DOCUMENT RESUME

ED 361 487 CE 064 392

TITLE	Evaluating Vocational Education and the Job Training Partnership Act: Adequacy, Effectiveness, and Coordination.
INSTITUTION	Texas State Council on Vocational Education, Austin.
PUB DATE	18 Jun 93
NOTE	56p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	Access to Education; Accountability; *Coordination; Educational Legislation; Employer Attitudes; *Employment Programs; Enrollment Trends; Federal Legislation; *Job Training; Outcomes of Education; Postsecondary Education; Program Costs; *Program Effectiveness; Secondary Education; *Vocational Education; Youth Programs
IDENTIFIERS	Carl D Perkins Voc and Appl Techn Educ Act 1990; *Job Training Partnership Act 1982; *Texas

ABSTRACT

A study evaluated the adequacy, effectiveness, and coordination of vocational education and Job Training Partnership Act (JTPA) program delivery systems in Texas. Statistical data on vocational education were obtained from the Texas Education Agency and Texas Higher Education Coordinating Board, and data on JTPA programming were obtained from the Texas Department of Commerce. Data on coordination between vocational education and JTPA programs were obtained from three surveys: a survey of 210 secondary schools selected from a stratified random sample (51% response), a survey of 82 postsecondary vocational-technical institutions (59% response), and a survey of 34 Texas service delivery areas (44% response). Published evaluation reports by various research and government agencies were also consulted. The data analyzed in relation to JTPA and Perkins Act provisions, and a series of finding regarding access, training for targeted occupations, accountability, youth programs, and state- and local-level coordination were presented. Twelve program improvement recommendations were formulated. (Appended are definitions of JTPA adult and youth performance standards and hard-to-serve individuals and 1990-1991 employer ratings of secondary and postsecondary vocational-technical program completers employed in fields related to their training. Eleven tables are included.) (MN)

EVALUATING VOCATIONAL EDUCATION AND THE JOB TRAINING PARTNERSHIP ACT: ADEQUACY, [illegible]ENESS AND COORDINATION

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Agency Mission

The Texas Council on Vocational Education will provide proactive leadership to define the role of vocational education, and advise state and federal policymakers on ways to strengthen and reform vocational-technical education, as well as build a climate for the acceptance of outstanding vocational-technical education programs, in order to make all Texans more competitive and productive in the world economy.

Agency Philosophy

The Council's recommendations and issue papers will infuse the views of business, industry, agriculture, labor, learning institutions and the general public into the policymaking process.

The Council's evaluation and assessment of vocational-technical education and training programs will be based on the needs of students, employers, and taxpayers.

The Council will provide and encourage a climate of cooperation and coordination among vocational-technical education and job training stakeholders.

The Council will be open and responsive to policymakers, agency personnel and citizens in regard to the questions and concerns about vocational education.

The Council will approach their responsibilities with a deep sense of commitment and caring about all citizen's of Texas and the economic welfare of the state.

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June 18, 1993

The Honorable Ann Richards
Governor of Texas

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On behalf of the Texas Council on Vocational Education, I am pleased to submit the report entitled *Evaluating Vocational Education and the Job Training Partnership Act: Adequacy, Effectiveness, and Coordination.* The Council is required by the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 to evaluate, at least once every two years, the vocational education and the Job Training Partnership Act (JTPA) delivery systems in terms of their adequacy and effectiveness.

The programs under vocational education and JTPA are usually the largest providers of education and job training. The report contains findings and recommendations to help improve the adequacy and effectiveness of the coordination between the two programs.

The Council would like to thank those individuals who have provided data and reviewed the findings and recommendations from the Texas Education Agency, the Texas Higher Education Coordinating Board, and the Texas Department of Commerce.

We believe the State of Texas will continue to move forward in providing an education and job training system for the twenty-first century.

Sincerely,

Ann F. Hodge

Ann F. Hodge
Chair

Texas Council on Vocational Education

TABLE OF CONTENTS

(Table of Contents continued)

Table of Illustrations

EXECUTIVE SUMMARY

INTRODUCTION

The Texas Council on Vocational Education is required by the Carl D. Perkins Vocational and Applied Technology Education Act to evaluate the vocational education and the Job Training Partnership Act (JTPA) delivery systems. It must also assess the adequacy and effectiveness of the programs and the extent to which vocational education and employment and training programs in the State represent a consistent, integrated, and coordinated approach to meet the economic needs of the State. Chart 1, on page 2, describes program goals, administrative structure, focus of service, and accountability for these two federal work force acts. Both acts establish work force programs that prepare individuals to meet the needs of an internationally competitive economy. Although the purposes are similar, their structural differences complicate the coordination process.

SCOPE OF THE REPORT

The Texas Council on Vocational Education (TCOVE) conducted surveys and phone interviews, and reviewed plans, reports, and transcripts from oral presentations to assess the adequacy and effectiveness of the JTPA and vocational education delivery systems. The adequacy and effectiveness of coordination and joint planning that occurs between JTPA and vocational education were also examined. The report is divided into four sections: JTPA, Vocational Education, Coordination Between JTPA and Vocational Education, and Recommendations.

SUMMARY OF FINDINGS

Numerous facts, financial statistics, enrollment figures and program descriptions are detailed in the text of the report. The Council chose to focus on issues that cut across both federal programs—including access, training for targeted occupations, program accountability, and youth programs. Federal, state, and local coordination efforts were also examined. The following list is a summary of the findings in the focus areas.

Findings Regarding JTPA

Access

- The number of JTPA participants has declined over the last two years. Texas lost federal JTPA funds due to allocations based on unemployment rates and their relationship to the rest of the country. This method leads to an inconsistent distribution of funding.

- Because of low funding levels, JTPA serves less than 5 percent of the eligible population in Texas.

Chart 1
Summary of Legislation

	Job Training Partnership Act	Carl D. Perkins Vocational and Applied Technology Education Act
Program Goals	Intends to establish programs to prepare youth and adults facing serious barriers to employment for participation in the labor force by providing job training and other services that will result in increased employment and earnings, increased educational and occupational skills, and decreased welfare dependency, thereby improving the quality of the work force and enhancing the nation's productivity and competitiveness.	To make the U.S. more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. This purpose will principally be achieved through concentrating resources on improving educational programs leading to academic, occupational, training, and retraining skill competencies needed to work in a technologically advanced society.
Federal Agency	U.S. Department of Labor	U.S. Department of Education
State Control	Governor of Texas	State Board for Vocational Education
Administrative State Agency	Texas Department of Commerce	Texas Education Agency (secondary) Texas Higher Education Coordinating Board (postsecondary)
Funding Source and Amounts	Federally funded only • PY92--$206 million	Primarily state and local funds, but also receive federal funds • PY92--$376* million (secondary) • PY92--$253* million (postsecondary) *State and federal funds only
Focus of Service	Economically disadvantaged individuals, particularly adults on welfare and out-of-school youth.	Focus on all who need training, including special populations.
Total Recipients	Overall JTPA participation • PY91--129,000	Overall vocational education participation •Secondary--533,000 in PY92 •Postsecondary--PY92 -235,000 degree/certificate -161,000 short-term/ apprenticeship
Performance Standards	Mandatory performance standards established by the U.S. Department of Labor.	Core standards and measures have been adopted and will be implemented over the next two years.
Incentive Awards	Incentive awards (extra funding) given to the Service Delivery Areas that surpass their assessed performance standard.	There exist no incentive awards tied to funding; however, the THECB has guaranteed its graduates from public community and technical colleges free additional skill training if it is judged by the employer that the graduate lacks appropriate technical skills.

- JTPA is required to serve AFDC clients, youth, and high school dropouts in accordance with the rate of incidence in the population. However, neither the state nor federal government provide sufficient data so that JTPA may determine the extent that it provides services for these hard-to-serve clients. This lack of data may lead to certain groups being inequitably served.

- Statewide, African-American and Latino JTPA program completers mirror the overall ratio of African-American and Latinos living in poverty in Texas.

- The majority of JTPA clients are female.

- Men are twice as likely as women to receive on-the-job training (OJT).

Training for Targeted Occupations

- JTPA has reduced its reliance on OJT for occupational skill enhancement.

- Occupational Training provided by the SDAs has to be in targeted occupational areas. SDAs are encouraged but not required to use data from QWFP.

Accountability

- JTPA performance standards do not account for clients who need multiple years of education and training.

- The Texas Department of Commerce (TDOC) and the State Job Training Coordinating Council (SJTCC) have made a commendable change in the performance standards. Program terminees are now classified as "entered employment" only if employed after a 13-week follow-up, not after termination of the program. Moreover, there is no significant difference in terms of employment after termination between a 13-week follow-up and a 52-week follow-up.

Youth

- JTPA offers many youth programs during the summer; whereas, secondary vocational education does not.

Findings Regarding Vocational Education

Access

- Enrollments of special needs students have progressively increased over the last several years in virtually every category.

- Tech Prep involves all public community and technical colleges and 1/2 of all secondary schools that offer vocational education.

- Vocational Education courses are offered in all community colleges and 958 school districts.

Training for Targeted Occupations

- Vocational education enrollments are increasing in health occupations, which coincides with health related industries being the fastest growing in Texas.

- The Texas Higher Education Coordinating Board (THECB) will not approve new degree or certificate programs unless it reflects a targeted occupation on the state or local targeted occupations list.

- Tech Prep programs must be in targeted occupations to gain approval from the Texas Education Agency (TEA) or THECB.

- Labor market information provided by Quality Work Force Planning (QWFP) is a major catalyst for new program development, especially by postsecondary institutions, according to survey results.

- Several secondary schools reported in the survey that they were placing vocational teachers in industry during the summer to keep their technical knowledge updated in the field.

Accountability

- The THECB and the State Board of Education have adopted a set of core standards and measures for evaluation of vocational education. These standards and measures are not tied to funding.

- The THECB has targeted an 85 percent employment or continued education outcome standard for degree and certificate programs.

- Adequate follow-up data is lacking for both secondary and postsecondary levels. However, THECB is beginning to develop new follow-up systems.

- THECB guarantees their degree graduate's technical skills to employers. Community and technical colleges provide up to nine free credit hours of additional skill training if an employer judges a graduate as lacking the appropriate skills. TEA does not guarantee the exit skills of those secondary students that receive a certificate or licensure in a vocational program.

- Survey results indicate that 70 percent of secondary schools and 98 percent of postsecondary

institutions have private sector involvement, with the vocational advisory committee as the vehicle for involving the private sector. The private sector has more influence on postsecondary curriculum development than on secondary curriculum development.

Youth Programs

- In general, vocational education programs at the secondary level are not offered in the summer.
- Secondary vocational co-op programs (work-site learning) are usually not offered during the summer.

Findings Regarding Coordination Between JTPA and Vocational Education

State Level Coordination

- Many coordination activities have been accomplished at the state level and should be commended, including the Joint Advisory Committee, Governor's Task Force on Education and Economic Competitiveness, and the Tri-agency Partnership that includes TDOC, TEA, THECB.
- The tri-agency partnership has worked jointly to develop the following programs: QWFP, Master Plan for Career and Technical Education, and Tech Prep Consortium programs.
- The Master Plan for Career and Technical Education addresses secondary and postsecondary vocational education and tri-agency initiatives, but does not include JTPA program goals and objectives.
- The tri-agency partnership does not include the Texas Employment Commission (TEC), which provides employment services, nor the Texas Department of Human Services (DHS), which has access to individuals with the greatest needs.

Local Level Coordination

- Coordination between JTPA and educational institutions is greater at the postsecondary level than at the secondary level.
- Survey results show that JTPA provides student services at all postsecondary institutions and 71 percent of secondary schools.
- Survey results indicate improved coordination between JTPA and vocational education (43 percent of secondary schools, 64 percent of postsecondary schools, and 80 percent of SDAs stated that coordination has improved during the last 3 to 5 years).

- Postsecondary institutions tend to have more representation on the local private industry councils than do secondary schools.
- Surveys indicate 1/2 of the SDAs coordinate annual plans with vocational education committees.
- QWFP is unique to Texas because of coordinated statewide regional planning. Postsecondary institutions overwhelmingly cite QWFP as an encouragement to coordination. Moreover, SDAs also cite QWFP as a positive influence for coordination.
- Each QWFP committee has a TEC labor market analyst and some have a representative from DHS; however, QWFP committees are not mandated to include representation or funding from either TEC or DHS.
- Only 25 percent of the secondary and postsecondary institutions surveyed indicated they were recipients of 8% Education Coordination funds.

RECOMMENDATIONS

1. All work force development systems should have the following components: career guidance and counseling, classroom and work-site learning opportunities, placement assistance and support services.

2. All work force development programs should have short-term and long-term accountability measures and incentives to meet these measures, as well as common data elements and follow-up systems.

3. All work force development programs should be driven by labor market information. Targeted occupations and state priority occupational data should be a component of program approval for JTPA training, including on-the-job training, and secondary vocational education.

4. A work force development program for hard-to-serve clients/special needs students should be developed as long-term training in a cyclical or staggered period. Clients/students would receive training for a short period, then work at a work site, and return later for more in-depth training.

5. Guarantee all secondary students who earn a license or certificate in a vocational program to employers by offering to re-enroll completers that employers judge as lacking necessary technical skills. JTPA service providers should be encouraged to guarantee their occupational skills training.

6. TEA and TDOC should provide secondary schools with information on JTPA programs and available services.

7. TEC and DHS should be included in and help fund the tri-agency partnership at state and local levels.

8. The Master Plan for Career and Technical Education should include JTPA program goals and objectives.

9. The use of 8% Education Coordination funds should be evaluated to determine the most effective use of these funds and how they are being used for coordination of services.

10. The private sector, through companies or trade association, should be a partner in the education process by assisting in curriculum development, teacher training, student training, and choices of equipment purchases.

11. Develop summer youth programs as a major coordination compo[illegible]etween vocational education and JTPA. The key to the coordination process would be to u[illegible]PA summer youth program participants to feed vocational cooperatives and classroom training[illegible] the fall and spring semesters.

12. To enhance state and local coordination between vocational education and JTPA, the SJTCC should identify exemplary models of coordination. Detailed accounts of those models, including target populations, outcomes, and use of funds by source should be distributed to secondary and postsecondary institutions, SDAs, and all the coordinating agencies.

INTRODUCTION

The Texas Council on Vocational Education is required by the Carl D. Perkins Vocational and Applied Technology Education Act to evaluate, at least once every two years, the vocational education and the Job Training Partnership Act (JTPA) delivery systems. It must also assess the adequacy and effectiveness of the programs and the extent to which vocational education and employment and training programs in the State represent a consistent, integrated, and coordinated approach to meeting the economic needs of the State.

Basic Goals and Missions

The purpose of the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 is to make the United States more competitive in the world economy by developing more fully the academic and occupational skills of all segments of the population. This purpose will principally be achieved through concentrating resources on improving educational programs leading to academic, occupational, training and retraining skill competencies needed to work in a technologically advanced society.[1]

The Act provides federal assistance until June 30, 1996, for secondary, postsecondary, and adult vocational education programs. This Congressional legislation emphasizes services to special populations,[2] that vocational education become more accountable through core performance standards and outcome measures, that academic and vocational education become better integrated, that secondary and postsecondary institutions form stronger articulations, and that coordination occur between vocational education and other human services programs, particularly JTPA.

JTPA, enacted in 1982 and amended in 1992, intends to establish programs to prepare youth and adults facing serious barriers to employment for participation in the labor force by providing job training and other services that will result in increased employment and earnings, increased educational and occupational skills, and decreased welfare dependency, thereby improving the quality of the work force and enhancing the productivity and competitiveness of the Nation.

Congressional revisions under the Job Training Reform Amendments, which amended JTPA, were signed by President George Bush on September 7, 1992. Final changes to JTPA become effective on July 1, 1993. The amendments focus on improving JTPA programs and resources for those facing serious barriers to employment, enhancing the overall quality of services provided, revising eligibility requirements for youth and adults, strengthening fiscal and program accountability, and authorizing a comprehensive and coherent system of human resource services.

The common program objectives of both acts are to provide training or retraining for individuals to gain entry into the work force. However, JTPA tends to concentrate services on people facing serious barriers to employment, while vocational education targets all sections of the population.

Methodology

The report relies on statistical data provided by the Texas Education Agency and the Texas Higher Education Coordinating Board, for the purpose of evaluating the adequacy and effectiveness of vocational education. The evaluation of JTPA will focus on statistical data provided by the Texas Department of Commerce and analyze how the new JTPA amendments will effect the current structure.

Coordination between the two delivery systems is being evaluated by the results of three separate surveys distributed in January of 1993 to Texas high schools, postsecondary vocational/technical institutions, and the Texas Service Delivery Areas. The first survey was sent to 210 secondary schools selected from a stratified random sample with a 51 percent return rate. The second survey was sent to 82 postsecondary vocational/technical institutions with a 59 percent return rate. The third survey was sent to 34 Texas SDAs with a 44 percent return rate. Moreover, the evaluation reviews published reports by the National Center for Research in Vocational Education, U.S. Department of Labor, Texas Department of Commerce, and the Texas Education Agency.

"The common program objectives of both acts are to provide training or retraining for individuals to gain entry into the work force."

EVALUATION OF JTPA

The Governor of Texas possesses the responsibility for implementing all policies and procedures for JTPA employment and training programs. However, the Governor relies on the State Job Training Coordinating Council (SJTCC) for policymaking and the Work Force Development Division, a component within the Texas Department of Commerce, for administration and management of the JTPA programs.[3]

Members of the SJTCC are appointed by the Governor and must have members representing the private sector, local and state agencies, labor organizations, and community-based organizations. The SJTCC meets quarterly and conducts most of its business through a committee structure. A private sector member of the SJTCC must also serve on the Texas Council on Vocational Education.

Texas JTPA programs are administered locally within 35 designated Service Delivery Areas (SDA). The area within an SDA is comprised of a consortium or a unit having a population of 200,000 or more. Each SDA follows the policy guidance of a Private Industry Council (PIC). Membership in the PIC is composed primarily of private sector representatives, but educational, human service agencies, and community-based organizations are also represented. Although vocational administrators/educators are not mandated as a membership category, some serve as members of the PICs in certain SDAs.[4]

The SDA is responsible for presenting a local job training plan to the PIC while ensuring the day-to-day implementation of that plan and providing technical management assistance.

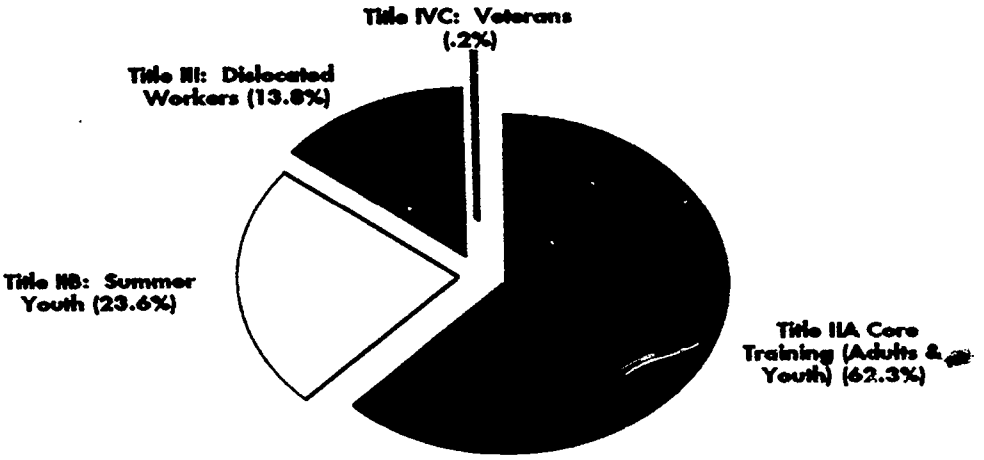
"... due to funding constraints, JTPA serves less than 5 percent of the eligible population in Texas."

Funding

JTPA is 100 percent federally funded. Title IIA, core training for adult and youth programs, is the largest program funded in JTPA (see Figure 1 on page 4). Overall, Texas received $206 million for program year 1992 (PY92 runs from July 1, 1992 through June 30, 1993), an 11 percent decrease in JTPA funds from PY91.

Several reasons account for this reduction in funding. One is that Congress has cut back on allocations for nationwide JTPA programs. Another is that the formula allotment for JTPA is based on unemployment ratios, which leads to an inconsistent distribution of funding. The proportion of those unemployed in Texas has declined relative to those in other states; therefore, Texas received a smaller allotment for JTPA. However, less funding for the State of Texas implies a smaller number of the eligible population will be served. Already, due to funding constraints, JTPA serves less than 5 percent of the eligible population in Texas.

Figure 1
JTPA Funding Breakdown for PY92



Source: Texas Department of Commerce

"JTPA served over 129,000 participants in all its programs during PY91."

Overall JTPA Performance

JTPA served over 129,000 participants in all its programs during PY91. Approximately 100,000 participants terminated their program, with 79 percent completing the program successfully (see Table 1 below).

Table 1
Overall JTPA Performance

	PY90	PY91	% Change
Number of Programs	162	181	11.7%
Number of Participants	147,834	129,534	-12.4%
Number of Terminations	115,696	100,103	-13.5%
Number of Terminees Entered Employment	36,521	28,919	-20.8%
Number of Overall Positive Outcomes	88,724	78,549	-11.5%
Percent of Overall Positive Outcomes	76.7%	78.5%	1.8%

Source: Texas Department of Commerce

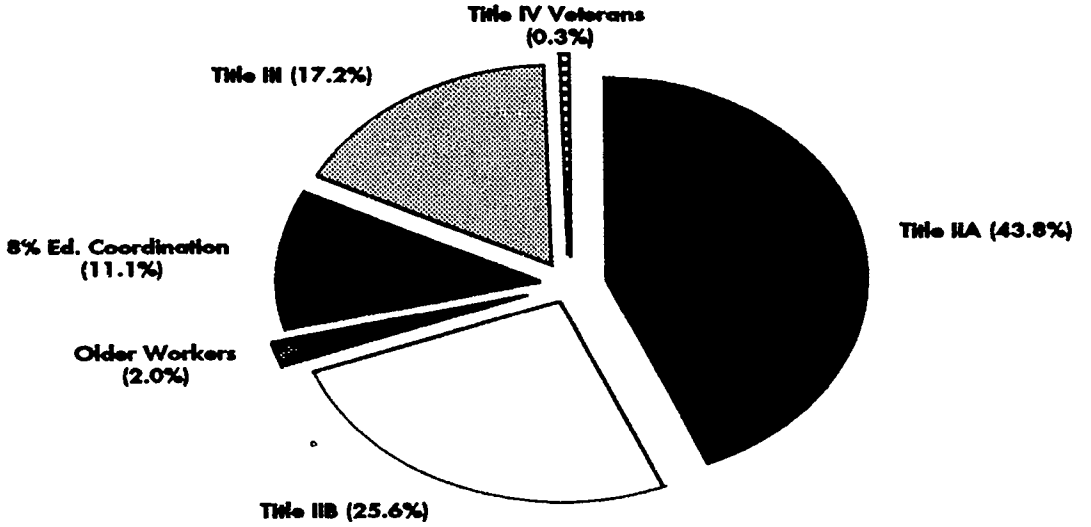
The largest enrollments were in Title IIA Adult and Youth programs, which comprised 44 percent of JTPA participants (see Figure 2 on page 5). Summer youth programs account 26 percent of the overall JTPA enrollments, second largest in the JTPA programs.

A comparison of the performance data with respect to PY90 shows that the overall number of participants and terminees in PY91 declined about 12 and 14 percent

respectively. According to SJTCC, the significant decrease in program terminations resulted mostly from a decrease in JTPA funding. Although the decline of program terminations resulted in a decline in both the number of placements and the number of overall positive terminations, the overall positive termination rate for PY91 increased by approximately 2 percent. This means that the percentage of those successfully completing each program is increasing slightly as participation rates continue to decrease.

Of slight concern is the large drop-off (21 percent) of terminees entering employment. However, commendable change in performance standards accounts for much of the disparity. Terminees are now classified "entered employment" only if employed after a 13-week follow-up, not after termination of the program. Another change that took place last program year was that SDAs must place a client into employment within 90 days after program termination or the last training session; if not, they are listed as a non-positive termination. SDAs are then forced to spend funds on the client for more training and not wait for he/she to eventually find a job on their own.

Figure 2
JTPA Participants by Program (PY91)



Source: Texas Department of Commerce

"Terminees are now classified "entered employment" only if employed after a 13-week follow-up, not after termination of the program."

Performance Standards

Because SDAs must comply with mandatory performance standards established by the United States Department of Labor (DOL), JTPA is often referred to as being a performance driven system. Otherwise, two years of not reaching DOL standards results in an imposed reorganization plan. (see Appendix A for definition of each

performance standard.) Therefore, performance standards can have a direct affect on the type of services provided and the degree to which clients are served.

Congress has struggled with the idea that JTPA programs tend to select clients who are likely to succeed rather than those most in need, referred to as creaming. The intention of the new JTPA amendments is to make creaming less likely to occur by requiring programs to shift away from high placement rates to adding educational goals. For example, it will be required that programs measure adults' skill acquisition, including basic skills. Moreover, 65 percent of adult and youth programs need to have more than one barrier to employment, while 50 percent of summer youth programs need to enroll out-of-school youth. (see Appendix B for definitions of hard-to-serve-individuals) The procedure to enroll harder-to-serve clients is already in process.

Appendix C shows 34 SDAs qualified for incentive awards based on their performance against the DOL standards. Seven SDAs exceeded all the standards, while the Collin County SDA failed two standards for the second consecutive year. Six other SDAs had first-year failures. According to the surveys received from the SDAs, factors that have prevented them from achieving their performance standards are:

- lack of funds;
- required outcomes in one year for clients who need multiple years of service;
- deteriorating economy adversely affecting positive outcomes for AFDC recipient due to an increasing competitive applicant pool of dislocated workers; and
- decline in entry level positions that pay above minimum wage.

"The lack of data concerning the incidence in the SDA population may result in certain socio-economic groups being inequitably served."

It is obvious that some of the SDAs exceeded their performance standards determined by the DOL, but how significant is that anyway? A few Texas SDAs expressed doubts whether the performance standards reflected actual local situations and needs. JTPA legislation requires SDAs to serve AFDC clients, youth, and high school dropouts in accordance with the rate of their incidence in the SDA population. The individual SDAs also target other socio-economic groups. Although information exists detailing the numbers served from each socio-economic group from all the SDAs, neither the state nor federal government provides sufficient data to check the extent that JTPA provides services for individuals most in need of training relative to the SDA population. For example, SDAs can identify the number of clients terminated with hard-to-serve characteristics, but no data exist that analyze whether these numbers reflect the incidence in the SDA population.

The lack of data concerning the incidence in the SDA population may result in certain socio-economic groups being inequitably served. An SDA will know how many economically disadvantaged African-Americans live in an SDA, but it will not know the

proportion of economically disadvantaged African-Americans relative to the overall disadvantaged population. For example, an SDA will know that 10 percent of its population are economically disadvantaged African-Americans, but not that they make up 20 percent of all those economically disadvantaged. In this case, an SDA should serve 20 percent economically disadvantaged African-Americans instead of 10 percent.

Types of Training

Table 2 below and Table 2A on page 8 show that JTPA has reduced its reliance on OJT (on-the-job training) for occupational skills enhancement. In fact, male adults receiving OJT were reduced almost in half in PY91. Although most of the JTPA clients are women, men are twice as likely as women to receive OJT. One-third of the women in JTPA received occupational skills classroom training (CRT), and another 18 percent were involved in remediation. Occupational skills training provided by the SDAs have to be in targeted occupational areas. SDAs are encouraged but not required to use data from Quality Work Force Planning.

Table 2
Title IIA Male Participants by Training Category

	Male Youth PY 90	% Male Youth Enrolled PY90	Male Youth PY91	% Male Youth Enrolled PY91	Male Adult PY 90	% Male Adult Enrolled PY90	Male Adult PY 91	% Male Adult Enrolled PY91
CRT Occ. Skills	2539	12.2%	2340	12.8%	3901	25.2%	3317	27.4%
CRT (Other)	6040	29.1%	5571	30.4%	1572	10.2%	1776	14.7%
OJT	1453	7.0%	914	5.0%	4037	26.1%	2101	17.4%
Work Experience	1684	8.1%	1491	8.1%	363	2.3%	306	2.5%
Pre-Emp. Skills	4323	20.8%	3756	20.5%	0	0.0%	0	0.0%
Entry Emp. Expe.	775	3.7%	637	3.5%	0	0.0%	0	0.0%
School-to-Work	79	0.4%	126	0.7%	0	0.0%	0	0.0%
Services	2756	13.3%	2536	13.8%	2917	18.8%	2158	17.8%
Job Search	1129	5.4%	963	5.3%	2688	17.4%	2433	20.1%
TOTAL	20778	100.0%	18334	100.0%	15478	100.0%	12091	100.0%

Source: Texas Department of Commerce

The best training programs incorporate both classroom training and work-site experience for hard-to-serve clients. The local control of the SDAs should allow for a wide variety of opportunities to combine classroom training and work-site learning opportunities with vocational education.

JTPA Participants

Table 3 describes the characteristics of the JTPA participants. JTPA focuses on serving adults and youth with economically disadvantaged backgrounds. Clients with

"The best training programs incorporate both classroom training and work-site experience for hard-to-serve clients."

Table 2A
Title IIA Female Participants by Training Category

	Female Youth PY 90	% Female Youth Enrolled PY90	Female Youth PY 91	% Female Youth Enrolled PY90	Female Adult PY 90	% Female Adult Enrolled PY91	Female Adult PY 91	% Female Adult Enrolled PY91
CRT Occ. Skills	3985	15.3%	3503	15.1%	9727	31.9%	9022	33.6%
CRT (Other)	7561	29.0%	7102	30.6%	4792	15.7%	4698	17.5%
OJT	1368	5.2%	896	3.9%	3463	11.3%	2032	7.6%
Work Experience	2296	8.8%	2212	9.5%	1008	3.3%	905	3.4%
Pre-Emp. Skills	4243	16.3%	3770	16.3%	0	0.0%	0	0.0%
Entry Emp. Expe.	801	3.1%	595	2.6%	0	0.0%	0	0.0%
School-to-Work	85	0.3%	132	0.6%	0	0.0%	0	0.0%
Services	3713	14.2%	3280	14.1%	5980	19.6%	5148	19.2%
Job Search	2021	7.8%	1705	7.4%	5561	18.2%	5067	18.9%
TOTAL	26073	100.0%	23195	100.0%	30531	100.0%	26872	100.0%

Source: Texas Department of Commerce

reading skills below the 7th grade level comprise 37 percent of terminations, while high school dropouts and welfare recipients follow as the largest hard-to-serve group (see Table 3 below). JTPA serves more women in Texas than men and about half of the total participants are Latino. The African-American and Latino percentage of overall terminees in JTPA mirror the overall proportion of African-Americans and Latinos living in poverty in Texas.

"The African-American and Latino percentage of overall terminees in JTPA mirror the overall proportion of African-Americans and Latinos living in poverty in Texas."

Table 3
JTPA Participants

Characteristics	Positive Terminations PY91	% of Total Terminations
Welfare Recipient	8,887	22.0%
High School Dropout	10,768	26.7%
Single Parents	8,798	21.8%
Handicapped	3,260	8.1%
Criminal Offenders	3,076	7.6%
Limited English Proficiency	1,931	4.8%
Reading Below 7th Grade Level	14,753	36.6%
Youth	22,632	56.1%
Female	23,870	59.2%
African-American	10,042	24.9%
Latino	19,774	49.0%

Note: Some clients have multiple characteristics
Source: Texas Department of Commerce

However, it is difficult to determine the effectiveness of JTPA on meeting the need for training. There exists no systematic approach for providing services to hard-to-serve populations or little funding for people in the work force that need skill upgrading or retraining. Since few of the eligible population in need of training are actually served, JTPA is placed in an awkward position to choose among the eligible population that can best be served by the programs.

It would be beneficial for SDAs to provide longer-term training in cyclical or staggered periods for clients with hard-to-serve characteristics. These staggered periods would allow for clients to receive training for a period of time, then work as an intern in their field of training, and return for more in-depth training. Such a cyclical process may be more beneficial to clients since JTPA does not provide stipends for participants, which makes it difficult for those enrolled to stay continuously for long-term training. However, the high proportion of participants with a below 7th grade education level almost necessitates longer lengths of time to acquire skills beyond the basics.

8% Education Coordination Funds

JTPA sets aside 8 percent of the Title IIA allocation to provide training to eligible individuals through cooperative agreements between education agencies and the SDAs. Twenty percent of the funds is reserved for statewide agency coordination initiatives. The remaining 80 percent is contracted to SDAs to provide basic skills training and remedial education to dropouts, youth at-risk, and hard-to-serve adults.[5] The surveys received by TCOVE indicate that approximately one-quarter of both secondary and postsecondary schools are receiving 8% coordination funds.

Under the DOL and the JTPA amendments, the $10 million appropriated for PY93 in education coordination funds must be allocated to the Texas Education Agency by the Governor, whereas, in previous years, the funds have been formula allocated to the JTPA SDAs and used primarily for basic education programs for adults and youth. Coordination took place at the local level with the advice of the education advisory committee.

The educational programs currently funded through SDAs with 8% Education Coordination funds are crucial to the overall plans of most SDAs. SDAs rely on these funds to provide basic education services to improve basic reading, writing, and math skills; to enable youth to remain in school; or to enable adults to benefit from occupational skills training. The education coordination funds are not subject to DOL performance standards; thus, they can be used to provide these remedial services for hard-to-serve youth and adults.[6]

There is concern among the Texas SDAs that there will not be enough time to allow SDAs to make necessary adjustments if these funds will no longer be available to them after July, 1, 1993.

"It would be beneficial for SDAs to provide longer-term training in cyclical or staggered periods for clients with hard-to-serve characteristics."

Return on Investment

Title IIA adults were employed at a 62 percent rate in PY91 after a 13-week follow-up, averaging $231.40 per week. Both figures are down slightly from PY90 because of a higher incidence of welfare recipients.

A 1992 52-week follow-up study of JTPA terminees done in Texas concluded that there is no significant difference between the 13-week follow-up after termination and the 52-week follow-up in terms of the number employed. Although there exists a slight decrease in the number employed, JTPA terminees earn significantly more at the 52-week follow-up, from $5.45 at termination and $6.30 after 13 weeks, to $6.73 after 52 weeks (see Table 4 below). Moreover, of the AFDC recipients that terminated the JTPA program between September 16, 1990 and August 19,1991 (5,017 or 24 percent of Title IIA participants), 46 percent were still receiving AFDC payments at the 13-week follow-up. After 52 weeks, the total dropped to 39 percent.

Table 4
Long-Term Effects of JTPA

	Employment Rates	Average Hourly Wages	# of AFDC Recipients in Survey
At Termination	63.4%	$5.45	5,017
At 13-Week Follow-Up	60.7%	$6.30	2,307
At 52-Week Follow-Up	60.3%	$6.73	1,954

Source: Texas Department of Commerce

"A 1992 52-week follow-up study of JTPA terminees done in Texas concluded that there is no significant difference between the 13-week follow-up after termination and the 52-week follow-up in terms of the number employed."

Although it is important to know the average weekly earnings of each participant, it is necessary to compare these figures to pre-JTPA earnings. This information is available but not organized so that comparisons of pre/post JTPA earnings can be made for all clients served. These measures can more accurately determine the return on investment, especially if the training improved client earnings from their pre-JTPA levels.

A criticism of JTPA is that the program targets economically disadvantaged individuals for short-term training. Positive Terminations for clients in these shorter training programs show placement at entry-level jobs earning wages at about $5-$7 an hour, barely exceeding the poverty level.[7] The long-term effect may remove them from the unemployment line, but leave them at dead-end jobs with wages slightly above the minimum.

The new Clinton administration has repeatedly questioned the overall effectiveness of JTPA. It has already been proposed to freeze the federal JTPA budget for the next four years at its current 1993 level of $4.15 billion. It is likely that Congress will back an education and training policy that will de-emphasize federal JTPA programs in favor

of local and state apprenticeship and school-to-work transition programs.[8] A freeze on JTPA spending is essentially a loss in funds when adjusted for inflation. The new administration's emphasis on creating new jobs when paralleled with the uncertainty of JTPA's future and lack of consistent funds will create problems with regard to the feasibility of maintaining both classroom services and strong training components in JTPA.

The soft-pedaling of JTPA by the Clinton Administration magnifies the concerns facing JTPA in Texas. The greatest concerns, according to a self-reported PIC chair survey, are a need for additional funding, more consistent funding, and more diversified funding to establish services unique to each SDA. Moreover, local PICs cited paperwork reduction initiatives, stemming the tide of regulations, increased input in the policymaking process, and more effective coordination with other agencies as top priorities for their SDAs.

"The soft-pedaling of JTPA by the Clinton Administration magnifies the concerns facing JTPA in Texas."

Texas Council on Vocational Education

Texas Council on Vocational Education

Evaluation of Vocational Education

The State Board of Education, which is the State Board for Vocational Education in Texas, is composed of 15 elected members with the sole responsibility for the administration of the state plan for vocational and applied technology education and approval of the Master Plan for vocational education.[9] The Texas vocational education system at the secondary level is administered by the Texas Education Agency. The State Board for Vocational Education has delegated administration of postsecondary vocational/technical education to the Texas Higher Education Coordinating Board (THECB), an 18-member board appointed by the Governor to ensure quality and efficiency in Texas higher education.

Funding

Unlike JTPA, federal funds account for a small portion of revenues to administer vocational education programs (see Table 5 below). Overall, the state accounts for 57 percent of the funding for secondary vocational programs, while the federal government supports 6 percent and local governments 37 percent. Postsecondary vocational programs receive 45 percent state funds, 8 percent federal funds, and 47 percent local funds.

Table 5
State and Federal Funding for Vocational Education

Secondary	1990-91	1991-92	% Change
State	299,024,871	326,068,901	9.0%
Federal	35,381,623	50,423,949	42.5%
Total Secondary	334,406,494	376,492,850	12.6%

Postsecondary	1990-91	1991-92	% Change
State	210,001,815	224,095,797	6.7%
Federal	26,667,123	28,904,763	8.4%
Total Postsecondary	236,668,938	253,000,560	6.9%

Sources: Texas Education Agency and Texas Higher Education Coordinating Board

Since secondary vocational education students are not enrolled uniformly across school di.. .ts, a vocational education distribution formula is used to allocate funds in a proportionate manner. A weighted pupil formula is used in Texas. Each full-time equivalent (30 hours per week) vocational education student is assigned a weight of 1.37, with a weight assignment of 1.0 given to students enrolled in regular classes. Therefore, additional support is given by the state to offset the cost of vocational programs.

"... federal funds account for a small portion of revenues to administer vocational education programs."

Texas Council on Vocational Education

Overall Performance

There are 938 school districts that offer vocational education in Texas. In PY92, more than 533,000 students enrolled in secondary vocational education, a nine percent decline from the previous year (see Table 6 below). The largest drop of 35 percent occurred in the agricultural science and technology programs. Nevertheless, areas such as health occupations education and office education showed modest gains in enrollment. These trends are important since the fastest growing occupations in Texas consistently point toward health related areas.[10] While JTPA offers most of its youth programs during the summer, vocational education programs and vocational co-ops (work-site learning) at the secondary level are generally not offered in the summer months.

Table 6
Secondary Vocational Education Enrollment

Program Area	1990-91	1991-92	% Change
Agricultural Science and Technology	117,435	76,148	-35.2%
Basic Vocational Education	1,201	2,133	77.6%
Career Investigation	11,656	9,407	-19.3%
Comprehensive/Technical Home Economics	169,400	159,253	-6.0%
Health Occupations Education	9,002	10,354	15.0%
Individualized Vocational Education	113	163	44.2%
Industrial Technology Education	100,696	93,586	-7.1%
Marketing Education	26,987	23,464	-13.1%
Occupational Home Economics	18,088	14,720	-18.6%
Office Education	63,898	74,125	16.0%
Trade and Industrial Education	68,291	70,026	2.5%
TOTAL	586,767	533,379	-9.1%

Source: Texas Education Agency

"... vocational education programs and vocational co-ops (work-site learning) at the secondary level are generally not offered in the summer months."

On the other hand, 43 school districts enroll 16,256 individuals in programs designed for adults in need of training or retraining.

At the postsecondary level, the THECB administers vocational programs in 49 community college districts, the Texas State Technical Institutions, the Lamar University System, and the Texas Engineering Extension Service. In PY92, 234,615 students were enrolled in degree and certificate programs, a 4 percent decrease from PY91 (see Table 7 on page 15). However, enrollments in short-term adult and apprenticeship programs increased slightly to 161,118 in PY92, especially among Hispanics. Overall, short-term programs serve individuals seeking entry-level job skills, skill upgrading, and obtaining or updating licensure. Short-term and apprenticeship programs account for 41 percent of vocational/technical education enrollments at the postsecondary level.

Over half of those enrolled in either long or short term programs tend to be women. Latinos and African-Americans, which represent 26 and 12 percent of the population

Table 7
Postsecondary Vocational/Technical Education Enrollment

Approved Degree and Certificate Programs

	PY91	% Enrolled	PY92	% Enrolled	% Change
Total Enrollment	244,578	100.0%	234,615	100.0%	-4.1%
Male	113,167	46.3%	109,587	46.7%	-3.2%
Female	131,411	53.7%	125,028	53.3%	-4.9%
Race/Ethnicity					
American Indian	1,002	0.4%	1,027	0.4%	2.5%
Asian/Pacific Is.	6,557	2.7%	6,271	2.7%	-4.4%
Black	27,304	11.2%	27,175	11.6%	-0.5%
Hispanic	54,685	22.4%	53,761	22.9%	-1.7%
White	155,030	63.4%	146,381	62.4%	-5.6%

Short-Term Adult and Apprenticeship Programs

	PY91	% Enrolled	PY92	% Enrolled	% Change
Total Enrollment	157,940	100.0%	161,118	100.0%	2.0%
Male	71,271	45.1%	75,294	46.7%	5.6%
Female	86,669	54.9%	85,824	53.3%	-1.0%
Race/Ethnicity					
American Indian	723	0.5%	798	0.5%	10.4%
Asian/Pacific Is.	2,848	1.8%	2,877	1.8%	1.0%
Black	15,253	9.7%	15,613	9.7%	2.4%
Hispanic	22,376	14.2%	25,257	15.7%	12.9%
White	116,740	73.9%	116,573	72.4%	-0.1%

Source: Texas Higher Education Coordinating Board

in Texas, account for 23 percent and 12 percent, respectively, of the enrollments in degree and certificate programs and 16 percent and 10 percent of the enrollment in short-term vocational courses.

According to information provided by the State Occupational Information Coordinating Council, careers with the greatest growth tend to be in health service occupations. Table 8 on page 16 shows that the largest enrollments for both long-term and short-term vocational/technical programs are in allied health programs. This is not surprising since THECB will not approve new degree or certificate programs unless they reflect labor market needs.

"... the largest enrollments for both long-term and short-term vocational/ technical programs are in allied health programs."

Performance Standards

Vocational education has long been criticized for its lack of an efficient system of core standards and measures of performance. The Carl D. Perkins Vocational and Applied Technology Education Act of 1990 requires that each state implement a system of core

standards and measures of performance for secondary, postsecondary, and adult technical education in an effort to increase accountability. TEA and THECB have already accepted a set of core standards to be implemented over the next two years. The new measures should improve the manner for which vocational and technical programs can be annually evaluated. JTPA offers incentive awards for SDAs that exceed their performance standards, but these vocational education core standards and measures will in no way be tied to funding.

Table 8
Postsecondary Vocational/Technical Enrollment by Program Area

Program Area	Approved Degrees & Certificate Programs	Short-term Adult Vocational Courses
Agriculture	1,794	0
Vocational Home Economics	8,539	10,586
Allied Health	51,726	39,920
Industrial Education	32,121	13,376
Business and Management	27,496	10,981
Business/Office Occupations	53,971	20,150
Engineering/Science Tech.	42,814	28,804
Marketing & Distribution	2,293	6,122
Consumer, Personal, Misc. Services	3,089	1,135
Protective Service	19,418	19,478
Other Vocational	1,317	6,336
TOTALS	244,578	157,940

Source: Texas Higher Education Coordinating Board

"Participating community and technical colleges in Texas will provide up to nine free credit hours of additional skill training to associate of applied science degree graduates judged by their employers as lacking the appropriate skills."

A policy measure already adopted by the THECB in April of 1992 guarantees their graduates to employers in order to promote business growth. Participating community and technical colleges in Texas will provide up to nine free credit hours of additional skill training to associate of applied science degree graduates judged by their employers as lacking the appropriate skills.[11] At this point, the TEA has no such measures.

Effectiveness

In PY92, more than 53,000 secondary vocational education students who completed their program were evaluated through a self-reporting follow-up survey. Any student enrolled in even one occupational specific course was included in this survey. Of those surveyed, 22,089 were available for employment. Of those completers available for employment, 62 percent were working in jobs related to their training at $5.50 an hour, while 12 percent remained unemployed (see Table 9 on page 17).

Of those completers working full-time in a field related to their training, employers evaluated the completers performance in five areas using a scale of 1 (lowest evaluation score) to 5 (highest evaluation score). (see Appendix C for results.) Employers rated

the former secondary vocational students at an overall rating of 4.44.

Table 9
Results from Secondary Follow-Up Surveys

Program Area	Respondents Available for Employment	Avg. Hourly Wage	Employed in Field Related to Training	Employed in Field Not Related to Training	Unemp.
Agriculture	1,556	$5.81	59.2%	30.5%	10.3%
Health Occu.	521	$5.50	63.7%	27.3%	9.0%
Marketing Ed.	4,797	$5.26	73.4%	17.3%	9.3%
Occu. Home Econ.	2,117	$4.83	62.5%	25.9%	11.6%
Office Education	4,542	$5.62	61.6%	24.8%	13.6%
Trade and Indus.	6,851	$5.70	52.8%	38.1%	9.7%
TOTAL	20,384	$5.50	61.7%	26.0%	12.3%

Source: Texas Education Agency

The THECB has targeted an 85 percent employment or continued education outcome standard for degree and certificate programs. Using information from the statewide summary of wage-record and student record matching, Table 10 below shows that there is no significant difference between technical graduates and non-returners in terms of total outcome (non-returners include those seeking only short-term training). However, the statewide automated wage and student-record does not assess information on whether employment is in a field related to training.

Table 10
Postsecondary Placement Rates for PY91

	Technical Graduates	Percentage	Technical Non-Returning Students	Percentage
Total	18,964	100.0%	105,759	100.0%
Pursuing Additional Education	823	4.0%	5,013	5.0%
Employed	12,708	67.0%	68,117	64.0%
Working Students	2,755	15.0%	16,914	16.0%
TOTAL Employed/Students	16,286	86.0%	90,044	85.0%

Source: Texas Higher Education Coordinating Board

In a self-reporting survey, employers gave an overall rating of 4.20 to former postsecondary vocational students. Relative preparation (3.99) and technical knowledge (4.02) were generally rated the lowest and work attitude (4.35) the highest. (see Appendix D for results. Note: These survey results are sketchy at best since only those students who are employed full-time and allow the information to be released qualify to be surveyed. The return rate of the survey was very low, so it is

"The THECB has targeted an 85 percent employment or continued education outcome standard for degree and certificate programs."

difficult to assess the bias in these results. However, these are the results provided by the Texas Higher Education Coordinating Board.)

Special Populations

One of the main goals for the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 was to better serve the special populations. Enrollments of special needs students have progressively increased over the last several years in virtually every category (see Table 11 below).

Table 11
Special Populations Enrollment in Vocational Education

Target Population	Secondary Mainstream	Secondary Separate	Postsecondary Mainstream	Postsecondary Separate
Handicapped	48147	7140	12362	183
Disadvantaged (minus LEP)	252412	25135	115110	992
Limited English Proficient	23642	2667	24485	542
Adults (short-term)	16256	N/A	157940	0
Single Parents/Homemaker	8418	584	60225	0
Nontraditional	29564	N/A	N/A	N/A
Corrections	N/A	13468	30390	0
Voc. Ed. General	93505	N/A	244578	0

Sources: Texas Education Agency and Texas Higher Education Coordinating Board

"Enrollments of special needs students have progressively increased over the last several years in virtually every category."

Physically Challenged: In PY91, physically challenged individuals comprised almost 10 percent of all secondary vocational education enrollments. Physically challenged students had access and enrolled in 73 percent of the 538 programs in secondary vocational education. Programs coordinated by vocational education and special education included career development activities, identification of transition skills through career portfolios, and inservice training of teachers through teleconferencing.

Postsecondary institutions enrolled 12,545 physically challenged students in PY91. Additional services such as specialized instruction, guidance and counseling, support services, and supplemental equipment were provided to 65 percent of those enrolled.

Disadvantaged Students: The educationally disadvantaged (excluding limited English proficient) represent the group with the largest increase in terms of access at the secondary level. A little less than half (277,547) of those enrolled in secondary vocational education are classified as disadvantaged students in PY91, as compared to 30 percent in PY89. Less than 10 percent of the secondary disadvantaged in PY91 were enrolled in separate academic programs.

Postsecondary institutions served 116,102 disadvantaged students in PY91. Over 67 percent of those enrolled received additional support services. These services included tutorials, guidance and counseling, career exploration, and coordination with JTPA.

Less than 1 percent of the postsecondary disadvantaged students were served in non-mainstreamed programs.

Limited English Proficient: Over 23,000 secondary vocational education students were classified as limited English proficient (LEP) in PY91. Although only 10 percent of secondary LEP students were enrolled in separate programs designed to serve the academically disadvantaged, 38 percent of the total LEP enrollment is in consumer and homemaking education programs. Since Comprehensive/Technical Education comprises only 29 percent of the total secondary vocational education enrollments, it is a concern of the Texas Council on Vocational Education (TCOVE) that LEP students are overrepresented in the consumer and homemaking programs. At this time, the reason for the high concentration of LEP students in consumer and homemaking programs is officially unknown. Another concern is that LEP students may be entirely underrepresented and undercounted in the vocational education system. For example, a student may be classified as a disadvantaged student, yet also be dysfunctional in English but not categorized as such. These considerations pose a question of whether LEP students have equal access to all vocational/technical programs.

Postsecondary institutions served 25,027 LEP students in vocational education in PY91. A little over half of those enrolled were provided with additional support services. These services were concentrated in supplemental instruction, guidance and counseling, and lab equipment.

"... 38 percent of the total LEP enrollment is in consumer and homemaking education programs."

Single Parents and Homemakers: The programs for single parents/homemakers in secondary schools served 9,002 individuals through 57 programs in PY91. Services concentrated on day care and transportation, although assistance for summer school and guidance counseling were also available. Funds are offered on a competitive basis for schools that request assistance. Most of the programs, although not all, work cooperatively with other agencies like JTPA and the Department of Human Services.

Vocational education in postsecondary institutions served 60,225 single parent/homemakers in PY91. Over a quarter of these students received services such as day care, transportation, guidance and counseling, and school supplies.

Nontraditional Programs: These programs are intended to eliminate sex bias and promote gender equity in nontraditional occupations. Over 60 percent of the 29,564 nontraditional secondary vocational students enrolled were female. A project entitled "Communications and Activities to Eliminate Sex Bias and Stereotyping on a Statewide Basis" operated a statewide dissemination system to eliminate sex bias in vocational education. Moreover, the project published four issues of the Texas VOICE, a newsletter to promote sex equity in vocational education.

Texas Council on Vocational Education

In PY91, 30,309 postsecondary vocational students were enrolled in nontraditional programs. Support services for nontraditional students included child care, transportation, seminars, tutorials and mentoring, and other needed services.

Criminal Offenders in Correctional Institutions: Vocational education was provided to 13,468 criminal offenders in PY91. These services were provided through the state's correctional institutions: the Texas Youth Commission and the Texas Department of Corrections. The Texas Youth Commission served 2,968 at the secondary level at 6 campus sites, and the Texas Department of Corrections served 10,500 adults at 24 units.

Tech Prep

Tech Prep is a system that links secondary schools and community/technical colleges to prepare students for careers in the 21st Century. The 1990 amendments to the Perkins Act show the commitment to this new program. Congress has allocated substantial funding for these programs. The 1990 Perkins act stipulates that Tech Prep programs must consist of two years at the secondary level plus an additional two years at a postsecondary institution, with common core courses in mathematics, science, communications, and technologies that lead toward an Associate's Degree.[12]

Texas has taken a systems approach to Tech Prep. After completing the academic and technical program in high school, Tech Prep students should be prepared to continue their technical education at a two-year college, enter full-time employment in their chosen field, or pursue a baccalaureate degree at a four-year university (see Chart 2 on page 21 for more detail). In Texas, Tech Prep consortia coordinate the planning, development, and implementation of the comprehensive programs to be implemented in public secondary schools and community and technical colleges. Regional work force information is provided by the 24 Quality Work Force Planning committees.[13]

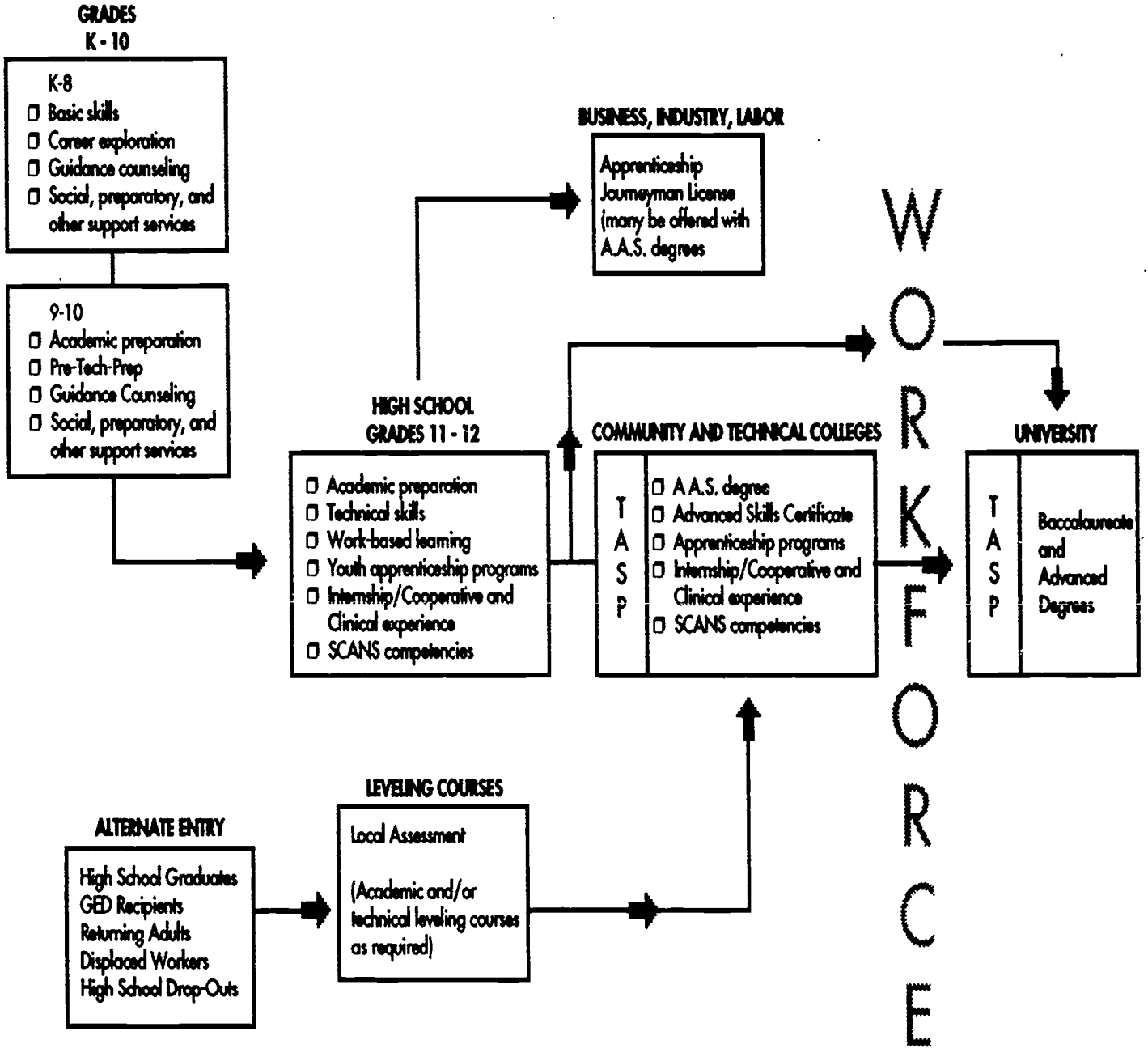
In Texas, Tech Prep Associate of Applied Science (AAS) degree programs may be earned within four major occupational areas or clusters:

- industrial and technical (engineering technology, applied science, mechanical, industrial, or practical trades or arts, and agriculture);
- business/office;
- health; and
- personal and protective services (including child development and law enforcement).

In order to be considered a Tech Prep AAS degree program in Texas, the program must provide the minimum requirements:

- a six-year program beginning in the ninth grade of high school and leading

Chart 2
Tech-Prep Program Model
Technical and Professional Career Preparation



Source: Texas Higher Education Coordinating Board

to an AAS degree with advanced skills from a public community/technical college;

- integrated academic and technical curriculum cooperatively developed (business, industry, labor, and secondary and higher education), as well as workplace and classroom learning experiences which provide theoretical and applied instruction and practical experience;
- student competence in critical thinking skills and application of mathematics, science, and communication skills;
- coherent sequence of courses which span secondary and higher education;
- student workplace basic skills with opportunities for advanced technical skills training and/or baccalaureate study;
- a coordinated delivery system for educational and social support services for students, including special populations, to ensure access to programs and student achievement;
- a comprehensive career development guidance counseling program for students beginning no later than the seventh grade and continuing throughout the program;
- a comprehensive and continuous professional development program for secondary and higher education academic and vocational/technical faculty, counselors, other staff, and administrators involved in Tech Prep programs; and
- a method to identify and follow the progress and outcomes of Tech Prep students throughout the program.

Moreover, Tech Prep programs must be in targeted occupations to gain approval from TEA and THECB.

"There are 26 funded and one nonfunded Tech Prep consortia, with 486 school districts and all public community and technical colleges participating as signed members."

There are 26 funded and one nonfunded Tech Prep consortia, with 486 school districts and all public community and technical colleges participating as signed members. At this point, approximately 8,000 students have been documented as enrolled in a Tech Prep program. However, it is believed that this figure is well below the actual amount since enrollment figures have not been documented by many of the school districts.

Private Sector Involvement

At the secondary level, 70 percent of the schools surveyed indicated either a "large" or "moderate" extent of private sector participation. More importantly, 65 percent of the schools indicated that the private sector participates in their curriculum development and revision; thus having an impact on the vocational programs. Of those high schools citing private sector participation in curriculum development, 64 percent rated their input as either "excellent" or "good," with only 3 percent indicating the private sector's input as "poor." Moreover, the private sector's suggestions have been incorporated either "most of the time" (32 percent) or "some of the time" (59 percent), with the responses of "rarely" and "never" combining for only 8 percent of the total.

The secondary schools overwhelmingly cited (82 percent) vocational advisory committees as the vehicle for involving the private sector in their programs. In addition to advisory committees, some schools use other methods such as speakers/consultants for career day, partnerships with the private sector involving tutoring or mentoring, co-ops with the business community, and civic club involvement. Several school districts reported in the survey that they were placing vocational teachers in industry during the summer to keep their technical knowledge updated in the field.

The secondary schools point out lack of time or inflexible work schedules as the biggest barrier to private sector involvement. Other barriers to private sector involvement are the lack of business in the area, lack of clearly defined goals, and the apathy of some businesses to participate. Several schools indicated that they will be able to respond to the needs of the business community with greater efficiency with the advent of the Tech Prep programs and information provided by Quality Work Force Planning.

At the postsecondary level, 98 percent of the colleges indicated either a "large" or "moderate" extent of private sector involvement. Ninety-eight percent also indicated having private sector representatives participating in curriculum development. In addition, 86 percent of the schools responded as having incorporated private sector suggestions into the curriculum either "most of the time" or "some of the time," with the responses of "rarely" and "never" not answered.

Like the secondary schools, postsecondary institutions involve the private sector mainly through vocational/technical advisory committees (84 percent), both departmental as well as industry advisory boards. Other methods used independently or in conjunction with advisory committee meetings include guest speakers, business cooperatives and partnerships, JTPA contract training, and focus groups.

The barriers for private sector participation with postsecondary vocational/ technical institutions are identical to those at the secondary level. Some postsecondary administrators feel that Tech Prep and Quality Work Force Planning committees will alleviate some of the barriers, while others believe that creating more partnerships and creative scheduling (to enable private sector representatives a greater opportunity to meet) can increase communication at administrative and faculty levels.

Both secondary (82 percent) and postsecondary (98 percent) institutions feel that their occupationally specific (and nonspecific) vocational/technical programs reflect projected labor market needs. Survey results show that postsecondary institutions identify projected labor market needs through information provided by Quality Work Force Planning committees (54 percent) more extensively than do secondary vocational programs (32 percent).[14] Secondary schools tend to rely more on advisory council reports, surveys, and other state supplied information.

"Several schools indicated that they will be able to respond to the needs of the business community with greater efficiency with the advent of the Tech Prep programs and information provided by Quality Work Force Planning."

Return on Investment

It is difficult to truly assess the return on investment of the state's vocational programs. The follow-up system is weak at the secondary and postsecondary levels; although the THECB is currently working at imporving the current system. For example, data shows that three in five students take at least one vocational/technical course at the secondary level. However, it is not known how many of these students are taking coherent sequence of courses. At the postsecondary level, 42 percent of the declared Associate degree candidates are in technical programs (note: the percentage of students enrolled in vocational/technical programs would be higher if the figure included those enrolled in short-term programs or those that take only one vocational/technical course without declaring a major).[15] However, better information is still needed to assess what percentage of graduates or certificate holders are working in an area related to training.

It appears that targeting education towards priority occupations is a good idea on improving the return on investment; although, it is still too early to make any concrete judgements. Improving the return on investment is important since U.S. Department of Labor statistics show a majority of new jobs being created require education beyond high school, though 80 percent of them do not require four years of college.[16]

Furthermore, *A Scans Report for America 2000*, by the Department of Labor, concludes that a person's income is synonymous with not only basic literacy and thinking, but also one's ability to acquire and use technical skills, communicate, and work with others. Tech Prep can very well be an important avenue linking and integrating academics and vocational/technical education to teach the high skills needed in today's work force. TCOVE is currently evaluating the extent of academic and vocational integration in Texas schools.

"... a person's income is synonymous with not only basic literacy and thinking, but also one's ability to acquire and use technical skills, communicate, and work with others."

COORDINATION BETWEEN JTPA AND VOCATIONAL EDUCATION

Issues relating to coordination remain a hot topic in the national and state political arenas because it promises greater efficiency and effectiveness among programs. Greater efficiency can occur by consolidating services and avoiding wasteful duplication of services. Effectiveness could be improved by "getting more bang for your buck," or serving more clients with the same amount of resources. However, there are costs associated with coordination. To make coordination effective, it must be assured that the benefit and cost savings are greater than its administrative costs.[17]

National Coordination

Very little coordination occurs at the national level between the U.S. Department of Labor and U.S. Department of Education. Although coordination is the goal, several discrepancies exist between the two acts hinder coordination efforts. Lorraine McDonnell and Gail Zellman cite, in a report written for the National Center for Research in Vocational Education, that JTPA and vocational education differ in four major ways:

- The programs for JTPA are much smaller than vocational education. A majority of secondary students take at least one vocational course, while JTPA serves only 5 percent of the population in Texas that need training.
- JTPA training and support services concentrate on short-term training that is more directly linked to immediate employment than vocational education programs.
- In JTPA, the government acts as the primary funder and defines the performance standards.
- Services for JTPA are delivered through other institutions that are outside the public secondary and postsecondary educational system.[18]

Furthermore, cooperation between JTPA and vocational education is made more difficult because of different governing bodies, different funding basis, and different performance criteria. JTPA is a performance driven system for mainly job placement and specific skill enhancement programs. Vocational education focuses not only on the individual's employment outcomes, but on the student's continuance of education. JTPA targets the economically disadvantaged individual, many of which are out-of-school adults and youth, while vocational education seeks all groups who need training, concentrating on special populations, for long-term educational goals. Through coordination, a spectrum of services can be provided to Texas citizens.

State Level Coordination

The Carl Perkins Vocational and Applied Technology Education Act of 1990 and the

"Furthermore, cooperation between JTPA and vocational education is made more difficult because of different governing bodies, different funding basis, and different performance criteria."

Texas Council on Vocational Education

Job Training Partnership Act both possess provisions for state level coordination. It is mandatory for both acts to have concurrent planning periods. State and local plans must document their efforts of coordination. School districts receiving grants for vocational education programs must share their local plans with SDA officials for review.[19] Moreover, Section 123 of JTPA sets aside "8 percent funds" for coordinating education and job training systems. In addition to the mandates, Texas has established several mechanisms to promote coordination.

Joint Advisory Committee

A Joint Advisory Committee, comprised of three members apiece from the State Board of Education and the THECB, and one member from TCOVE, is required by state law to recommend the annual allocation of Perkins funds, which has been split at 60 percent for secondary vocational education and 40 percent for postsecondary vocational education the last few years.[20] The Joint Advisory Committee's other duties include agency and institutional coordination and teacher training. The Texas Department of Commerce and the Texas Employment Commission (TEC) have an ex-officio member on the committee to promote coordination between vocational education and JTPA. However, neither the TEC nor the Texas Department of Human Services (DHS) are full-time partners on the committee. The newly created Texas Council on Work Force and Economic Competiveness will begin coordinating work force education and training programs beginning September 1, 1993. The Joint Advisory Committee will focus on coordination between secondary and higher education programs.

"TEA, THECB, and the Texas Department of Commerce have formed a tri-agency partnership..."

Master Plan

The Texas Legislature directed the State Board of Education to develop the first Master Plan for Vocational Education in 1984. The goal of the Master Plan for Career and Technical Education is to develop a world-class career and technical education system for Texas students and adults. TEA, THECB, and the Texas Department of Commerce have formed a tri-agency partnership to meet the issues of:

- integrated delivery systems;
- elementary and secondary education; and
- higher education.

The tri-agency selects 8 members for the 24 member task force. Two of the task force members serve on the Texas Council on Vocational Education. The Master Plan was revised and reformed in 1992. Meanwhile, TCOVE has continued to advise the agencies and committees throughout the development of the Master Plan.

In addition, the tri-agency partnership will support the following statewide initiatives to ensure successful attainment of the Master Plan's goals:

- infusion of SCANS basic skills and workplace competencies into integrated (academic and career/technical) curricula based on skill master;
- identification and use of industry-based occupational skills standards to develop curricula for high skills/high wage occupations;
- implementation of a comprehensive career guidance and information system for students/adult learners to ensure effective assessment of needs and access to flexible career paths;
- expansion of an automated student/adult learner follow-up system to ensure accountability by successful individual outcomes;
- development of models for one-stop client assessment and referral for education and training;
- coherent sequence of courses; and
- professional development and staff training related to these initiatives.

The tri-agency worked at developing a coordinated and integrated approach to the Master Plan. Students will be shown ways to enter occupations through career pathways, the Tech Prep system, and school-to-work transition programs. Accountability is built into every objective, goal, and success strategy. The holistic approach to planning is a major breakthrough in coordination.

The Master Plan, while addressing secondary and postsecondary vocational education and tri-agency initiatives, does not include JTPA program goals and objectives. Moreover, tri-agency partnership does not include TEC, which supplies employment services, nor DHS, which has access to individuals with the greatest needs.

Quality Work Force Planning

Unique to Texas, Quality Work Force Planning (QWFP) provides a systematic, data-driven method for identifying employer needs and a sound basis for improving career and technical education and training programs to meet student and adult learner needs.

QWFP began in 1987 as a series of pilot projects funded by the Perkins Act. In 1989, the Texas Legislature committed the State to develop an integrated delivery system through QWFP. Two years later funds were appropriated for this initiative. QWFP is an effort in Texas to enhance regional planning for quality work force development.

A tri-agency initiative composed of TEA, THECB, and the Texas Department of Commerce have collaborated to jointly promote and implement QWFP. The agencies challenged representatives from education, training, business, industry, and labor to adopt a new perspective: a cooperative regional view of common needs and proposed solutions. What resulted were 24 regional planning committees that incorporate 1,059 public independent school districts, 54 public community and technical colleges, and 35 JTPA private industry councils.[21] QWFP is a partnership

"Unique to Texas, Quality Work Force Planning provides a systematic, data-driven method for identifying employer needs and a sound basis for improving career and technical education and training programs to meet student and adult learner needs."

Texas Council on Vocational Education

between more than 1,000 representatives that encompass all 254 counties in the state.

During the 1991-92 academic year, the committees developed and implemented service delivery plans that have increased partnerships to support career and technical education and training programs, improved communication and dissemination of labor market information, and improved programs by providing leadership, advocacy, and assistance. The committee's accomplished goals include:

- identifying key industries and targeted occupations in all regions so that education and training providers could use current labor market information in program planning;
- coordinating efforts with Tech-Prep consortia to ensure all secondary Tech-Prep and Associate Degree programs are based on regional targeted occupations;
- providing key industries and targeted occupations information to JTPA PICs for use in federal planning;
- identifying key skills for targeted occupations and providing feedback to schools for curriculum development; and
- start-up of new courses based on labor market demand.[22]

"The Quality Work Force Planning Committees are important because they serve as a vehicle for change by providing a forum for educators and employers to focus on regional needs."

The Texas approach to achieving a quality work force has earned our state national recognition for improving coordination between career and technical education and training programs. Moreover, it has been studied and often cited as unique in its comprehensive approach to the work force development agenda. This recognition was based on the achievements and pioneering efforts of nine pilot projects. With QWFP successfully implemented statewide, the 24 committees now provide leadership, advocacy, and assistance that will generate long-term successful outcomes in:

- development of career path information for targeted occupations;
- prominent involvement by business, industry, and labor to determine priorities for career and technical education and training programs and related fields;
- increased efficiency and cost-effectiveness of matching and delivering training for targeted occupations;
- reduction in unnecessary program duplication;
- significant numbers of highly skilled workers trained for targeted occupations; and
- improved educational support for economic development.

The Quality Work Force Planning Committees are important because they serve as a vehicle for change by providing a forum for educators and employers to focus on regional needs. Each regional planning committee received $75,000 per year for the 1992-1993 biennium. Initial responses from the surveys about QWFP have been

positive. A substantial percentage of institutions from the surveys cited QWFP as an avenue for the development of new programs reflecting labor market needs. Although in its initial stages, QWFP appears to be the most effective program for improving coordination between vocational/technical education and training programs in Texas. Although each QWFP committee has a TEC labor market analyst and some have a representative from DHS, further coordination could be achieved by including TEC and DHS in the tri-agency partnership in terms of representation and funding.

Human Resource Investment Council

Senate Bill 642 creates the Texas Council onWorkforce and Economic Competitiveness and local Workforce Development Boards in order to develop an integrated state and local delivery system. The new Council assumes responsibilities formerly held by:

- Texas Council on Vocational Education;
- State Job Training Coordinating Council;
- Technical Advisory Committee to the State Occupational Information Coordinating Committee;
- Texas Literacy Council; and
- Apprenticeship and Training and Advisory Committee.

The new Council will be appointed and operational by September 1, 1993. It will have the responsibility to design a single state and local delivery system with a high wage strategy for work force development in Texas.

Local Coordination

Local coordination between JTPA and vocational education has concentrated on the efforts of the SDAs and PICs, secondary school districts, and postsecondary community and technical colleges. For example, some communities have effective advisory councils that allow JTPA clients to enroll in regular vocational education courses in community colleges/technical schools, or coordinate with secondary school administrators to identify at-risk students for additional services in remediation, counseling, summer youth employment, and other services.[23] The most common type of coordination occur when JTPA subcontracts with providers of vocational education.[24] The creation of the Quality Work Force Planning regions in Texas has facilitated different types of coordination because it allows more information to be exchanged through partnerships between educators, business, and industry.

Assessment of JTPA Coordination with Vocational/Technical Education

TCOVE's evaluation in 1991 of JTPA and vocational education coordination identified three general types of coordination models which cogently exist today. These are:

- The PIC subcontracts with high schools and postsecondary institutions to provide vocational and remedial education.

"Senate Bill 642 creates the Texas Council on Workforce and Economic Competitiveness and local Workforce Development Boards in order to develop an integrated state and local delivery system."

- The PIC administers its own pre-employment and remedial skills center and subcontracts vocational training to postsecondary institutions.
- The PIC directs individuals to existing programs which are best suited for their needs.

Of major concern to JTPA representatives was the lack of cross representation between the PICs and vocational education advisory committees. The results from the 1993 TCOVE survey completed by the SDAs show that all the respondents have held meetings with representatives of vocational education institutions (community colleges, technical institutions, and local independent school districts). Furthermore, only 13 percent of the respondents believed the ability to meet and coordinate with vocational education institutions to be difficult.

Although meetings between JTPA and vocational education seem to be occurring throughout, only half of the respondents indicated actually coordinating annual plans. However, it is apparent that regional measures have been taken to share information on program summaries of scheduled classroom training programs. A majority of the respondents refer to having offered JTPA services jointly with a vocational education institution. Those SDAs that have been unable to provide services jointly with vocational education cite the following barriers (all bullet points in reference to surveys will be listed in order of importance):

- the different purposes and goals of each act;
- incompatible planning cycles, fiscal years, or geographic areas;
- incompatible schedules for courses/classes;
- vocational programs do not meet JTPA performance standards;
- burdensome paperwork or reporting requirements; and
- lack of time or resources for coordination.

Eighty percent of the SDA respondents viewed recent trends in the last three to five years in coordination between vocational education and JTPA programs to be either "much improved" or "somewhat improved." SDAs reported that state policy helping efforts of coordination the most were:

- Quality Work Force Planning;
- PIC involvement; and
- priorities for JTPA 8-percent fund.

SDAs reported that overall coordination efforts have been impeded by:

- lack of planning among state agencies;
- lack of state resources for JTPA clients; and
- lack of strong state encouragement or support for coordination.

"Of major concern to JTPA representatives was the lack of cross representation between the PICs and vocational education advisory committees."

Assessment of Secondary Coordination with JTPA

Results from the stratified random sample indicate sketchy coordination between secondary school administration and JTPA. Less than one-third of the secondary school respondents have an official from the school district serving as a member of the local PIC. However, 71 percent of the respondents indicated that students at their high school receive services funded by JTPA. These services are concentrated mainly in summer employment programs, but other services such as work experience programs, counseling during the school year, and remediation/tutoring also are used extensively. Over two-thirds of these programs are planned jointly by JTPA and high school administrators; though few of the secondary schools provide any of its own funds for the programs.

The secondary schools that did not receive any JTPA services were asked to list the barriers that prohibited joint services. The answers most frequently given were:

- lack of time or resources for coordination;
- burdensome paperwork;
- political barriers/resistance;
- lack of cooperation from JTPA staff;
- incompatible planning cycles; and
- different purposes or goals.

Secondary schools are less convinced than the SDAs that coordination between vocational education and JTPA has improved in the last three to five years. Half the respondents believe coordination stayed "about the same," while 16 percent believed it to be "much improved" and 27 percent "somewhat improved."

Assessment of Postsecondary Coordination with JTPA

Coordination is much more prevalent between postsecondary institutions and JTPA than between secondary schools and JTPA. More than half of the postsecondary vocational/technical schools have formal representation by an administrator on the local PIC. Moreover, over three-fourths of the postsecondary institutions were used as a local service provider for JTPA.

All the respondents indicated that classroom instruction was provided for JTPA clients. With one exception, of the respondents enroll their JTPA clients in regularly scheduled classes, while less than a fourth also offer special classes only for JTPA clients. The largest enrollments of JTPA clients were in vocational certificate programs, remedial education, vocational associate degree programs, and short-term or non-credit vocational programs. In addition, JTPA clients received services such as counseling, tutoring, child care, transportation, etc., that were usually planned by the JTPA administrator or jointly by JTPA and postsecondary vocational education administrators. Those that were not able to provide services jointly with JTPA cited these reasons

"Coordination is much more prevalent between postsecondary institutions and JTPA than between secondary schools and JTPA."

as the main impediments:

- different purposes and goals of the two acts;
- lack of cooperation from JTPA staff; and
- political barriers/resistance.

Sixty-four percent of the respondents believe that coordination is "much improved" or "somewhat improved." Another 22 percent believe that the trend has remained the same. Postsecondary institutions overwhelmingly cited QWFP as state policy that has encouraged coordination. Half of the respondents also selected the PICs as a strong vehicle for coordination. The lack of planning among state agencies and the lack of state resources for JTPA are listed as the biggest reasons for discouraging coordination.

Texas Council on Vocational Education

RECOMMENDATIONS

Recommendation:	Rationale:	Made to:
1. All work force development systems should have the following components: career guidance and counseling, classroom and work-site learning opportunities, placement assistance and support services.	Vocational Education offers an abundance of classroom training but comparatively little work-site training. In contrast, JTPA does more work-site learning but less occupational classroom training than does vocational education. The best training programs incorporate both classroom and work-site training for hard-to-serve clients.	US Department of Labor US Department of Ed. SJTCC TDOC State Board of Education THECB
2. All work force development programs should have short-term and long-term accountability measures and incentives to meet these measures, as well as common data elements and follow-up systems.	Both programs measure short term accountability, but more effective methods for long-term follow-up other than mail in surveys needs to be implemented. Initiatives have already started to alleviate problems in accountability, but additional measures still need to be taken. Short-term accountability evaluates the immediate affects of education and job training. Long-term accountability shows a return on investment. Offering incentives to accountability measures encourages the programs to meet performance measures. Common data systems allows for integrative services with cost effective measures.	SJTCC TDOC State Board of Education THECB TEC Legislature
3. All work force development programs should be driven by labor market information. Targeted occupations and state priority occupational data should be a component of program approval for JTPA training, including on-the-job training, and secondary vocational education.	Statewide policies and legislation need to provide an integrated framework to prepare the Texas work force for the 21st century. Funds cannot be wasted on obsolete or dead-end occupations. At this point, only THECB approves new programs based on state and local target occupations.	US Department of Labor SJTCC TDOC State Board of Education THECB TEC Legislature State Occupational Information Coordinating Committee

Recommendation:	Rationale:	Made To:
4. A work force development program for hard-to-serve clients/special needs students should be developed as long-term training in a cyclical or staggered period. Clients/students would receive training for a short period, then work at a work site, and return later for more in-depth training.	Hard-to-serve clients/special needs students need long-term training to enhance their skills beyond remediation. However, continuous long-term training can be inflexible and difficult to manage without adequate monetary assistance. Neither vocational education nor JTPA provide services in staggered or cyclical periods. Such measures can allow people with many barriers to employment greater options and flexibility.	US Department of Labor US Department of Ed.
5. Guarantee all secondary students who earn a license or certificate in a vocational program to employers by offering to re-enroll completers that employers judge as lacking necessary technical skills. JTPA service providers should be encouraged to guarantee their occupational skills training.	At this point, only THECB offers a policy that will guarantee their graduates to employers. Such a system would serve as an accountability measure that will ensure skill enhancement for all individuals served. Moreover, employers now would have a benchmark on which to hire all prospective employees and receive immediate feedback on whether clients are adequately prepared. Guarantees should be limited to those individuals who have earned a certificate or licensure.	US Department of Labor US Department of Ed. SJTCC TDOC State Board of Education THECB
6. TEA and TDOC should provide secondary schools with information on JTPA programs and available services.	Many schools, especially small independent school districts, are unaware of JTPA services and programs. Simple knowledge of JTPA programs by vocational/technical schools will most certainly spur interest in coordination and remove any pre-conceived notions about JTPA. In addition, half of JTPA youth clients are in-school, which creates a natural bridge to become partners serving at-risk students.	SJTCC TDOC State Board of Education

Recommendation:	Rationale:	Made to:
7. TEC and DHS should be included in and help fund the tri-agency partnership at state and local levels.	It is logical to include these two agencies in the coordination activities of the tri-agency partnership since TEC has access to all employment services and DHS is a major supplier of clients.	SJTCC TDOC State Board of Education THECB TEC DHS
8. The Master Plan for Career and Technical Education should include JTPA program goals and objectives.	Including JTPA goals and objectives in the Master Plan offers a more complete vision for all work force education and training. The Master Plan could then be used as an operational plan for all work force development.	SJTCC TDOC State Board of Education THECB
9. The use of 8% Education Coordination funds should be evaluated to determine the most effective use of these funds and how they are being used for coordination of services.	It is commendable that most of the coordination funds are used to serve clients with more than one barrier to employment. However, the programs resemble those of Title II programs instead of coordination initiatives. Survey results show that only a quarter of secondary and postsecondary institutions receive 8% Education Coordination funds. However, 8% Coordination funds should allow JTPA easy access to classrooms and teachers at vocational-technical institutions so as to get more bang for the buck.	SJTCC TDOC State Board of Education THECB
10. The private sector, through companies or trade association, should be a partner in the education process by assisting in curriculum development, teacher training, student training, and choices of equipment purchases.	Creating stronger partnerships will prepare the state's future work force with skills needed for increased business growth. The private sector must play a role so that a company does not waste its resources on training or retraining completers of the programs. It will also keep schools and teachers in up-to-date or cutting edge technology.	Independent School Districts Community and Texas State Technical Colleges SJTCC TDOC State Board of Education THECB

Recommendation:	Rationale:	Made to:
11. Develop summer youth programs as a major coordination component between vocational education and JTPA. The key to the coordination process would be to use JTPA summer youth program participants to feed vocational cooperatives and classroom training in the fall and spring semesters.	Coordinated efforts in the summer can build on existing student/client accomplishments. Instead of long summer lay-offs for secondary vocational education students, coordination with JTPA summer youth programs can allow for remediation and work-site learning. Coordination between JTPA summer youth programs with in-school vocational education programs allows for a continuous flow of services that will increase efficiency of funds by eliminating some duplication of services.	SJTCC TDOC SDAs PICs State Board of Education THECB
12. To enhance state and local coordination between vocational education and JTPA, the SJTCC should identify exemplary models of coordination. Detailed accounts of those models, including target populations, outcomes, and use of funds by source should be distributed to secondary and postsecondary institutions, SDAs, and all the coordinating agencies.	Some vocational education institutions have no firm grasp of coordination and such models could serve as a benchmark for such activities. New forms of coordination can create efficiency and effectiveness of the work force programs. Exemplary coordination between JTPA and vocational education is taking place in this state, but such models need to be better publicized to other institutions. At this point, there exist no comprehensive model of coordination that all institutions have access to.	SJTCC TDOC

ENDNOTES

[1] American Vocational Association, *The AVA Guide to the Carl D. Perkins Vocational and Applied Technology Education Act* (Alexandria, VA: American Vocational Association, 1992), p. 19.
[2] Special populations include the poor, the handicapped, the economically disadvantaged, disabled, single parents, foster children, those not properly served because of sex bias, and those with limited English proficiency.
[3] Presentation by Barbara Cigainero, Director of the Work Force Development Division, TDOC, to the Texas Council on Vocational Education on May 7, 1992.
[4] Presentation by John Baker, Executive Director of the Texas Association of Private Industry Councils, Texas Council on Vocation Education meeting, May 7, 1992.
[5] State Job Training Coordinating Council briefing, October 6, 1992.
[6] Ibid.
[7] W. Norton Grubb, Cynthia Brown, & John Lederer, *Order Amidst Complexity: The Status of Coordination Among Vocational Education, Job Training Partnership Act, and Welfare-to-Work Programs* (Berkeley, CA: National Center for Research in Vocational Education, August 1990), p. 12.
[8] Vocational Training News, "Clinton: Freeze JTPA, Boost Summer Program," Vol. 24, No. 7, February 18, 1993.
[9] Texas Education Agency, *State Plan for Vocational and Applied Technology Education Fiscal Years 1992-1994* (Austin, TX: TEA, 1992), pp. 3-5.
[10] Information provided by the State Occupational Information Coordinating Committee.
[11] Texas Higher Education Coordinating Board Report, "CB Endorses Guarantee of Graduates, Vol. XXVII, No. 2, April-June 1992.
[12] National Center for Research in Vocational Education, *Tech Prep: An Embryonic Idea and Divergent Practice* (Berkeley, CA: National Center for Research in Vocational Education, December 1992), p. 5.
[13] TEA & THECB, *Tech-Prep High School and Associate of Applied Science Degree Programs*, (Austin, TX: March 1992), p. 1.
[14] Other methods of calculating labor market needs are used either in conjunction with or apart from Tech Prep and Quality Work Force Planning, such as JTPA and Texas Employment Commission labor market information or employment surveys.
[15] Information provided by TEA and THECB.
[16] The Education Link, "Tech Prep is not Just Another Vocational Program," Vol. I, No. 1, Spring 1993.
[17] Grubb, Brown, & Lederer, *Order Amidst Complexity...*, p. 1.
[18] Lorraine M. McDonnell & Gail L. Zellman, *Education and Training for Work in the Fifty States: A Compendium of State Policies* (Berkeley, CA: National Center for Research in Vocational Education, December,1992), p. 160.
[19] Texas Education Agency, Division of Exemplary Programs, *A Guide for Funding Programs for Youth in At-Risk Situations With Carl D. Perkins Vocational and Applied Technology Education Act and Job Training Partnership Act Funds*, (Austin, TX: TEA Publications Distribution Office, August 1992), p. 31.
[20] It must be noted that the program years for vocational education institutions begin on September 1 and ends August 31.

APPENDIX A

Definitions of JTPA Adult and Youth Performance Standards

- **Adult Follow-Up Employment Rate**: The number of adult respondents who were employed during the 13th week after program termination as a percentage of the total number of respondents.

- **Adult Follow-Up Weekly Earnings**: The total weekly earnings for all adult respondents employed during the 13th full calendar week after termination, divided by the total number of adult respondents employed at the time of follow-up.

- **Adult Welfare Follow-Up Employment Rate**: The number of adult welfare respondents who were employed during the 13th week after program termination as a percentage of the total number of adult welfare respondents.

- **Adult Welfare Follow-Up Weekly Earnings**: The total weekly earnings for all adult welfare respondents employed during the 13th full calendar week after termination, divided by the total number of adult welfare respondents employed at the time of follow-up.

- **Youth Employability Enhancement Rate**: The number of youth who attained one of the employability enhancements whether or not they also obtained a job as a percentage of the total number of youth who terminated.

- **Youth Entered Employment Rate**: The number of youth who entered employment at termination divided by the total number of youth who terminated excluding those potential dropouts who are reported as remained in school and dropouts who are reported as returned to school.

Source: Texas Department of Commerce

APPENDIX B

Definitions of Hard-to-Serve Individuals

Adults:

- Individuals who are basic skills deficient.
- Individuals who are school dropouts
- Individuals who are recipients of cash welfare payments, including recipients under the JOBS program.
- Individuals who are offenders.
- Individuals with disabilities.
- Individuals who are homeless.

In-School Youth:

- Individuals who are basic skills deficient.
- Individuals with educational attainment that is one or more grade levels below the grade level appropriate to the age of the individuals.
- Individuals who are pregnant or parenting.
- Individuals with disabilities, including a learning disability.
- Individuals who are homeless or run-away youth.
- Individuals who are offenders.

Out-of-School Youth:

- Individuals who are basic skills deficient.
- Individuals who are school dropouts.
- Individuals who are pregnant or parenting.
- Individuals with disabilities, including a learning disability.
- Individuals who are homeless or run-away youth.
- Individuals who are offenders.

Source: Texas Department of Commerce

APPENDIX C

1989-91 Employer Ratings of Secondary Vocational Completers
Employed in a Field Related to Training

Program Area	Surveys Mailed	Surveys Returned	Technical Knowledge	Work Attitude	Work Quality	Overall Rating	Relative Prep.
Agriculture	916	718	4.23	4.32	4.34	4.31	4.40
Health Occu.	303	232	4.46	4.52	4.46	4.52	4.55
Marketing Ed.	3,093	2,427	4.40	4.49	4.49	4.48	4.45
Occu. Home Econ.	1,181	848	4.49	4.56	4.58	4.56	4.51
Office Education	2,398	1,902	4.45	4.52	4.47	4.49	4.26
Trade and Indus.	3,465	2,754	4.22	4.37	4.14	4.26	4.20
TOTAL	11,356	8,881	4.38	4.47	4.45	4.44	4.38

Source: Texas Education Agency

APPENDIX D

Employer Ratings of 1990-91 Postsecondary Technical Education Program Completers Employed Full-Time in a Field Related to Training

Program Area	Surveys Mailed	% Surveys Received	Technical Knowledge	Work Attitude	Work Quality	Overall Rating	Relative Prep.
Industrial Ed.	700	60.4%	4.03	4.35	4.26	4.19	4.03
Office Occu.	591	65.3%	4.00	4.41	4.30	4.29	3.93
Technical Ed.	618	66.8%	4.03	4.35	4.21	4.21	4.15
Health Occu.	2,255	67.5%	4.06	4.32	4.21	4.18	3.96
Dist. & Marketing	285	45.6%	4.14	4.56	4.43	4.33	4.06
Homemaking	107	62.6%	3.37	4.45	4.38	4.26	4.05
Homemaking	38	39.5%	4.07	4.34	4.07	4.47	4.53
Agriculture	129	55.0%	3.76	4.17	4.06	4.04	3.66
TOTAL	4,723	64.1%	4.02	4.35	4.24	4.2	3.99

Source: Texas Higher Education Coordinating Board

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