT-OS (b) (%)	OJT (c) (%)	Non-Training Education (d) (%)	JSA Only (%)	Misc. Non-Training Services (e) (%)	
No high school diploma or GED at assignment and receiving AFDC or other cash assitance at assignment							
White, non-Hispanic	23	30.4	8.7	39.1	17.4	4.3	
Black, non-Hispanic	20	20.0	10.0	25.0	5.0	40.0	**
Hispanic	6	33.3	0.0 (f)	16.7	16.7	33.3	*
All 3 Employment Barriers							
White, non-Hispanic	52	28.8	5.8	40.4	1.9	23.1	
Black, non-Hispanic	76	32.9	3.9	47.4	5.3	10.5	*
Hispanic	32	43.8	0.0 (f)	25.0	6.2	25.0	

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all white, black, and Hispanic female youth enrollees in the 18-month study sample. Enrollees from other ethnic groups were not included because of small sample sizes.

The program service categories in this table are mutually exclusive; see notes b, c, d, and e below.

For each employment barrier subgroup, within each program service category, a chi-square test was applied to the difference in service receipt rates between white enrollees and black enrollees and between white enrollees and Hispanic enrollees. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(b) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(c) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(d) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(e) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(f) A chi-square test was inappropriate because of low expected cell frequencies.

TABLE B.19

MEDIAN LENGTH OF ENROLLMENT FOR MALE ADULTS,
BY SELECTED BASELINE CHARACTERISTICS AND SERVICE RECEIPT

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
All Adult Male Enrollees	2,286	2.6	4.1	2.6	3.8	0.9	1.9
Age							
22-29	1,039	2.4	4.0	2.7	3.9	0.8	1.8
30-44	969	2.6	4.0	2.9	3.8	1.0 ***	2.1
45 and over	278	2.5	3.8	2.5	5.4	1.0 **	2.7 *
Ethnicity							
White, non-Hispanic	1,319	2.4	4.7	2.6	5.1	0.8	2.0
Black, non-Hispanic	627	2.4	3.1 ***	2.6	1.3 ***	1.4 ***	1.9
Hispanic	237	3.0 **	7.4 **	3.6 ***	1.4 ***	1.0 *	2.1
Other	103	2.6	3.6 **	2.7	6.2	0.9	1.9
Education							
High school diploma or GED	1,501	2.6	4.0	2.9	1.4	1.0	2.2
No high school diploma or GED	637	2.4	3.9	2.4 **	5.3 ***	0.8 **	1.7 *
Work Experience							
Worked 13 weeks or more in 12 months before assignment	1,226	2.4	3.8	2.7	3.6	0.9	2.0
Worked fewer than 13 weeks in 12 months before assignment	846	2.7 **	4.1	2.8	3.8	1.0 *	2.0

(continued)

TABLE B.19 (continued)

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
Public Assistance Receipt							
Not receiving AFDC or other cash assistance at assignment	1,698	2.3	3.8	2.7	2.6	0.9	2.0
Receiving AFDC or other cash assistance at assignment	321	3.5 ***	4.8 **	3.0	6.0 ***	1.6 ***	2.4
Barriers to Employment (e)							
None	949	2.4	3.8	2.8	0.8	0.9	2.2
1	906	2.3	3.9	2.6	3.0 ***	0.9	1.8
2	356	3.0 ***	4.7 *	2.8	5.5 ***	1.0	2.2
3	62	3.6 ***	3.6	2.7	6.2 ***	3.0	1.9
AFDC History							
Never received AFDC	2,067	2.4	3.9	2.8	3.6	0.9	1.9
Received AFDC less than 2 years (f)	159	3.2 ***	5.7 **	2.0 *	4.5	2.3 ***	2.7
Received AFDC 2 years or more (f)	37	3.3 *	9.0 *	2.8	8.6 *	0.8	1.9
Household Composition							
Spouse present	800	2.5	3.9	2.7	5.1	0.9	2.3
No spouse present, child present	167	2.9 *	4.1	3.0	5.8	1.3	1.9
No spouse present, no child present	1,121	2.5	4.2	2.6	3.3 ***	0.9	1.9

(continued)

TABLE B.19 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult male enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The median length of enrollment is defined as the number of months after enrollment by which half of the enrollees in a subgroup completed their JTPA participation.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in median length of enrollment between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

TABLE B.20

MEDIAN LENGTH OF ENROLLMENT FOR FEMALE ADULTS,
BY SELECTED BASELINE CHARACTERISTICS AND SERVICE RECEIPT

Characteristic and Subgroup	Sample Size	All Services (months)		CT-OS (a) (months)		OJT (b) (months)		Non-Training Education (c) (months)		JSA Only (months)		Misc. Non-Training Services (d) (months)	
All Adult Female Enrollees	2,883	3.6		5.2		2.5		4.7		1.0		3.0	
Age													
22-29	1,266	3.7		5.4		2.1		4.6		1.2		2.4	
30-44	1,270	3.7		5.2		2.5		4.5		1.1		3.2	*
45 and over	347	3.1	***	5.0		2.0		3.6		1.0		3.2	
Ethnicity													
White, non-Hispanic	1,622	3.6		5.5		2.6		4.7		1.0		3.0	
Black, non-Hispanic	805	3.5		4.6	***	1.5	***	5.7		1.6	***	2.7	
Hispanic	352	5.2	***	9.5	***	3.6	*	3.9		1.4		3.1	
Other	104	2.9	**	3.8	***	1.1	**	0.7	***	1.1		3.1	
Education													
High school diploma or GED	1,990	3.8		5.6		2.5		3.7		1.2		3.1	
No high school diploma or GED	705	3.4	***	4.6	***	1.7	***	5.3	***	0.8	***	2.5	
Work Experience													
Worked 13 weeks or more in 12 months before assignment	1,202	3.5		5.2		2.3		3.8		1.0		3.0	
Worked fewer than 13 weeks in 12 months before assignment	1,332	3.9	***	5.3		2.5		5.1	**	1.3		3.0	

(continued)

TABLE B.20 (continued)

Characteristic and Subgroup	Sample Size	All Services (months)		CT-OS (a) (months)		OJT (b) (months)		Non-Training Education (c) (months)		JSA Only (months)	Misc. Non-Training Services (d) (months)
Public Assistance Receipt											
Not receiving AFDC or other cash assistance at assignment	1,589	3.3		5.0		2.1		3.6		1.0	2.8
Receiving AFDC or other cash assistance at assignment	1,084	4.1	***	5.5		2.6		5.7	***	1.3	3.0
Barriers to Employment (e)											
None	879	3.5		5.5		2.5		1.3		1.1	2.8
1	1,046	3.5		5.2		1.9	*	3.9	***	1.0	3.0
2	736	3.9	***	5.3		2.5		4.9	***	1.3	3.0
3	201	4.2	***	4.9		2.3		7.0	***	1.4	2.3
AFDC History											
Never received AFDC	1,394	3.3		4.9		2.0		3.7		1.0	3.1
Received AFDC less than 2 years (f)	678	4.1	***	6.4	***	2.6	*	4.7	*	1.1	2.8
Received AFDC 2 years or more (f)	762	3.9	***	5.0		2.7	*	5.3	***	1.3	2.8
Household Composition											
Spouse present	610	3.5		5.2		2.0		4.5		1.0	3.1
No spouse present, child present	1,391	3.8	**	5.5		2.5		4.9		1.3	2.6
No spouse present, no child present	512	3.1	**	4.6		2.5		3.0	**	0.9	3.1

(continued)

TABLE B.20 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all adult female enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The median length of enrollment is defined as the number of months after enrollment by which half of the enrollees in a subgroup completed their JTPA participation.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in median length of enrollment between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(f) The AFDC receipt may not have been continuous.

TABLE B.21

MEDIAN LENGTH OF ENROLLMENT FOR MALE YOUTHS,
BY SELECTED BASELINE CHARACTERISTICS AND SERVICE RECEIPT

Characteristic and Subgroup	Sample Size	All Services (months)		CT-OS (a) (months)		OJT (b) (months)		Non-Training Education (c) (months)	JSA Only (months)		Misc. Non-Training Services (d) (months)	
All Male Youth Enrollees	959	3.3		5.1		3.1		3.7	0.8		2.4	
Age												
16–19	615	3.4		5.2		3.2		3.8	1.0		2.7	
20–21	344	2.8	***	4.5		3.4		3.6	0.6	***	1.7	***
Ethnicity												
White, non-Hispanic	530	2.9		4.6		3.3		4.1	0.8		2.2	
Black, non-Hispanic	253	3.3	*	5.3		2.5		3.6	0.8		2.6	
Hispanic	152	4.1	***	5.5		4.7	**	3.5	0.7		2.2	
Other	24	2.4		3.1		2.3		3.2	0.0	(e)	2.6	
Education												
High school diploma or GED	351	3.1		5.2		3.5		2.8	0.7		2.0	
No high school diploma or GED	572	3.2		4.7		3.0		3.8	0.9	***	2.5	
Work Experience												
Worked 13 weeks or more in 12 months before assignment	449	3.0		4.8		3.3		4.0	0.8		1.9	
Worked fewer than 13 weeks in 12 months before assignment	427	3.4	**	5.1		3.5		3.8	0.9		2.8	***

(continued)

TABLE B.21 (continued)

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
Public Assistance Receipt							
Not receiving AFDC or other cash assistance at assignment	738	3.1	5.2	3.2	3.8	0.8	2.1
Receiving AFDC or other cash assistance at assignment	105	3.2	4.5	4.4	4.3	1.3 **	2.7
Barriers to Employment (f)							
None	227	2.9	4.8	3.5	3.8	0.7	1.3
1	403	3.1	5.4	3.0	3.6	0.8	2.3 **
2	283	3.3	4.5	4.0	3.9	1.2 ***	2.7 ***
3	45	3.4	4.5	1.1	4.2	1.9 **	3.2 **
AFDC History							
Never received AFDC	937	3.2	5.0	3.3	3.8	0.8	2.4
Received AFDC less than 2 years (g)	15	2.5	0.0 (e)	5.0	5.0	1.0	1.1
Received AFDC 2 years or more (g)	2	2.4	0.0 (e)	0.0 (e)	0.0 (e)	0.0 (e)	2.4
Household Composition							
Spouse present	110	2.8	5.0	3.1	5.6	0.7	0.9
No spouse present, child present	37	3.3	6.9	3.8	2.9 **	0.7	1.6
No spouse present, no child present	758	3.1	4.8	3.3	3.6 ***	0.8	2.5 ***

(continued)

TABLE B.21 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all male youth enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The median length of enrollment is defined as the number of months after enrollment by which half of the enrollees in a subgroup completed their JTPA participation.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in median length of enrollment between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) A chi-square test was inappropriate because of low expected cell frequencies.

(f) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(g) The AFDC receipt may not have been continuous.

TABLE B.22

MEDIAN LENGTH OF ENROLLMENT FOR FEMALE YOUTHS,
BY SELECTED BASELINE CHARACTERISTICS AND SERVICE RECEIPT

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
All Female Youth Enrollees	1,188	3.9	5.4	3.0	4.1	0.9	3.2
Age							
16-19	707	3.9	5.6	3.0	3.9	1.0	3.4
20-21	481	4.0	5.7	2.7	4.4	0.7 **	3.2
Ethnicity							
White, non-Hispanic	608	3.9	4.9	3.0	4.7	0.9	3.7
Black, non-Hispanic	335	3.5 **	5.3	1.5 ***	3.2 ***	0.8	2.7 ***
Hispanic	223	5.5 ***	7.2 ***	4.0 *	5.1	1.0	3.2
Other	22	3.7	4.2	2.1	4.2	0.0 (e)	5.7
Education							
High school diploma or GED	534	4.3	6.2	3.1	4.1	0.7	3.4
No high school diploma or GED	601	3.8 ***	5.1	2.4 **	4.1	1.9 ***	3.3
Work Experience							
Worked 13 weeks or more in 12 months before assignment	428	3.8	5.2	2.8	4.7	0.8	3.2
Worked fewer than 13 weeks in 12 months before assignment	637	4.0	6.0	3.0	3.8 *	0.9	3.5

(continued)

TABLE B.22 (continued)

Characteristic and Subgroup	Sample Size	All Services (months)	CT-OS (a) (months)	OJT (b) (months)	Non-Training Education (c) (months)	JSA Only (months)	Misc. Non-Training Services (d) (months)
Public Assistance Receipt							
Not receiving AFDC or other cash assistance at assignment	741	3.8	5.2	2.7	4.3	0.8	3.3
Receiving AFDC or other cash assistance at assignment	353	4.4 **	6.5 *	3.2	4.0	1.1	3.6
Barriers to Employment (f)							
None	272	3.7	5.3	2.8	4.4	0.7	3.3
1	395	4.0	5.7	2.8	4.1	0.9 **	3.2
2	355	4.2 **	6.0	3.2	4.2	1.4 **	3.5
3	162	3.7	5.3	1.6	3.7	2.4 **	3.4
AFDC History							
Never received AFDC	846	3.8	5.5	2.9	3.8	0.8	3.2
Received AFDC less than 2 years (g)	252	4.4 **	6.4	2.6	4.5 *	0.9	4.1 **
Received AFDC 2 years or more (g)	80	4.4	5.2	3.4	4.4	3.2	3.7
Household Composition							
Spouse present	138	4.1	5.1	3.0	4.9	2.0	3.0
No spouse present, child present	400	4.3	6.4	2.8	4.3	0.8	4.1 *
No spouse present, no child present	558	3.7	5.2	2.9	3.3 ***	0.8 *	3.0

(continued)

TABLE B.22 (continued)

SOURCE: MDRC calculations from Background Information Form responses and from program enrollment and participation data from the 16 SDAs.

NOTES: Calculations for this table are based on data for all female youth enrollees in the 18-month study sample. The total sample size may vary among characteristics because of missing data for some enrollees.

The median length of enrollment is defined as the number of months after enrollment by which half of the enrollees in a subgroup completed their JTPA participation.

The program service categories in this table are mutually exclusive; see notes a, b, c, and d below.

For each characteristic, within each program service category, a chi-square test was applied to the difference in median length of enrollment between the first subgroup listed and, separately, each of the remaining subgroups. Statistical significance levels are indicated as * = 10 percent; ** = 5 percent; *** = 1 percent.

(a) The CT-OS service category includes enrollees who received CT-OS only, or CT-OS in combination with OJT, basic education, job search assistance, or miscellaneous program services.

(b) The OJT service category includes enrollees who received OJT only, or OJT in combination with basic education, job search assistance, or miscellaneous program services.

(c) The non-training education service category includes enrollees who received basic education only, or basic education in combination with job search assistance or miscellaneous program services.

(d) The miscellaneous non-training services category includes enrollees who received miscellaneous program services only, or miscellaneous program services in combination with job search assistance. Miscellaneous program services include such activities as assessment, job-readiness preparation, vocational exploration, job shadowing, and tryout employment. In this table, miscellaneous program services also include work experience, which is identified as a separate program service in other reports on the National JTPA Study.

(e) A chi-square test was inappropriate because of low expected cell frequencies.

(f) The barriers to employment include: not having a high school diploma or GED at the time of random assignment; having worked fewer than 13 weeks during the 12 months prior to random assignment; and receiving AFDC or other cash assistance at the time of random assignment.

(g) The AFDC receipt may not have been continuous.

TABLE B.23

ENROLLMENT RATES FOR CONTROL GROUP MEMBERS,
BY SERVICE STRATEGY AND TARGET GROUP

Service Strategy	All Target Groups (%)	Adult Men (%)	Adult Women (%)	Male Youths (%)	Female Youths (%)
Classroom Training	3.2	2.6	2.6	6.6	3.3
OJT/JSA	2.4	1.5	2.8	3.6	3.7
Other Services	3.1	2.5	3.3	2.0	5.1
All Strategies	2.9	2.0	2.8	3.9	3.9

SOURCE: MDRC calculations from Background Information Form responses and program enrollment data from the 16 SDAs.

NOTE: Calculations for this table are based on data for all 5,556 control group members in the 18-month study sample.

APPENDIX C

DATA SOURCES FOR THIS REPORT

Seven data sources were used for this report. Each source is described below.

1. The JTPA Background Information Form

A Background Information Form (BIF) was completed by all program applicants in the study – with assistance from local JTPA staff when necessary – no more than 45 days before random assignment. The BIF is the primary source of baseline information on members of the experimental sample (both the treatment and control groups). It includes data on the applicant's demographic characteristics; education, employment, and public assistance history; and family and household situation. Bloom, 1991, provides a complete analysis of the BIF responses and its implications for the National JTPA Study.

2. Participation and Program Tracking Data from SDA Management Information Systems

Each of the 16 SDAs in the study (or, in some cases, the state in which the SDA is located) maintains automated management information system (MIS) records that include data on individual JTPA enrollments, activities, and terminations. The research team requested data tapes from each SDA twice a year in order to compile a longitudinal record of JTPA participation covering the 18 months following random assignment for each sample member. Although each SDA collected essentially the same information, the format of their records was different. To aid the analysis, the research team extracted the information from each SDA's records to be used in the study and created a standard record format for it. The data elements used in this report include: enrollment dates, activity codes, activity start and end dates, and termination codes and dates. This information was used to identify initial and subsequent enrollments in JTPA, the number and type of activities in which enrollees participated, and the length of enrollment.

3. Qualitative Information and SDA Organizational Characteristics and Practices

During the site selection process and the implementation of random assignment in the 16 selected SDAs, the research and operations teams collected a range of information from the sites, including Job Training Plans for various JTPA program years, recruiting materials, lists of service

providers, and samples of typical vendor contracts. The team also collected information about the SDAs' organizational structure and client flow for the purpose of designing appropriate random-assignment procedures. This was done through meetings and interviews with local JTPA staff and administrators, service providers, local elected officials, and PIC board members. Systematic field research was not undertaken to study other aspects of SDA operations such as program planning and administrative procedures, staff attitudes and daily practices, and the nature of the services provided.

4. The JTPA Annual Status Report

The JTPA Annual Status Report (JASR) provides aggregate data on the enrollment, participation, termination, and socioeconomic characteristics of all JTPA terminees on an annual basis. It provides SDA performance data as well (see also Section 7 in this appendix). The research team used JASR files for program years 1987-89 to obtain background information on the 16 SDAs in the National JTPA Study and to compare them with all SDAs in the national JTPA system.

5. The JTPA Staff Survey on Nonenrollees

Early in the random-assignment period, it became apparent to the MDRC researchers that about one-third of the treatment group members were not being enrolled in JTPA activities. In order to learn about the extent to which SDA staff worked with nonenrollees, the research team drew a random sample of treatment group members from 12 of the study sites where random assignment was occurring. The sample was drawn during two time periods: November 1988-January 1989 and March-June 1989. Slightly fewer than 40 percent of these treatment group members were identified as not being enrolled in a JTPA activity at the time. (The final sample of nonenrollees used for this report includes 307 treatment group members who, according to MIS data, did not enroll in JTPA during the entire 18-month follow-up period.) The research team then conducted telephone interviews with local staff to ask about their efforts to make contact with the nonenrollees and to place them with a service provider or employer.

6. JTPA Fiscal Records

In order to compare the benefits and costs of JTPA, the research team collected data from program year 1988 fiscal records in all 16 SDAs. The data include the costs of administration and support services as well as training. In addition, all costs were tracked to identify whether money

was expended through fixed unit price, performance-based vendor contracts, cost-reimbursement contracts, or in-house accounts. The data were collected in order to permit estimates of costs per treatment group member for each of the three service strategies and four target groups studied in this report, and to separate the training costs for adults and youths.

7. SDA Performance Data

In general, states have the option to adapt the SDA performance standards established by the U.S. Department of Labor (DOL), usually by using a DOL regression model to adjust the standards to reflect local differences in clients and labor market conditions. There is a second adjustment methodology that enables states to account for other differences in local conditions by allowing them to include additional factors not in the DOL model. DOL must approve any adjustments to the standards using this second option.

Data on SDA performance standards and levels of performance used in this report come from two sources. In Chapter 2, the research team used data reported in JASR to compare the 16 study SDAs to all SDAs in the JTPA system (see Section 4 above). In Chapter 7, in an effort to more accurately capture trends in SDA levels of performance over the three years covered by the study, the research team asked the 16 SDAs to provide the final state-adjusted performance standards and levels for program years 1987-89, instead of relying solely on JASR data. The SDA-provided standards and levels were often found to be the same as those reported in JASR, although sometimes the state had made further adjustments that were not reflected in the most recent JASR file. In some cases, a comparison was not possible because the JASR data were missing.

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The JOBSTART Demonstration

A test of a program combining education, training, support services, and job placement for very disadvantaged young high school dropouts.

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A study of innovative programs that help students make the transition from school to work.

The School-to-Work Transition and Youth Apprenticeship: Lessons from the U.S. Experience. Forthcoming, 1993. Thomas Bailey, Donna Merritt.

The Career Beginnings Evaluation

An evaluation of a program that seeks to increase college attendance and improve job quality among disadvantaged high school students.

Career Beginnings Impact Evaluation: Findings from a Program for Disadvantaged High School Students. 1990. George Cave, Janet Quint.

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A test of a school-conditioned job guarantee for low-income youth.

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An evaluation of California's Greater Avenues for Independence (GAIN) Program, which is currently operating as the state's JOBS program and features upfront basic education as well as job search and other activities.

GAIN: Planning and Early Implementation. 1987. John Wallace, David Long.
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A test of the feasibility and effectiveness of an ongoing participation requirement in a welfare-to-work program.

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A demonstration aimed at reducing child poverty by increasing the job-holding, earnings, and child support payments of unemployed, noncustodial parents (usually fathers) of children receiving public assistance.

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