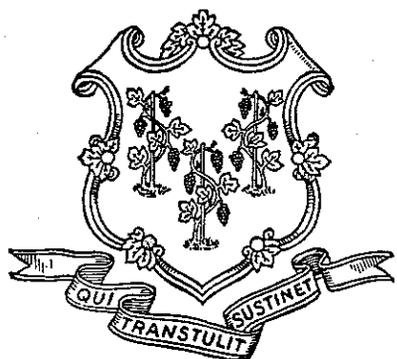


JOB TRAINING IN CONNECTICUT

Connecticut
General Assembly



LEGISLATIVE
PROGRAM REVIEW
AND
INVESTIGATIONS
COMMITTEE

December 1996

**CONNECTICUT GENERAL ASSEMBLY
LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE**

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Introduction

STATE SUPPORTED JOB TRAINING PROGRAMS

The Legislative Program Review and Investigations Committee authorized a study in March 1996 of the state's efforts to provide job training. The scope of the study approved by the committee called for an:

- examination of the role of all state agencies involved in job training;
- assessment of the organizational structure in place to coordinate the state's job training efforts;
- assessment of the basic models used in the state's job training programs; and
- analysis of the relationship among the agencies involved, the methods used, and the performance outcomes achieved by the populations served.

In preparing this report the committee reviewed national and state related literature dealing with the purpose and performance of various job training models and information obtained from numerous staff interviews of individuals associated with governmental and private organizations involved with planning or operating job training services. The committee also reviewed quantitative data from state agencies and regional workforce development boards (RWDBs) that had been collected and analyzed by the committee's staff.

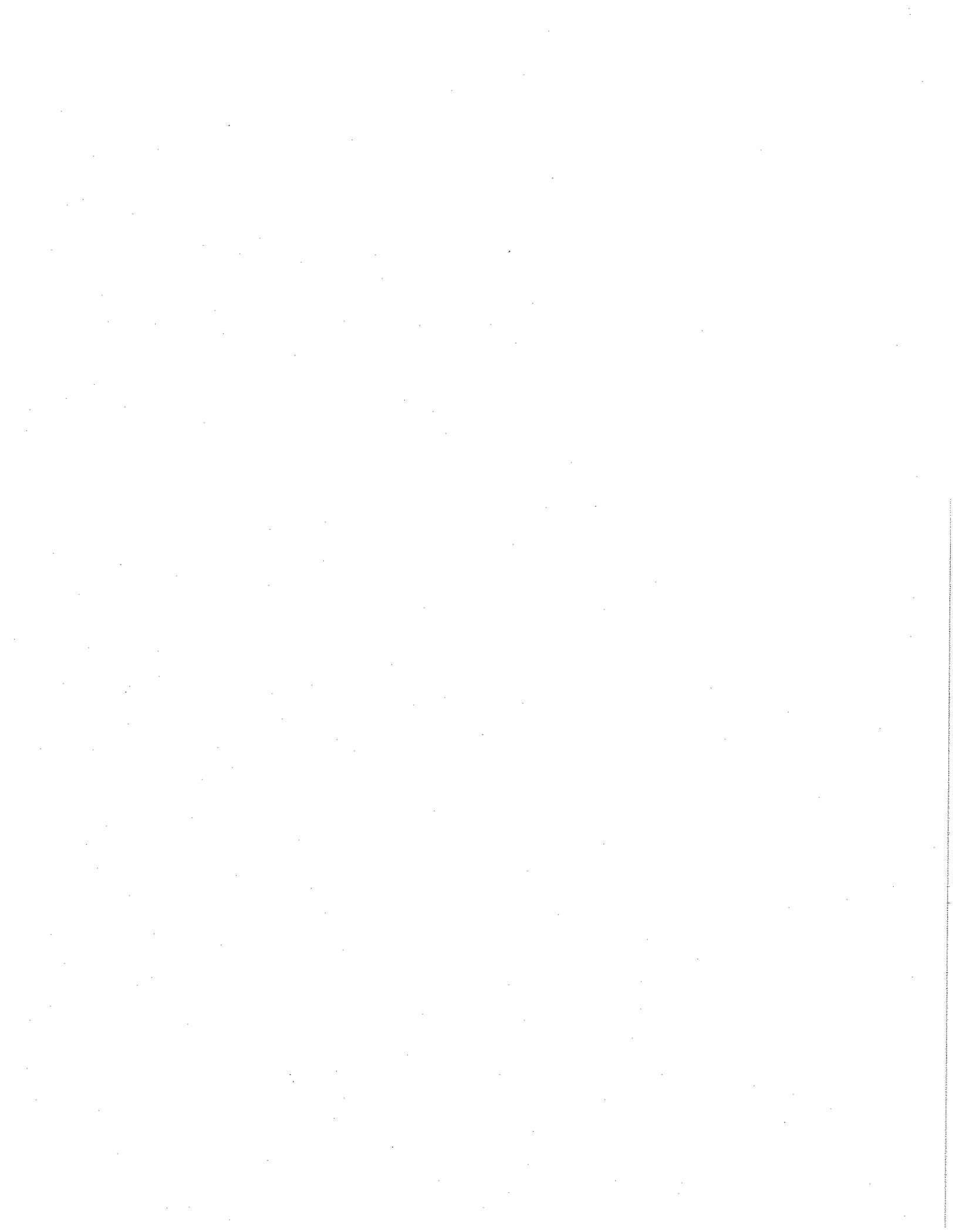
A staff briefing for the committee was held in August 1996. At that time, the organization and operation of the state's system for providing job training was outlined and preliminary analysis was presented. On August 20, 1996, the committee held a hearing to take testimony and discuss job training issues with governmental officials and the public. Finally, a draft set of findings and recommendations was discussed and adopted by the committee on November 26, 1996.

This report is divided into four chapters and three appendices, the last of which includes the official response of the state's Department of Labor (DOL). Each chapter is preceded by a brief outline of the chapter's key points. The first chapter defines job training as it pertains to this study, outlines the origins of

governmental involvement in the job training field, and defines the populations targeted as well as the models used to deliver services. The overall organization of the job training system as well as a detailed description of the process for planning, coordinating, and delivering services is included in second chapter. The focus of the third chapter is data analysis. The committee's findings and recommendations are presented in the final chapter.

Chapter One: Overview

- As used in this study, job training means: a set of activities and services that gives an individual the skills and assistance necessary to obtain or maintain a job in a specific industry.
- Populations targeted for publicly supported job training include dislocated workers, disadvantaged workers, workers with special needs, and new entrants.
- Methods used to deliver training include job search assistance, basic education, classroom/workplace instruction, workplace, training plus, and individual needs.



OVERVIEW

Definition and Purpose

As used in this study, job training means: *a set of activities and services that gives an individual the skills and assistance necessary to obtain or maintain a job in a specific industry.* The purpose of job training is to give individuals who have lost their jobs, are in danger of losing their jobs, or are economically disadvantaged and unemployable with their present skills an opportunity to attain a decent standard of living through employment. A secondary purpose of the training is to insure a sufficient supply of skilled labor in selected industries to meet employer demand.

Origins

Before the 1960s, government's role in job training was limited to vocational education programs, the federal-state employment service system established by the 1933 Wagner-Peyser Act, and public service employment programs. In the early 1960s, persistent unemployment associated with structural changes in the economy led the federal government to launch several job training initiatives.

The initial federal efforts, exemplified by the Manpower Development and Training Act of 1962, were designed as temporary measures aimed primarily at helping workers dislocated from the workforce by automation or import competition. Subsequent legislation such as the 1964 Economic Opportunity Act and the 1966 Adult Education Act, expanded the federal role to include support of training programs for economically disadvantaged individuals.

The training programs introduced during the 1960s were planned and financed by the federal government for implementation by local government officials and community-based organizations. It is through this mechanism that the federal government played a significant role in shaping the nation's training policies, particularly targeting the groups that could be served.

In 1973, the Comprehensive Employment and Training Act (CETA) consolidated several 1960s-era job training programs and enhanced the authority of local government officials to shape the programs to meet community needs.

CETA also included a component that authorized a standby public service employment program.

The CETA program, which was plagued by scandals, was replaced in 1982 by the Job Training Partnership Act (JTPA), which more than any other federal program governs the current structure and direction of job training at the state and local levels. Significant provisions written into the 1982 act increased state governments' administrative authority over job training programs and required states to coordinate JTPA programs with local education, public assistance, rehabilitation, and economic development agencies. JTPA also specified a major role for the business community in planning and implementing training programs at the grassroots level.

Populations Targeted for Training

One area in which the influence of the federal government is immediately evident involves the types of individuals targeted for job training. Requirements of federal legislation such as the Job Training Partnership Act, Trade Adjustment Act, Economic Dislocation and Worker Adjustment Assistance Act, and Carl Perkins Vocational Education Act among others, have defined the specific populations for which the federal government will provide money to support training. In Connecticut, the basic populations targeted for publicly supported job training are:

- *Dislocated workers* -- workers with a stable employment history who have lost their job and are not likely to be re-employed in their usual occupation;
- *Disadvantaged workers* -- low-income and unskilled individuals with little or no prior attachment to the labor force;
- *Workers with special needs* -- workers who have a physical or mental disability that results in a substantial impediment to work; and
- *New entrants* -- workers with no prior attachment to the labor force and who lack the skills and knowledge necessary to be gainfully employed.

Training Models

The methods used to deliver job training services can be grouped into four basic and two special models. One special model deals with severely disadvantaged individuals and couples job training with an array of social services such as counseling, health care, and financial assistance. The other special model is directed at meeting the training needs of individuals with mental or physical disabilities. The six models identified by the committee's staff can be summarized as follows:

-
- **Basic education** -- instruction in adult basic education including such topics as reading, writing, computing, and English as a second language;
 - **Classroom/workplace** -- classroom instruction in specific job skills such as word processing or home health care, which may be supplemented with a temporary job placement designed to provide work experience;
 - **Workplace based** -- instruction in an occupational skill through training that takes place at an actual job site;
 - **Job search assistance** -- assessment of an individual's job skills, training in job-finding techniques, and help in locating job openings;
 - **Training plus** -- training that supplements any of the above four basic models with one or more social services to enable the individual to participate in a training program; and
 - **Individual needs** -- training tailored to meet the needs and capabilities of individuals with mental or physical handicaps.

Job Training in Connecticut

The Connecticut Employment and Training Commission (CETC) publishes an annual inventory of the state's employment and job training programs. The program categories identified in the inventory represent a set of services aimed at specific populations. Funds provided through each category can support the efforts of several different state, local, and private agencies. The 1995 inventory identified 62 separate program categories. Sixteen of the 62 categories were eliminated from the committee's analysis -- 10 because they appeared to support routine educational services and the other six due to incomplete data. (See Appendix A)

A summation of the data for the 46 categories included in the committee's review indicates that in FY 95 employment and training services were made available to 350,712 individuals at a cost of \$250.1 million. This included \$111.5 million in federal funds, \$123.7 million in state funds, and \$14.8 million from private sources.

However, some cautionary notes are necessary when interpreting any of these numbers. First, the CETC inventory overstates the number of service recipients by counting an individual multiple times if he or she receives services under different programs. Second, in a few instances, funds transferred from one program category to another are reported in the inventory as expenditures under both categories, again distorting the overall picture.



KEY POINTS

Chapter Two: Organization and Operations

- State's organizational structure for job training primarily dictated by state statutes developed to meet the demands of the federal Job Training and Partnership Act of 1982.
- Connecticut Employment and Training Commission responsible for overseeing state's training system.
- Nine regional workforce development boards responsible for planning and oversight of local training.
- Vast majority of training programs administered by independent providers.

ORGANIZATION AND OPERATIONS

Structure

The organizational structure of the state's publicly supported job training system is shown in Figure II-1. The organization is primarily dictated by provisions of the state's general statutes that were developed to meet the demands of the federal Job Training Partnership Act of 1982.

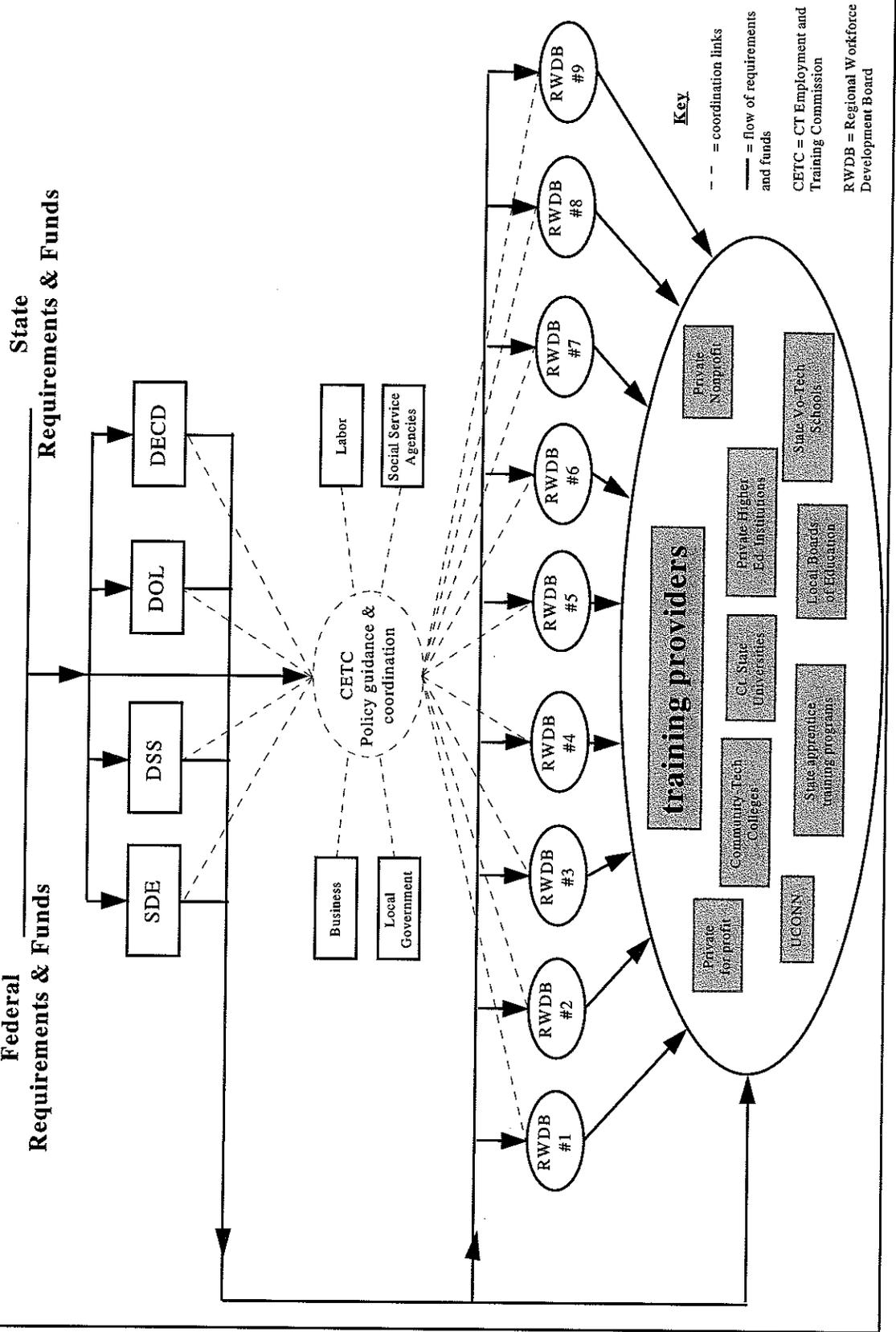
The solid lines with arrows in Figure II-1 show the flow of federal and state job training requirements and funds to state agencies, locally based regional workforce development boards, and training providers. At the center of the structure is the Connecticut Employment and Training Commission, which is charged by state statute with the responsibility for coordinating the state's training system. This is symbolized by the dashed lines radiating from CETC.

The requirements and funds shown as emanating from the federal government are primarily the result of the acts noted in the previous section and a host of social welfare laws such as Title XX of the Social Security Act and Title II of the Family Support Act of 1988 (e.g., training opportunities for AFDC recipients). The requirements and funds shown as coming from the state are a mixture of the state's response to financial incentives contained in the federal programs as well as its own initiatives.

Based on the federal and state guidelines, state agencies and the regional workforce development boards engage in planning activities to meet the training needs they have identified. Figure II-1 illustrates that state agencies may implement training programs by working directly with service providers or by going through the regional workforce development boards to engage training providers. Figure II-1 also shows that the regional boards implement programs by dealing directly with training providers.

One-stop career centers. Figure II-1 does not show the one-stop career centers that Connecticut is in the process of establishing with the aid of up to \$9 million in grants from the U.S. Department of Labor. The one-stop career center concept is noted because, if successfully implemented, it will significantly reshape the job training system pictured in Figure II-1. The goal is for the centers to be the mechanism through which the state's employment and training

Figure II-1. Structure of the State Supported Job Training System



programs are molded into a unified delivery system that meets the needs of individuals seeking a job and employers seeking workers.

Structurally, the centers will integrate employment and training staff from the Department of Labor, regional workforce development boards, and the Department of Social Services (DSS). Staff from other state agencies offering employment and job training services such as the Department of Education (SDE), Department of Economic and Community Development (DECD), and institutions of higher education may be added as experience at the centers dictates.

The centers, which will operate under the banner "Connecticut Works," will provide information on and access to the complete range of career-related services available in the state. Included among the services will be: information on career opportunities; skill testing and assessment of individuals; assistance in accessing education and training programs; a listing of job openings; job referral and placement; assistance with job search skills; and counseling and other support services. As of July 1, 1996, seven centers were open, and four additional centers are scheduled to open by the end of the calendar year.

Job Training Planning and Coordination

Planning, coordination, and program implementation for state sponsored job training programs are carried out by several state and local entities, each having specific duties and responsibilities. As mentioned earlier in this section, the Connecticut Employment and Training Commission and the Department of Labor are the main state agencies responsible for overseeing and coordinating job training efforts on a statewide basis. Other state agencies such as the Departments of Social Services, Education, and Economic and Community Development are also involved in job training, but more from a programmatic aspect.

Locally, nine regional workforce development boards have been created throughout the state to provide localized planning and oversight of job training efforts. These boards also work in conjunction with the labor department and CETC to plan and coordinate job training statewide. Meanwhile, the vast majority of training programs are operated and administered by independent providers.

Connecticut Employment and Training Commission. The Connecticut Employment and Training Commission was statutorily created in 1989 and is responsible for the overall planning, coordination, and evaluation of state sponsored job training programs. Formerly the state Job Training Coordinating Council, the present CETC performs similar duties and responsibilities as the past council, including those mandated by the federal Job Training and Partnership Act. In addition to functioning as the coordinating council pursuant to JTPA, the commission is the statutory body responsible for:

- reviewing employment and training programs to determine their success in leading to and obtaining the goal of economic self-sufficiency and determining if such programs meet the needs of workers, employers, and the economy;
- developing a plan for the coordination of all employment and training programs in the state to avoid duplication and to promote comprehensive, individualized employment and training services; and
- ensuring the membership of each regional work force development board meets federal and state requirements.

Membership on the commission is varied. State law requires that 30 percent of the commission consist of business and industry representatives; 30 percent represent state and local government; 30 percent represent organized labor and community based organizations; and 10 percent of the membership represent the general public. All commission members are appointed by the governor, and each serves at the governor's pleasure. A total of 35 members serve on the commission, and there are currently two vacancies.

The last full meeting of the Connecticut Employment and Training Commission was held in December 1994, while the commission's last executive committee meeting was conducted in June 1995. At present, no future commission meetings are scheduled.

Organizationally, the employment and training commission is located within the Department of Labor. The department provides the commission with staff resources to carry out its administrative functions. Overall budget expenditures for the commission since state fiscal year 1993 are presented in Table II-1.

Table II-1. Connecticut Commission on Employment and Training Expenditures.				
	FY 93	FY 94	FY 95	FY 96*
Personnel	\$109,084	\$151,492	\$118,258	90,054
Other Expenses	24,731	12,269	20,932	9,250
Capital Outlay	68	2,686	85	408
Total	\$133,883	\$166,447	\$139,275	\$99,712

*Through March.

Source of Data: Connecticut Employment and Training Commission.

Regional workforce development boards. Prior to their establishment in Connecticut in 1992, regional workforce development boards were known as private industry councils (PICs). PICs were developed in 1979 as local advisory committees in response to federal job training legislation. The present regional workforce board structure was created by the state mostly in anticipation of federal changes governing the funding and delivery of job training services. Currently, nine boards exist throughout Connecticut. A map showing each board's region is provided in Appendix B.

The advent of regional workforce development boards created a decentralized mechanism for job training policy development, planning, and coordination. Regional boards allow for a local, public/private partnership in overseeing job training programs. In turn, there is supposed to be cooperation between the boards and the Connecticut Employment and Training Commission, as well as with other state agencies, in helping formulate and shape job training initiatives and programs throughout the state.

Each workforce board is mandated to assess the needs and priorities within the board's particular region for the development of human resources. From the assessments, boards are required to coordinate a broad range of employment, education, training, and related services focused on the client and the regional needs of local businesses and industry. Workforce boards are also responsible for the following functions as outlined in statute:

- carrying out the duties of a private industry council as set out in the federal Job Training Partnership Act;
- assessing regional needs and identifying regional priorities for employment and training programs, especially those aimed at unskilled and low-skilled unemployed persons and individuals receiving general assistance or short-term unemployment assistance;
- planning regional employment and training programs and ensuring such programs respond to the needs of labor, business, industry, and the region;
- serving as a clearinghouse for information on employment and training programs;
- preparing and submitting an annual plan to the labor department and the employment and training commission outlining the board's priorities and goals for regional employment and training programs;

-
- reviewing grant proposals and plans for employment and training programs;
 - evaluating the effectiveness of employment and training programs within the region; and
 - ensuring the effective use of resources and allocation of funds for program operations.

In addition to the above duties, RWDBs are responsible for collecting information on program funding, characteristics of eligible participants, range of available services, program goals, and any other data related to employment and training essential for overall state planning.

Each RWDB is overseen by a board of directors. Directors are appointed by the chief elected officials of the municipalities in the region as agreed upon by the municipalities. In the absence of such an agreement, the governor makes the appointments. The Connecticut Employment and Training Commission is responsible for ensuring the selected directors meet the proper eligibility requirements.

Membership on regional workforce boards is based on provisions set forth in JTPA and state statute. Each board is to be comprised of: 1) business members, including owners, chief executive or operating officers of nongovernment employers, or other executives forming a majority of the board (when possible, at least half of the business members shall be from small and minority-owned businesses), and 2) nonbusiness members, including representatives of community-based organizations, state and local organized labor, state and municipal government, human service agencies, economic development agencies, and educational institutions, including secondary and postsecondary and regional vocational technical schools. At least 51 percent of each RWDB's directors must represent the business sector. This is an important provision designed to assure that RWDBs have a more direct link with the private business community.

Funding for regional workforce development boards comes from various sources. However, federal funding provided under JTPA is one of the main revenue streams for each board. JTPA funding is allocated by the federal Department of Labor to the state Department of Labor. The state labor department then distributes the funds based on a federal formula to the regional boards, or in some cases to a municipality within the region that acts as the fiduciary for the board. The federal formula allows the department to keep a portion of the JTPA funding for administrative purposes before passing the rest to the boards.

Program coordination. Coordinating job training to determine the most effective and efficient programs is primarily the responsibility of the employment and training commission and

the regional workforce development boards. The commission oversees the job training system from a statewide perspective, while the workforce boards coordinate and plan the use of resources at the local level.

State law prohibits RWDBs from administering their own job training programs except under limited circumstances. Instead, programs are administered mostly by independent service providers with regional boards acting as “service brokers” or intermediaries between the business sector, prospective trainees, and program providers.

To maintain overall local program coordination, regional workforce boards are the primary recipients of JTPA funding. As such, the state Department of Labor and the Connecticut Employment and Training Commission, in conjunction with the regional boards, are better able to monitor program planning and implementation at the local level.

In addition to the Department of Labor, other state agencies involved in job training are to coordinate their initiatives with the regional boards. However, this is not always the case. The program review committee has been informed that not all state sponsored job training programs are coordinated through the regional boards even though the boards are responsible for program planning at the local level. There have been instances when state agencies have dealt directly with service providers (as depicted in Figure II-1) rather than coordinating their activities through the regional development boards.

One example of this is the JOBS FIRST welfare reform initiative of the Department of Social Services. The program was designed without assistance from the RWDBs. Eventually, DSS sought job training services through a Request for Proposal (RFP), yet not all RWDBs responded to the proposal due to its “ambitious” requirements. Some regional workforce boards believed the RFP had programmatic goals that could not be adequately realized in the required time frame specified by DSS. As a result, DSS ended up directly contracting with service providers in several regions throughout the state, which circumvented job training coordination in those areas.

Program planning. The overall planning process and structure for job training programs is driven in large part by federal requirements. Since the state receives a sizable portion of its total funding for job training under JTPA, it must abide by the requirements stipulated under the act in order to receive and maintain the funding.

As part of the JTPA requirements, the state, through the Connecticut Employment and Training Commission and the Department of Labor, is required to develop and submit to the federal labor department a biennial plan regarding various facets of its job training programs. The plan is developed in conjunction with the nine regional workforce development boards.

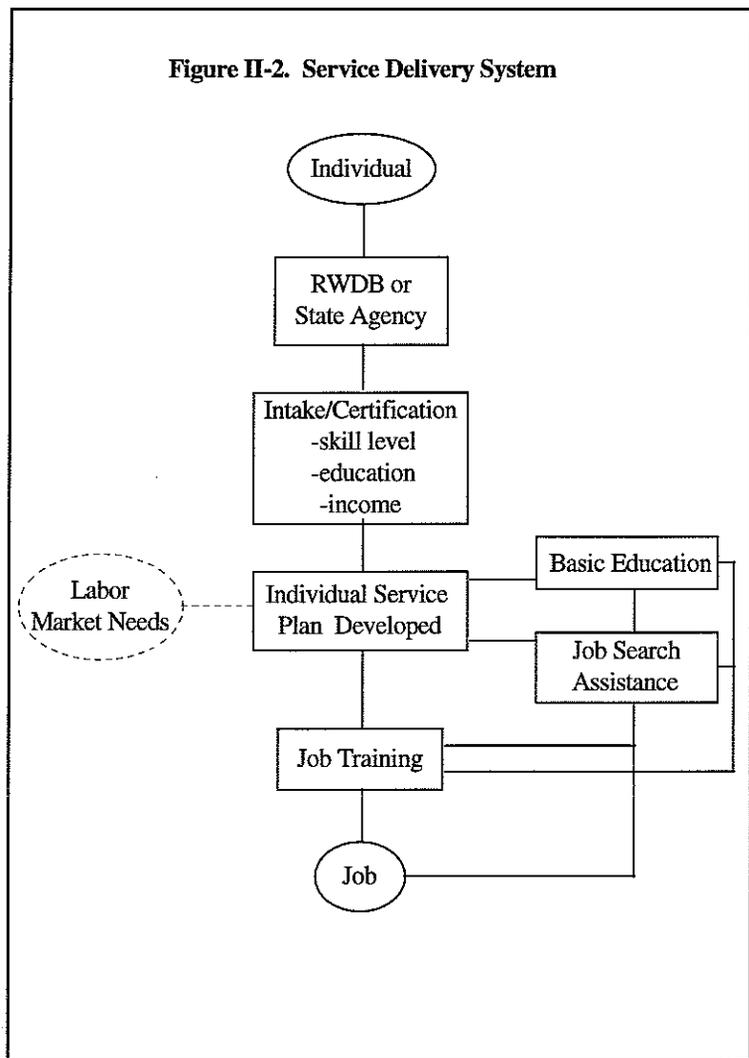
Each of the boards is responsible for submitting a yearly regional plan to the commission, which then formulates an overall state plan to be provided to the federal government.

In addition to the biennial plan required under JTPA, the employment and training commission developed a statewide guide to workforce development in July 1993. The guide was produced to outline the state's human resource development goals into the next century, and is the work of the employment and training commission as well as public and private educational, economic development, training, and human resource systems. The plan serves as a blueprint from which statewide job training programming and planning takes its lead.

Training Process

Figure II-2 outlines the various steps involved in the delivery of services under state sponsored job training programs. As the figure shows, a person enters the system via a state agency or a regional workforce development board. Welfare recipients, for example, as part of their involvement with DSS may be required to enroll in a state sponsored job training program. In addition, someone filing for unemployment benefits with DOL must register with the department's employment services section, which provides job training referrals and job search assistance.

The figure also shows that state agencies and RWDBs are responsible for examining the local employment market and determining the types of jobs available as well as the projected needs of employers in order to fill those jobs. Regional boards perform human resource needs



assessments of businesses through a variety of methods. Such assessment methods include surveying local businesses, addressing representatives at business-affiliated functions, and working closely with various chambers of commerce within a given region. Statewide labor market data provided by the labor department are also used to identify regional employment needs and trends.

Once someone is in contact with the state sponsored training system, an intake procedure is conducted by a state agency or regional workforce development board whereby general information about the individual is obtained. Typically, this information includes the individual's skill level, employment history, education level, and income level.

Following the intake process, a service plan is developed. At this point, the person seeking employment or training is either referred for additional basic skills development, to a training program, or for job search assistance. Further skill development is normally followed by participation in a training program, however, it is feasible that someone might go straight to employment from a basic education program.

Anyone whose skills, education, and past training are such that additional training is not required, is offered job search assistance. Such assistance includes phone banks, word processing and personal computer use, resume and cover letter services, and job posting services. It is possible that someone who does not find employment using job search services can, as an alternative approach, participate in a job training program.

It should be mentioned that some RWDBs give individuals the option of finding their own training provider from a pre-approved vendor list rather than being directly referred to a particular provider. To become an eligible provider, training programs are scrutinized to determine if they meet certain criteria such as cost and past performance. Furthermore, most RWDB programs are operated under performance based contracts with service providers. Such contracts require providers to meet performance benchmarks determined between the board and the provider. Once the provider reaches a specified goal, partial payment is released by the board to the provider. This system has built-in performance monitoring and allows regional workforce boards to withhold payment when providers do not meet predetermined training goals and objectives.



Chapter Three: Data Analysis

Inventory Data

- Summation of 1995 CETC data shows 350,700 individuals received training at a cost of \$250.1 million.
 - Figures drop to 119,200 and \$99.1 million, respectively, if special needs, basic education, and registered unemployed program categories are eliminated.
- Among targeted population groups, *special needs* had the highest number of individuals receiving services; *dislocated* had the lowest.
- Comparatively high number of *special needs* individuals served indicates the state has made significant effort to provide employment and training services to this population group.
- Job search assistance model served the greatest number of individuals.
- Average cost per individual according to target population ranged from \$793 for *disadvantaged* to \$2,479 for *dislocated*; in terms of service models, costs ranged from \$95 for *job search assistance* to \$4,322 for *individual needs*.
- Connecticut spends \$1.11 in state funds for every \$1.00 of federal money expended on employment and job training programs in the state.

Program Performance

- Regional workforce development boards reported job training expenditures of \$52 million for programs in 1995 and 1996 combined.
- Overall, 30,900 individuals terminated from either job-placement oriented programs or nonplacement programs during the two-year period.
 - 79 percent of those terminating from a job training program either found employment or

successfully completed their nonplacement-oriented program.

- Placement programs had a positive termination rate of 66 percent across the nine regions, while nonplacement programs averaged 89 percent.
- The average participant cost for job training programs across the nine regions was \$2,228; overall, costs per individual ranged from \$1,300 to \$3,600.
- Cost per individual for placement programs ranged between \$1,800 and \$5,700; nonplacement program costs ranged from \$976 to \$3,000.
- As a training model, on-the-job training placed the highest percentage of training clients in jobs; job search assistance had the lowest cost per individual served.

Analysis

This chapter is divided into three parts. The first summarizes the results of national evaluations of job training programs. The second contains an analysis of data obtained from the Connecticut Employment and Training Commission's inventory of state supported employment and job training programs. Performance data collected from the state's regional workforce development boards is reviewed in the final section.

National Evaluation Studies

During the late 1980s and early 1990s, researchers conducted many evaluation studies of federally sponsored employment and training programs. The analytical framework followed in most of the studies involved the interrelationship between service strategies and target populations. The measures used to evaluate the programs were placement rates, post training earnings of graduates, and net costs (the income benefits received by graduates minus the costs of providing the training.)

Table III-1 summarizes the findings of several national studies. Although it represents a simplification of the reported findings, the table does provide a reference point for analyzing the different models for delivering training services.

Generally, the findings show positive results in terms of placement rates, earnings, and net costs for the job search and workplace based training models. The classroom model received mixed reviews in the national literature. At this point, however, a note of caution is in order. The training models included in the table are broadly defined and do not account for variations in quality among specific programs at the point where services are provided. For example, job search assistance may involve a single seminar on how to get a job, or it may involve continuous access to word processing equipment, fax machines, or messaging and phone services -- two very different approaches.

Table III-1. Overview of National Evaluation Findings.

<i>Target Population</i>	<i>Classroom Training</i>	<i>Workplace Based</i>	<i>Job Search Assistance</i>
Dislocated Workers	With one exception, classroom training was not reported to significantly increase placement rates or earnings over the results of the job search only model	Generally reported to produce better placement rates and earnings than the classroom model	Generally reported to have a high positive impact on placement rates and earnings
Disadvantaged Workers	Reported to have a negative net cost when used for adult women, positive net cost when used for adult men. Overall, the least cost-effective model for this population	Reported to have a positive net cost when used with this population	Reported to have a positive net cost when used with this population
Youth	Negative net costs	Negative net costs	Negative net costs

Source: LPR&IC Analysis of studies reported in:

Leigh, D. *Does Training Work for Displaced Workers*. Upjohn Institute, 1990

Levitan, S., F. Gallo *A Second Chance: Training for Jobs*. Upjohn Institute, 1988

Orr, L., H. Bloom, S. Bell, F. Doolittle, L. Winston, & G. Cave, *Does Training for the Disadvantaged Work*. Urban Institution Press, 1995

CETC Inventory

As noted in Chapter One, the Connecticut Employment and Training Commission publishes an annual inventory of the state's employment and job training programs. Table III-2 shows how the use of narrower criteria for selecting program categories for inclusion in the inventory changes the overall numbers previously cited, resulting in a different view of the state's efforts in the employment and job training area. For example, limiting the selection criteria to topics associated with disadvantaged or dislocated workers eliminates the employment and job training programs aimed at individuals with special needs such as sheltered workshops, supported employment, alternatives to incarceration, and various vocational rehabilitation training programs. As a result, the reported number of individuals served is reduced to 285,904 and the cost to \$127.6 million. If all program categories designed to provide basic education services were also eliminated, the numbers would drop to 242,400 individuals served at a cost of \$109.6 million.

Finally, if the program category that includes unemployed persons who are registered with the Department of Labor's employment service (123,197 in 1995) was eliminated the number of service recipients would decline to 119,203 and expenditures would drop to \$99.2 million. The rationale for showing the effects of this change is based on the assumption that many of the individuals who collect unemployment insurance benefits never take advantage of employment and training services available from the labor department.

Table III-2. Effect of Eliminating Selected Employment and Job Training Categories.

<i>Program categories excluded</i>	<i>Total individuals served</i>	<i>Total cost</i>
None	350,712	\$250,079,935
Special needs	285,904	\$127,550,343
Special needs + Basic education	242,400	\$109,647,918
Special needs + Basic ed. + Unemployed	119,203	\$99,160,434

Source of Data: CETC 1995 Inventory.

The same cautionary notes about the inventory data that were discussed earlier apply to Table III-2. However, this only adds to the main point of the table, which is to indicate that the statistics in the employment and job training field are soft and should be used with caution.

State agency programs. Table III-3 displays, for selected state agencies and combinations of agencies, the number of programs supported, amount of funds expended, number of trainees, overall cost-per-trainee, and ratio of state-to-federal expenditures. The Department of Labor ranks the highest among the agencies shown in the table in the number of programs (14) and individuals receiving training services (200,558). However, the DOL data are heavily weighted by the inclusion of the 123,197 individuals who were registered with the department's employment service while receiving unemployment insurance benefits. The combination of agencies that support training services for persons with special needs rank the highest in overall expenditures (\$113.7 million) and cost-per-trainee (\$3,145).

Table III-3. Training Costs by Agency

<i>Agency/Functional Combinations</i>	<i>Programs</i>	<i>Number of Trainees</i>	<i>Cost</i>	<i>Cost-per-Trainee</i>	<i>State \$-per-Federal \$</i>
SDE	9	79,070	\$27,596,613	\$349	\$1.34
DSS	8	27,892	\$23,058,305	\$827	\$0.55
DOL	14	200,558	\$77,316,268	\$386	\$0.20
Special needs agencies*	13	38,070	\$116,725,272	\$3,145	\$3.78
All others	2	5,122	\$2,383,477	\$465	\$2.05
Total	46	350,712	\$244,139,935	\$696	\$1.11

* Includes: Bd of Ed. & Services for the Blind; Bureau of Rehabilitative Services; Comm. on the Deaf & Hearing Impaired; Dept. of Mental Health & Addiction Services; Dept. of Mental Retardation; and Workers' Comp. Comm.

Source of Data: CETC 1995 Inventory.

Table III-3 also shows the ratio of state-to-federal funds. This is an indicator of how strongly an agency's training programs are influenced by the federal government. Generally, the higher the ratio is above 1.00 the greater the state's role in shaping the employment and training programs of the related agencies. The table shows that the highest ratio occurs among the agencies providing services to individuals with special needs. This is consistent with the limited role of the federal government in this area. The opposite effect occurs with respect to the DOL, reflecting the major role that the federal government plays in defining the department's job training programs.

Target populations and training models. The committee classified each program category in the inventory by population targeted and training model used to deliver services. The program categories were then cross referenced allowing data from the inventory to be arrayed in a matrix. Table III-4 shows the target populations along with employment and training models used to deliver services, number of individuals served, and the average cost per individual served.

Table III-4 shows that employment and job training services available to the *general public* were provided to more individuals (207,556) than those aimed at specific target populations. Among the targeted populations, *special needs* had the highest number of individuals receiving services (64,808) and *dislocated* had the lowest (9,696). The comparatively high number of individuals from the *special needs* population indicates that the state has made a significant effort to provide employment and training services to this group. The relatively low number of new entrants receiving services (12,988) is related to the fact that much of the state's effort to serve this population is channeled through routine educational programs, most of which were either not included in CETC's inventory or were excluded from the committee staff's analysis.

The training model used to provide services to the greatest number of individuals was the *job search* model (127,816). This is not surprising, given that job search assistance can be provided to a large number of individuals with much less effort than the services provided by the other models. The *training plus* model, which is a service intensive approach, was the second most frequently used method for delivering employment and job training services (97,971). This is probably related to traditional use of this social service model with individuals defined as disadvantaged, which is a large population group targeted for employment and job training services. However, as the Department of Social Services increases its emphasis on preparing clients for immediate job placement (i.e., labor attachment model), the number of persons served under the *training plus* approach will undoubtedly decline.

The average cost per individual served among the targeted populations regardless of training model, ranged from a high of \$2,479 for *dislocated*, to a low of \$204 for *general public*. In terms of the service models, the average cost per individual served ranged from a high of \$4,322 under the *individual needs* model to \$95 for providing *job search* assistance.

Table III-4. Matrix of Targeted Populations and Training Models						
Population → Model	Disadvantaged	Dislocated	New Entrant	Special Needs	General Public	Row Total
Basic Ed. individuals cost per	5,089 \$311				38,415 \$425	43,504 \$412
Class/Work individuals cost per			5,890 \$1,183		36,467 \$333	42,357 \$451
Job Search individuals cost per	1,680 \$728			2,939 \$143	123,197 \$85	127,816 \$95
Training Plus individuals cost per	48,383 \$822	9,696 \$2,479		39,892 \$673		97,971 \$926
Individual Needs individuals cost per	412 \$3,681			21,977 \$4,327		22,389 \$4,322
Workplace Based individuals cost per	100 \$335		7,098 \$1,424		9,477 \$353	16,675 \$809
Totals individuals cost per	55,664 \$793	9,696 \$2,479	12,988 \$1,316	64,808 \$1,891	207,556 \$204	350,712 \$713

Source of Data: CETC 1995 Inventory.

The interactive effect between target population and model is apparent by the variation in cost data shown in Table III-4. For example, the most expensive combination occurs when the *individual needs* model is applied to the *special needs* population -- \$4,327 per individual served. This is not surprising considering that the words defining the population special needs imply something beyond the ordinary. Nor was it surprising to find that the least expensive approach was the combination of the *job search* model with the *general public* population.

State-to-federal expenditures. Figures III-1 and III-2 provide data on the ratio of state-to-federal expenditures for employment and job training programs in Connecticut. The committee views this statistic as an indicator of how strongly the state's programs are influenced by the federal government.

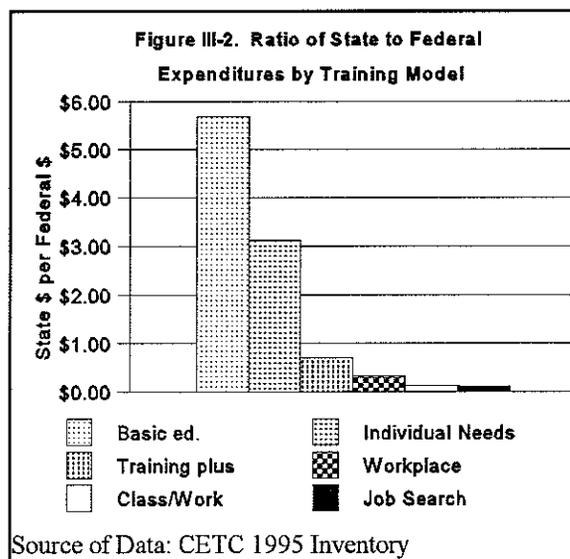
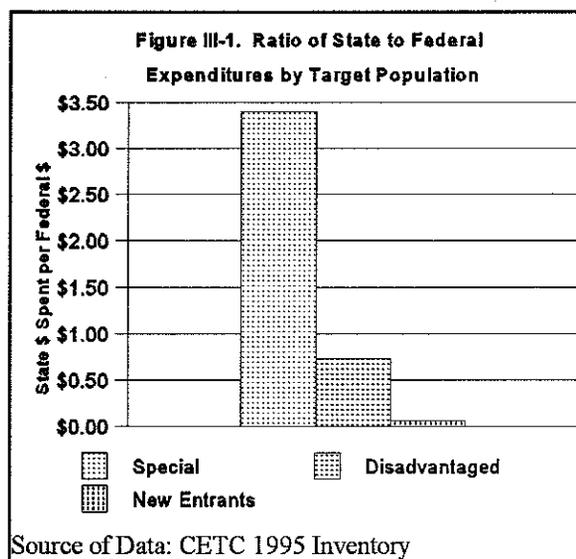


Figure III-1 shows that the state is spending nearly \$3.50 for every federal dollar expended to provide employment and job training services to individuals with special needs. This implies that the state has taken a strong leadership role in this area. By contrast, no state money is spent on services for dislocated workers, indicating that the state's efforts in this area are limited to implementing federal job training initiatives.

Figure III-2 shows that state spending on the *basic education* and *individual needs* models is high relative to federal expenditures. This is consistent with the limited role of the federal government in education, mental health, and mental retardation matters. The low state-to-federal spending ratios for the other models indicate the amount of federal money available is sufficient to be meet the state's priorities or that the state lacks the additional resources necessary to increase its spending on those service models.

Summary. Overall, analysis of data from CETC's 1995 inventory can be summarized as follows:

- ◆ Depending on how broadly employment and job training services are defined, the number of individuals receiving employment and job training

assistance ranged from approximately 120,000 to 350,000, and the cost ranged from \$100 million to \$245 million.

- ◆ *The population group with the most service recipients was the general public (207,556) followed by special needs (64,808), disadvantaged (55,664), new entrants (12,988), and dislocated (9,696).*
- ◆ *The average cost per individual service recipient was approximately \$700 in 1995, but costs varied depending on the type of recipient and the service model used to provide assistance. The high was \$4,064 per individual -- using the individual needs service model with the special needs population -- and the low was \$85 per individual -- using the job search assistance model with the general public population.*
- ◆ *The service model used by the greatest number of individuals was job search (127,816); the one with the fewest number of users was the workplace based model (16,675).*
- ◆ *Connecticut spends \$1.11 for every \$1 of federal money expended on employment and job training programs in the state.*

Program Performance

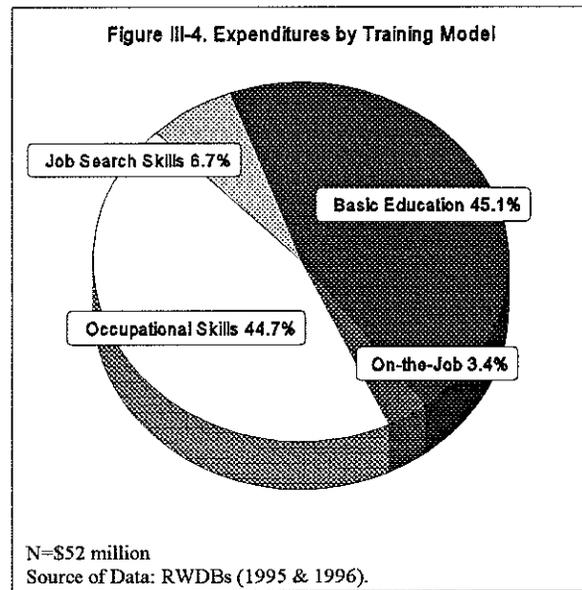
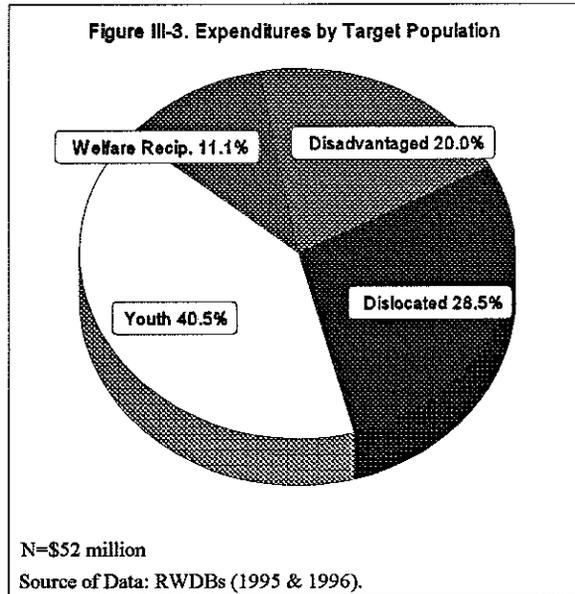
The basic input and output data presented above describes the state's employment and job training effort. While this is important, the key to evaluating the state's activities lies in measuring performance and efficiency. The performance data that were obtained come largely from what the federal government requires states to produce to receive funding under the Job Training Partnership Act. An analysis of these data is provided below.

Each of the nine regional workforce development boards around the state were asked to provide general job training input, output, and performance information. The data submitted covered 1995 and 1996, and were analyzed in several different ways. First, an examination of overall program costs was conducted, followed by a comparison of regional program costs. Second, the number of job training program participants and costs per participant were compared across regions. And third, aggregate job placement rates and cost-per-placement rates were reviewed by training model and target population.

Expenditures by population and model. The allocation of program costs by target population is shown in Figure III-3. As the figure illustrates, expenditures for programs geared toward "youth" were the highest among the regional boards at 40.5 percent. Program expenditures for "disadvantaged adults" and "welfare," which is a subset of the population group

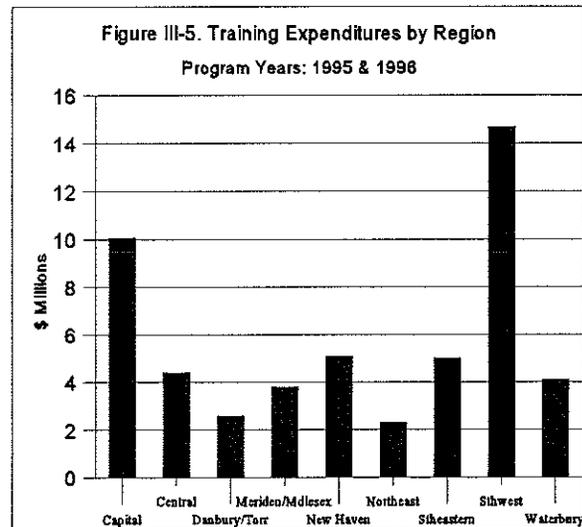
“disadvantaged,” accounted for 31.1 percent of the total. Meanwhile, expenditures for the target group “dislocated” amounted to 28.5 percent.

Figure III-4 shows the distribution of overall program expenditures by training model among the nine regional workforce development boards for the period reported. Costs for basic education skills consumed 45 percent of the total expenditures, as did training in specific occupational skills. The remaining 10 percent was spent on programs offering job search assistance (6.7 percent) and on-the-job training (3.4 percent.)



Regional expenditures. Overall, regional workforce development boards reported spending \$52 million on job training placement and nonplacement programs during the 1995 and 1996 program years. To get an idea of the geographic distribution of program expenditures, the total amounts spent on training by each regional board were examined. The results of this analysis are shown in Figure III-5.

It should be mentioned that the expenditure amounts shown in the figure include costs for job placement and



nonplacement training programs. Nonplacement programs focus on improving a person's basic skills enabling him or her to participate in job training.

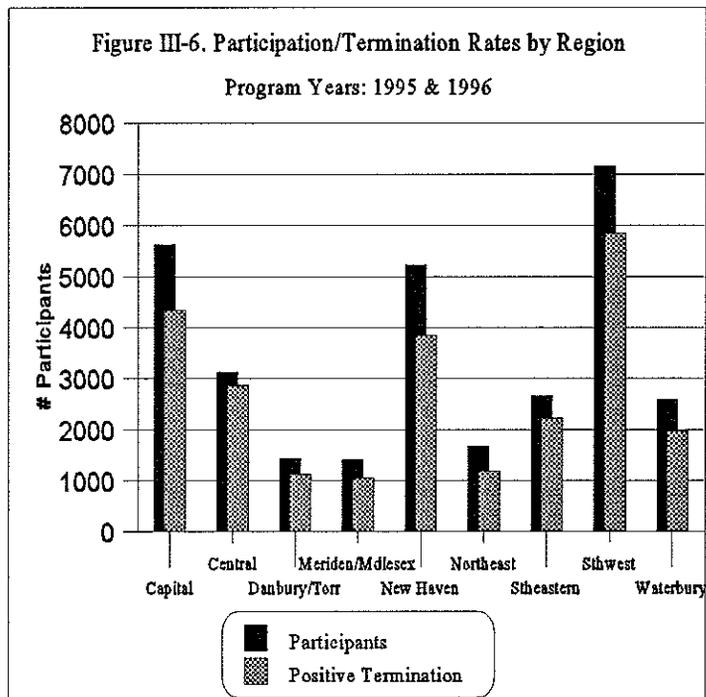
As the figure illustrates, the Southwest Region spent the most on training for the two-year period at roughly \$15 million. The area with the next highest expenditure total was the capital region, which spent just over \$10 million for training. The remaining seven boards each had program expenditure totals of approximately \$5 million or less over the two program years. Overall, the total amount spent by all regions on placement-oriented programs was \$28.6 million, while expenditures for nonplacement training totaled \$23.4 million.

Program participation. Overall, 30,918 people terminated from placement and nonplacement training programs offered through the regional workforce boards for the two-year period analyzed. Of those, 24,471 (79 percent) had a positive termination, meaning they either entered employment or successfully completed a nonplacement program.

Figure III-6 provides a regional breakdown of program participation rates and positive terminations. As the figure illustrates, each region had a fairly high completion rate for placement and nonplacement programs combined. In fact, each region had at least a 71 percent positive termination rate for the period analyzed; the average across the nine regions was 79 percent.

Program performance data by specific program type (i.e., placement vs. nonplacement-oriented programs) were also analyzed to determine the extent termination rates among regions differed when the program types were examined independently. The results indicate that across regions, nonplacement programs had higher positive termination rates than programs focusing on job placement.

For those clients participating in placement-oriented programs, the overall placement rate among the nine regions was 66 percent. The northeast region had the highest placement rate at



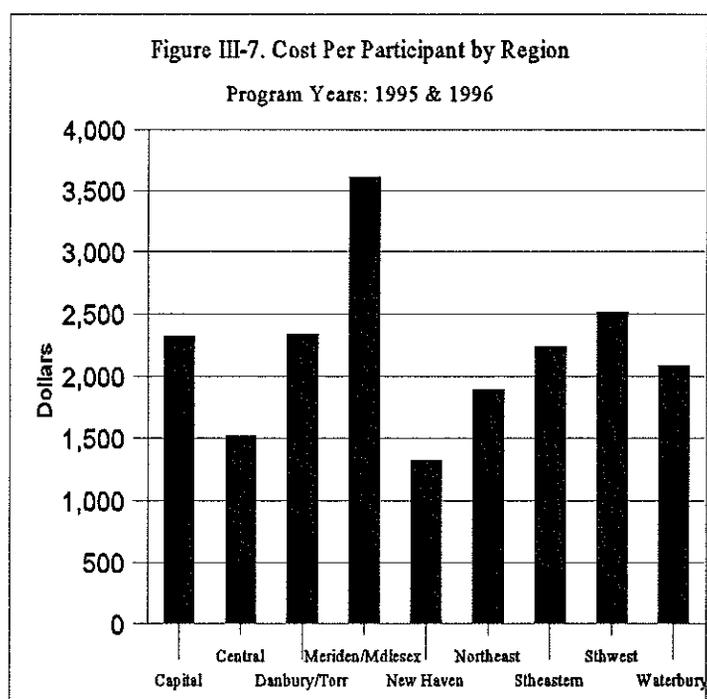
82 percent, while the capital region had the lowest at 42 percent. The committee believes this is due in large part to low placement rates for disadvantaged adults, dislocated workers, and youth participating in occupational skills training, which comprise a large portion of the capital region's clients.

Across all nine regions, successful completion rates for nonplacement programs averaged 89 percent, with 15,641 of the 17,511 participants successfully completing their program. The capital region had the highest positive termination rate for nonplacement programs at 96 percent. The northeast region had the lowest rate at 65 percent, mainly due to an extremely low program completion rate for disadvantaged adults for the 1995 program year thus lowering the region's overall success rate for nonplacement programs.

Placement costs by region. participants who either entered employment or successfully completed a nonplacement program.

As the figure shows, the cost per participant varies among the regions. The overall average participant cost was \$2,228 across the nine workforce development boards. The region with the highest cost per participant was Meriden/Middlesex at just over \$3,600. New Haven, on the other hand, had an average per-client cost of roughly \$1,300. It should be noted again that the costs reflected in the figure are for those clients who either entered employment or successfully completed a nonplacement-oriented program.

Figure III-7 shows the average training cost for program



Cost per participant according to placement category was also analyzed. For employment oriented programs, the cost per placement ranged from a low of \$1,800 in the New Haven and Northeast regions, to a high of \$5,700 in the Capital region. Nonplacement participant costs ranged from \$976 in the Central Connecticut region to just under \$3,000 in the Meriden/Middlesex region.

Placement rates and per-placement costs by model and population. In addition to analyzing program performance by region, aggregated program data according to target population and method of training were reviewed. Target population categories included dislocated workers, disadvantaged workers, adult welfare recipients, and youth. Training models analyzed included job search skills, occupational skill training, and on-the-job training. Performance information for the target populations and training models was provided as cost per placement/client served and placement/successful completion rates.

Table III-5 shows the average placement rates and cost-per-placement figures by training model and target population group for job placement programs. The information used in the table is aggregate data provided by all nine regional workforce development boards covering program years 1995 and 1996.

Table III-5. Placement Rates and Costs Per Placement for Employment-Oriented Programs: 1995-96.			
<i>Training Model → Target Population</i>	<i>Job Search Skills Training</i>	<i>Occupational Skills Training</i>	<i>On-the-Job Training</i>
Dislocated Worker Placement Rate: Cost Per Placement:	78.6% \$1,670	63.0% \$3,919	80.9% \$2,933
Disadvantaged Adult Placement Rate: Cost Per Placement:	N/A N/A	58.8% \$3,500	88.1% \$2,657
Adult Welfare Recipient* Placement Rate: Cost Per Placement:	79.9% \$703	62.5% \$3,569	85.9% \$3,889
Youth (ages 16-21) Placement Rate: Cost Per Placement:	N/A N/A	54.6% \$5,829	93.3% \$1,078

N/A=not applicable.

* Subset of Disadvantaged Adult.

Source of Data: Regional Workforce Development Boards.

The table shows that the on-the-job training model had the highest placement rates regardless of target population. For each of the target populations, on-the-job training had at least an 80 percent placement rate. Examination of the other two training models shows placement rates for clients trained in job search skills were just under 80 percent. (No disadvantaged adults or youth participated in job skills training.) However, placement rates for

occupational skills training ranged between 55 and 63 percent -- the lowest among the three placement-oriented training models.

The cost for placing an individual in a job ranged from a low of \$703 for adult welfare recipients trained in job search skills, to a high of just over \$5,800 for youths completing occupational skills training. Overall, placement costs were lowest among the target populations trained in job search skills, and highest for occupational skills training.

As previously mentioned, not all job training programs are geared towards employment placement. There are some programs that help clients attain basic skills before they undertake a placement-oriented training program. The individual regions measure these programs by the percentage of clients successfully completing the programs.

Table III-6 shows the successful completion rates and cost-per-placement figures by training model and target population group for such programs. The information used in the table represents aggregate figures covering program years 1995 and 1996 as provided by the nine regional workforce development boards.

Table III-6. Completion Rates and Costs Per Placement for Basic Preparation Programs: 1995-96.	
<i>Type of Training → Target Population</i>	<i>Basic Education, Employment Skills Training, and Work Experience</i>
Dislocated Worker Successful Completion Rate: Cost Per Placement:	N/A N/A
Disadvantaged Adult Successful Completion Rate: Cost Per Placement:	72.8% \$1,612
Adult Welfare Recipient* Successful Completion Rate: Cost Per Placement:	73.9% \$1,780
Youth (ages 16-21) Successful Completion Rate: Cost Per Placement:	94.8% \$1,457

N/A=not applicable.

* Subset of Disadvantaged Adult.

Source of Data: Regional Workforce Development Boards.

The percent of clients successfully completing basic preparation programs was comparable for the disadvantaged adult and adult welfare recipient population groups at 73 and 74 percent respectively. The completion rate for youths -- those between the ages of 16 and 21 -- was substantially higher at 95 percent. It should be noted that summer youth employment programs are included in this category.

The overall cost for each client completing a basic preparation training program was about the same for the disadvantaged adult, adult welfare recipient, and youth population categories. The average cost for clients within the youth category was just under \$1,500. Cost per client served for disadvantaged adults was slightly over \$1,600, while the cost for adult welfare recipients was just under \$1,800 per client. There are no figures for the dislocated worker group because they are persons who have prior work experience/labor attachment and would generally not need improvement in their basic skills.

Summary. To summarize the job training performance information presented above, the program review committee found that:

- ◆ *Regional workforce development boards reported spending \$52 million for employment and training programs during program years 1995 and 1996, with over half expended on job placement programs.*
- ◆ *Across the nine workforce development regions, 79 percent of the 30,900 clients served either became employed or successfully completed a nonplacement-oriented program for the two-year period analyzed; no region had a positive termination rate lower than 71 percent;*
 - *placement-oriented programs had an overall placement rate of 66 percent*
 - *nonplacement-oriented programs had an overall successful completion rate of 89 percent*
- ◆ *The average cost for each participant successfully completing a job training program was \$2,228;*
 - *placement-oriented programs averaged \$3,237 per client*
 - *nonplacement-oriented programs averaged \$1,503 per client*

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- ◆ *For placement-oriented programs, the on-the-job training model had the highest placement rates regardless of target population at between 80 and 93 percent -- occupation skills training had the lowest placement rates ranging between 55 and 63 percent.*
 - ◆ *The percentage of clients successfully completing nonplacement-oriented programs ranged between 73 percent for disadvantaged workers to 95 percent for youth ages 16-21.*

KEY POINTS

Chapter Four: Findings and Recommendations

Connecticut Employment and Training Commission

- CETC's minutes dating back to 1992, along with structured interviews conducted by committee staff, show that virtually all of its formal actions concerned matters related to the federal job training act.
- CETC was not included in planning and implementation of the state's recent key employment and training program for welfare recipients.
- CETC has not fostered cooperation among other state agencies and RWDBs.
- Last full CETC meeting was held December 1994; executive committee last met June 1995.
- CETC must be restructured into a smaller unit with modified powers and duties to fully succeed.

Program Monitoring and Evaluation

- Current job training performance monitoring and evaluation system is mixture of fragmented systems administered by state agencies, RWDBs, and the employment and training commission.
- State agencies administering training programs normally operate outside the realm of CETC. As a result, most performance measure development and program evaluation is conducted by the agencies and not the commission.
- No centralized, systematic, and coordinated performance monitoring system to evaluate state supported training activities exists, resulting in a dispersed evaluation system.
- State JTPA program performance consistently met or exceeded federal standards for the 1993 program year.

- Interaction among state agencies, RWDBs, and CETC regarding program performance monitoring and evaluation seems to be lacking.
- 1994 University of Connecticut study of state's job training performance monitoring system concluded that current system is not well integrated, relies on different types of performance measures, and lacks a coordinated exchange of information across programs.

Gender Bias

- Review of 100 job training files from two regional workforce development boards revealed females were found to be disproportionately represented in three of six training program categories analyzed.
- There is no evidence suggesting a deliberate attempt to guide individuals into specific training or employment programs based on gender.

Apprenticeship Program

- State ratio of apprentices to journeypersons historically cited as problem, but "ratio relief" is permitted on firm-by-firm basis
- Data show low percentage of relief requests denied and an overwhelming proportion approved without change.
- There is an effective process in place to deal with any labor supply and cost problems resulting from apprentice-to-journeyperson ratios.

Employability Training

- State spending on job training for employers is small in comparison with total training expenditures reported in the 1995 CETC inventory.
- Employer demand for customized job training exceeds supply.
- Formal cooperation between Department of Economic and Community Development and Department of Labor is excellent in servicing employers' job training needs; relationship with regional workforce boards may need improvement.

FINDINGS AND RECOMMENDATIONS

The program review committee findings and recommendations are presented in five sections. The first section examines the activities of Connecticut Employment and Training Commission. The second deals with the state's systems for monitoring and evaluating employment and training programs. The third and fourth sections focus on two issues raised at the committee's public hearing -- gender bias in job training and the effect of the state's apprenticeship training program on the supply of labor. The final section concerns the allocation of employment and training resources between employers and trainees.

Connecticut Employment and Training Commission

The Connecticut Employment and Training Commission was created in 1989 with a statutory mandate to plan, coordinate, and evaluate training programs. The commission replaced the Job Training Coordinating Council, whose scope was limited to activities carried out under the federal Job Training Partnership Act.

As noted in Chapter Two, the Connecticut Employment and Training Commission's authority is vested in a 35-member board all of whom are appointed by and serve at the pleasure of the governor. State law requires that 30 percent of the board's membership be drawn from the state's business sector, 30 percent from labor and community-based organizations, 30 percent from government, and 10 percent from the general public. The commission is provided administrative support and staff resources by the Department of Labor.

The program review committee examined the minutes of the commission's meetings dating back to January 1992. During the period reviewed, the commission held 14 meetings including three in 1992, six in 1993, and five in 1994. The minutes indicate that virtually all of the commission's formal actions dealt with matters related to the federal Job Training Partnership Act. Among the recorded activities were certification of the membership of the regional workforce development boards, approval of the training plans of the regional workforce development boards, and approval of the state's JTPA plan.

While the minutes show that the board limited its actions primarily to JTPA issues, other topics did receive attention. For example, the commission reviewed the plans required of the state Department of Labor under both the

Economic Dislocation and Worker Adjustment Assistance Act and the Wagner-Peyser Act. The minutes also indicate that on a few occasions the commission was given an overview of selected state agency programs, although such presentations appear to have been for discussion or informational purposes only.

In addition to reviewing the minutes, the committee staff interviewed personnel from CETC, regional boards, and state agencies to assess the commission's performance. Information gathered through those interviews also indicates that the commission did not venture much beyond its JTPA responsibilities. This is best illustrated by the \$16.8 million welfare-to-work program developed by the Department of Social Services in 1995, in response to the state's welfare reform legislation. There is no mention of the program in the commission's minutes. Further, the committee found no one other than Department of Social Services personnel who could recall being involved in discussions regarding the development of the program.

The example indicates that the commission was not included in the planning and implementation of a key employment and training program. The lack of involvement of other state agencies and the regional boards shows that the commission has not ensured an environment that fosters interagency cooperation.

Opportunities for the Department of Social Services or any state agency to use the commission to help plan and coordinate training programs were limited by the fact that CETC's last meeting took place in December 1994. Further, the commission's executive committee, which is authorized to take actions on behalf of the full commission, held its last meeting in June 1995. According to Department of Labor staff, the commission's lack of activity stems from the fact that its membership terms expired in January 1995, and many members have not been reappointed or replaced.

Based on the review of the commission's minutes, discussions with its staff, and interviews of individuals knowledgeable about the commission's activities, the program review committee finds:

- ◆ *the Connecticut Employment and Training Commission ceased functioning in June 1995;*
- ◆ *the Department of Labor staff has been exercising the Connecticut Employment and Training Commission's authority and meeting its responsibilities since June 1995;*
- ◆ *the Connecticut Employment and Training Commission, even when it was functioning, did little to comply with its mandate to plan and coordinate training activities beyond those related to federal Job Training Partnership Act; and*

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- ◆ *in the absence of an aggressive central authority at the state level, the incentive for state agencies to cooperate in the development of job training and employment programs is limited to what each agency considers to be in its own self-interest.*

The intent of the legislation that created the Connecticut Employment and Training Commission was to provide a mechanism for planning, coordinating, and evaluating the state's job training and employment system. The findings of the committee indicate that the commission has failed to fully meet these responsibilities. The committee believes, if the commission is to succeed, it must be restructured into a smaller unit and its powers and duties need to be modified. Specifically, the program review committee recommends:

- 1. Beginning July 1, 1997, the Connecticut Employment and Training Commission shall be composed of 15 members as follows:**

Five state officials including the secretary of the Office of Policy and Management and the commissioners of the Departments of Labor, Education, Social Services, and Economic and Community Development; and

Six business representatives, three labor representatives, and one community services representative appointed to serve coterminously by the governor from a pool of business, labor, and community service representatives nominated by each of the state's regional workforce development boards. (*Each regional board would place the names of two business, two labor, and two community service representatives into the pool.*)

- 2. The Connecticut Employment and Training Commission shall be required by statute to meet at least once in every calendar quarter.**
- 3. The Connecticut Employment and Training Commission shall be given the statutory authority and duty to review and formally comment on all job training and employment programs proposed by state agencies and any implementation plans prepared in response to legislative initiatives.**

The committee believes that involving the regional boards in the nominating process should have two beneficial effects. First, it will speed up the appointment process by providing a self-starting mechanism for bringing names of potential board members to the attention of the governor. Second, such involvement will increase the level of understanding between the commission and the regional boards, which should enhance their level of cooperation.

The recommendation that a minimum number of meetings be required per calendar quarter is an attempt to make it difficult for the new commission to become completely inactive through neglect. The last recommendation in this series is designed to highlight for state agencies and the commission its responsibility to oversee the state's entire job training and employment system. This recommendation makes it clear that the operations of state agencies are not exempt from the commission's jurisdiction.

Program Monitoring and Evaluation

The federal Job Training and Partnership Act stipulates that training is an investment in human capital and not an expense. To determine whether such investment has been productive, the act notes that essential criteria should be established for measuring and evaluating the return on this investment. Such basic measurements include long-term economic self-sufficiency, increased employment, reductions in welfare dependency, and increased educational attainment and occupational skills.

In this state, the Connecticut Employment and Training Commission is the statutory body responsible for overseeing and coordinating all job training programs. However, as mentioned, it is the various state agencies administering job training programs that play the major role in monitoring and evaluating the performance of those programs. Such state agencies normally operate their programs outside the realm of the commission. As a result, most performance measure development and program evaluation is conducted by the individual agencies and not the commission.

At the local level, the nine regional workforce development boards are responsible for overseeing and evaluating job training programs to ensure they meet their specified goals and objectives. Combined, the employment and training commission, state agencies, and regional workforce development boards all play a role in overseeing the performance of training programs in the state.

Connecticut Employment and Training Commission. As noted, the Connecticut Employment and Training Commission has the chief responsibility for reviewing the state's employment and training programs. The commission is required by state statute (C.G.S. Sec. 31-3h) to determine the success of such programs and whether they serve the needs of workers, employers, and the economy.

CETC, through the Department of Labor which staffs the commission, attempts to monitor and evaluate training programs on an annual basis. As part of its yearly published inventory of job training programs, the commission surveys state agencies administering training programs to obtain performance measures and utilization information. In terms of program performance, the commission simply asks agencies to define their program job training measures and to provide the number of clients successfully meeting those measures. According to the

commission's staff, it does not develop or adopt measures for state job training programs; this process is left to the numerous agencies administering programs. Aside from program measures, the commission's survey asks agencies whether they measure customer satisfaction and, if so, to describe such measures.

Once the performance information is collected, the commission puts together a short document outlining "successful" outcomes of employment and training programs by agency. The report gives the program name, a brief description of the programmatic outcome(s), the number of clients registered in the program, the number of clients served, outcomes attained, and the number of clients entering employment for that program year. Other than this report, there is no work by CETC regarding statewide performance monitoring and evaluation of job training programs. Moreover, the most current outcome measures report provided to committee staff was for program year 1992-93.

In addition to the state mandated performance measuring and monitoring process, the U.S. Department of Labor requires Connecticut to report on its performance of JTPA-specific programs. Each year the federal labor department publishes a performance profile showing whether individual service delivery areas (SDAs) throughout the state met performance standards established by the federal government.

Table IV-1 shows how Connecticut fared in meeting federal standards for JTPA programs for program year 1993. Information from more current program years is not available due to reporting discrepancies and a lack of uniform data.

As the table indicates, four of nine SDAs met all of the performance standards put forth by the federal DOL for the six program categories. Each of the other five SDAs met the standards in four of the six categories. There were no program categories in which all of the SDAs fully met the performance standard set for that category. Similarly, there were no instances in which all nine SDAs failed to meet the standard for a particular program category. Service delivery areas had the most trouble meeting the standard for the program category "weekly earnings of employed welfare adults 13 weeks after leaving a JTPA program," with four of nine SDAs failing to meet the standard in this area. Overall, however, all but one SDA met the federal standard in four of the six program categories for the 1993 program year.

State agencies. There are approximately 16 different agencies administering job training programs throughout the state. Following committee staff interviews with several of those agencies about their programs, it became apparent that agencies develop their own program measures, outcomes, and standards for non-JTPA programs. As a result, a multiplicity of individual performance monitoring and evaluation systems currently exists for the employment and job training programs administered by state agencies. Further, there was no evidence to indicate the presence of standard measures or a rigorous system for evaluating the performance of the state's job training programs on a macro level.

Table IV-1. JTPA Title II-A and II-C Performance Profile for Program Year 1993.

<i>SDA</i>	<i>Adults Emp. 13 Wks After Leaving Program</i>	<i>Weekly Earnings of Emp. Adult 13 Wks. After</i>	<i>Welfare Adults Employed 13 Wks. After</i>	<i>Wkly Earnings of Employed Welfare Adults 13 Weeks After</i>	<i>Youth Employed Upon Leaving Program</i>	<i>Youth Gaining Employ. Skills</i>	<i>Number of Perform. Standards Met</i>
B'Port	++	-	++	-	+	+	4
Bristol	++	+	++	+	+	++	6
Danbury	+	-	+	-	+	++	4
Danlson	++	++	+	-	+	-	4
Hartford	+	+	+	++	+	+	6
Meriden	-	++	+	++	-	++	4
N Haven	+	+	-	-	+	++	4
Norwich	+	+	+	+	+	+	6
Wtrbury	++	+	+	+	+	++	6

“+” SDA met or exceeded the standard.

“-” SDA failed to meet standard.

“*” SDA ranked in highest percentiles (75th and higher) nationally relative to its standard for the particular measure.

Source: Connecticut Department of Labor.

The closest state agencies come to an information feedback system is through the use of performance-based contracts. Such contracts are used as a vehicle to track how well program vendors are performing. The contracts specify certain benchmarks or standards that vendors are required to meet during the life of the contract. Once a particular standard is achieved, the state agency makes a partial payment to the vendor. Most performance-based contracts contain a provision requiring final payment to be withheld until all stipulated performance outcomes have been fully satisfied by the vendor. The program review committee believes this is an excellent means for providing management information that can be used in day-to-day decision making. However, unless such data are aggregated and analyzed, it is of little value to the planning process.

Closely related to the monitoring and evaluation issue, is the flow of information among agencies. State law requires agencies and regional workforce development boards to work cooperatively with respect to job training programs. The labor department also asks agencies to provide the employment and training commission with specific information about their job training programs, which the commission is to then forward to the regional boards. In addition, regional workforce development boards are to provide state agencies with regional plans related to job

training, along with other data. This exchange of information is supposed to assist workforce development boards in their overall planning and coordination efforts within their regions, as well as to ensure that state agencies are kept apprised of the efforts of regional development boards at the local level.

The program review committee has been told that the exchange of information between state agencies and regional workforce boards is not as strong as it could be. Further, several state agencies noted that they do not have formal policies directing their regional staff to proactively interact with workforce development boards. The degree of interaction between the agency and workforce boards is left to the individual agency and regional board.

Regional workforce development boards. Regional workforce development boards are responsible for coordinating and monitoring programs at the local level. Similar to state agencies, each board has its own system for monitoring job training programs.

For the most part, regional workforce boards also use performance-based contracts as a way of ensuring vendor performance. Boards use other methods for monitoring and evaluating program performance as well. One common method is to have committees of the board of directors be responsible for performance monitoring. Other methods include on-site monitoring of job training programs and analysis of program statistics by board staff. Regional workforce boards also require subcontractors to “self-monitor” their programs as an added procedure to ensure programs are meeting specified goals and objectives.

Findings and recommendations. Proper monitoring and evaluation is an extremely important process in determining whether programs meet their intended purpose. Based on its examination of the current system in place to oversee state job training programs, the program review committee makes the following findings:

- ◆ *There is no systematic or coordinated effort to vigorously monitor and evaluate state supported training activities. Further, no clear direction or oversight is provided by the Connecticut Employment and Training Commission resulting in a dispersed evaluation system with no centralized monitoring for planning and policy development purposes;*
- ◆ *Although the Connecticut Employment and Training Commission attempts to evaluate non-JTPA programs, the review is superficial with no detailed data analysis conducted. A summary report detailing performance outcomes is produced by the commission, but is outdated and limited in scope;*
- ◆ *Overall interagency coordination regarding job training program development, monitoring, and evaluation is lacking. Regional workforce development boards seem only to coordinate JTPA programs, and state agencies do not appear to view interaction with regional workforce boards as crucial; and*

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- ◆ *The CETC staff meet JTPA requirements to collect and report performance data for programs supported with JTPA funding.*

As part of its review, the committee obtained a detailed study completed by the University of Connecticut (UCONN) in late 1994 on the feasibility of designing a performance monitoring system.¹ The study, commissioned by the Connecticut Employment and Training Commission, outlines the absence of a coordinated statewide performance monitoring system for employment and training programs. It also details how Connecticut's employment and training system is "not a program but a collection of programs that are not well integrated."² The UCONN study further points out that program administrators across agency lines "typically rely on different types of performance measures" and that there is "no system in place to exchange information across programs."³

In addition to outlining findings, the UCONN study put forth recommendations in several different areas. For example, the study recommended developing a performance monitoring system to be used as an information/communication device as well as a means to facilitate the integration of the state's employment and training programs. The system should have a statewide focus, yet support regional/local efforts to monitor program performance.

The study also recommended 15 different performance measures that can be used as "standard" measures for evaluating job training programs. Several recommendations regarding the structure for an information management and reporting system were also made, including working toward the use of common data elements and intake forms across agency lines, creating a central information management/reporting function to implement the performance monitoring system, and adopting a flexible approach to simplify the flow of information.

The statutory duties and responsibilities of the Connecticut Employment and Training Commission require the commission to determine the success of job training programs and to coordinate all of the state's employment and training programs to avoid duplication. The review of the current job training program evaluation and monitoring system conducted by the program review committee and at least one previous study on the subject, point to deficiencies in this area. As a way of ensuring proper oversight and coordination of state sponsored employment and job training programs, the committee recommends a two-part solution:

¹ *Final Report: Feasibility Study for the Design of a Performance Monitoring System to Measure the Effectiveness of the Workforce Development System.* Submitted to the Connecticut Employment and Training Commission by Carmen Cirincione, Ph.D., and Patricia Cirincione, Ph.D., Institute for Public and Urban Affairs, University of Connecticut, November 1994.

² *Ibid.*, pp. 8-9.

³ *Ibid.*, p. 6.

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4. **First, by July 1, 1998, the Connecticut Employment and Training Commission shall either implement the recommendations of the University of Connecticut study regarding the implementation of a statewide performance monitoring system or an alternative system formally approved by the commission. Any alternative system to the one proposed in the UCONN study must include systemwide job training program measures, outcomes, and standards that can be applied to state-sponsored employment and job training programs as administered by the various state agencies. Regardless of the performance system selected for implementation, a rigorous review of common measures and standards shall be conducted by the commission.**

 5. **Second, by October 1, 1998, and annually thereafter, the Connecticut Employment and Training Commission shall provide the Office of Policy and Management and the General Assembly's committees of cognizance with authority over labor, education, human services, and appropriations, with a report card of each program emphasizing employment placement included in the commission's annual inventory. At a minimum, the report card shall identify for each program the cost, number of individuals entering the program, number of individuals satisfactorily completing the program, and the employment placement rates of those individuals at 13-, 26-, and 52-week intervals following completion of the program or a statement as to why such measure is not relevant.**

The program review committee believes that by having the employment and training commission re-examine the current "system" used for evaluating the performance of job training programs and implement a system developed by the commission, or one incorporating the recommendations of the UCONN study, better program performance monitoring from a statewide perspective will be accomplished. Also, having CETC be responsible for implementing a monitoring system -- as opposed to another state agency -- is important because the commission is comprised of representatives from various sectors involved in job training, which provides for input from a greater number of entities ultimately affected by the outcome. Further, incorporating the Office of Policy and Management and the legislature into the performance monitoring process allows for greater scrutiny of the current myriad of job training programs during the budget process.

Gender Bias

As previously noted, a concern was raised at the committee's August 27, 1996, public hearing about whether individuals were being placed in training and employment programs based on their gender. To examine the issue, the committee's staff collected data on 100 individuals who received training or other employment services from regional workforce development boards during the 1996 state fiscal year.

The sample was comprised of 50 cases selected at random from the files of each of two workforce development boards. The boards included those serving the Bridgeport and northeast areas of the state. Among the key data elements recorded were: whether the individual was classified as a disadvantaged or dislocated worker; the race/ethnicity of the individual; the individual's age and educational level; and the type and method of the training or employment service provided.

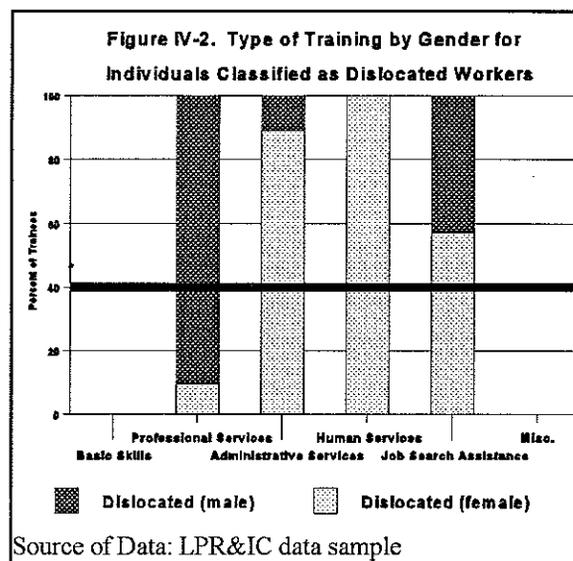
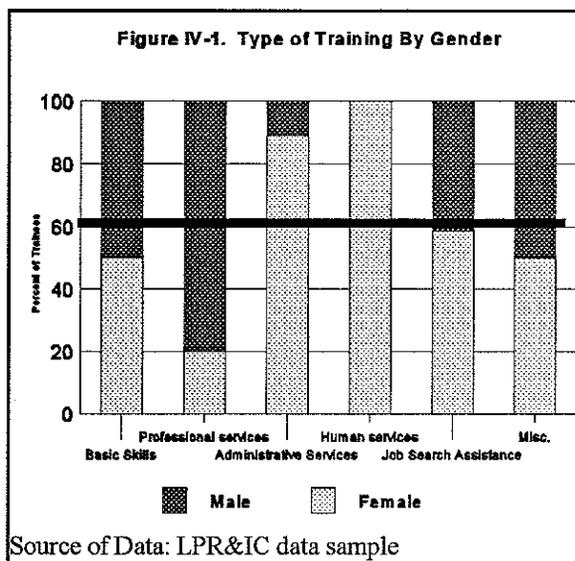
The training or employment services provided by the boards were consolidated into six broad categories to simplify the analysis. The categories included *basic skills*; *administration services* (which included basic computer applications); *human services* (which included certified nurses assistant, health aides, day care aides, etc.); *professional services* (which included computer assisted drafting, electronic repair, engineering, commercial drivers license); *job search assistance*; and *miscellaneous*.

Overall, females comprised approximately 60 percent of the sample, males 35 percent, with the gender of the remaining 5 percent not recorded. The female group averaged 34.8 years of age compared to 37.1 years for the sample's males. Females had an average grade level of 11.9 years, a full year below the 12.9 average reported for the sample's males. There did not appear to be any significant variation between the two groups with respect to *race/ethnicity*.

The sample's female and male populations did differ significantly with respect to their classification as disadvantaged or dislocated workers. Females accounted for 80 percent of the disadvantaged workers and 43 percent of the dislocated workers. There were only marginal differences in the immediate post-training placement rates for the two groups -- 75.6 percent of the females and 73.7 percent of the males were placed in jobs.

On the key issue of gender bias, females were found to be disproportionately represented in three of the six training and employment categories identified by the committee. This is illustrated graphically in Figure IV-1. The thick line at the 60th percentile marks the percentage of females that would be expected in each training and employment category, based on their representation in the overall sample. The graph shows that in *the basic skills*, *job search assistance*, and *miscellaneous* categories, females were represented at or near their expected levels. However, in the *administrative services* (94 percent females), *human services* (100 percent females), and *professional services* (20 percent females) categories females deviated markedly in their proportion to the overall population.

Concerned that gender might be masking the influence of being classified as either a disadvantaged or dislocated worker, the committee staff analyzed the distribution of training assignments by gender when these two categories were held constant. The underlying theory was that disadvantaged workers tended to have much less prior attachment to the labor force than dislocated workers and, therefore, might be suitable for only a limited number of training programs.



The small representation of males within the disadvantaged worker category (15 percent) rendered any analysis of this group meaningless. However, this was not the case with the dislocated worker group, which was 60 percent male and 40 percent female. Results from the analysis of this group, as shown Figure IV-2, illustrate that the percentage of females in three of the four training and employment categories with activity -- there were no individuals classified as dislocated workers appearing in the basic skills or miscellaneous categories -- deviated from expectations, again marked by a thick line this time at the 40th percentile.

Based on the data shown in the two figures, the program review and investigations committee concludes:

- ◆ *There is a gender-based bias in the distribution of individuals among some of the training and employment programs; and*
- ◆ *There are no hard data or even anecdotal information indicating that the gender bias depicted in the above graphs is the result of any deliberate action.*

The committee believes the distributions shown are related to the clustering of available training opportunities around jobs representing extremes on the traditional masculinity-femininity job scale. For example, given a choice between training as a tractor-trailer driver or certified nurse assistant, the two most popular training programs found in the sample, traditional thought would suggest that a majority of the males would pick the former and a majority of the females the latter. Assuming it is desirable to assure that the state's role in training and employment programs does not contribute to increasing gender inequity, the program review committee recommends:

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6. **The Connecticut Employment and Training Commission should require regional workforce development boards and all state agencies responsible for brokering or providing training and employment services to regularly review their procedures and programs to ensure that clients are not being steered onto specific career paths based on their gender or other personal characteristics.**
 7. **The Connecticut Employment and Training Commission in cooperation with the Permanent Commission on the Status of Women and the Commission on Human Rights and Opportunities should regularly collect and analyze data on state supported training programs that measure the presence of gender or other systematic bias and work with the relevant boards and agencies to correct any problems that are found.**

Apprenticeship Training

Another issue emerging from the committee's public hearing involved the state's apprenticeship training program. The direct issue related to whether the program's imposition of an apprentice-to-journeyman ratio restricted the hiring practices of employers and inhibited the ability of small construction firms to grow.

Connecticut law provides for a state regulated apprenticeship training program (C.G.S. Secs. 31-51a through 31-51e). Administration of the program is the responsibility of the state labor commissioner, who acts with the advice and guidance of the State Apprenticeship Council. The council consists of 12 members appointed by the governor -- four members representing employers; four labor representatives; and four representing the general public, one of whom shall be a deputy commissioner from the state labor department -- and is charged with formulating policies for implementing the state's apprenticeship laws, setting minimum standards, encouraging and approving apprenticeship programs, and issuing certificates of completion.

One component of the apprenticeship council's minimum standards is the ratio of apprentices to journeymen that will be allowed for a specific trade. Usually the ratio is set by the council, however, some of the state's occupational licensing boards have developed regulations that specify apprentice-to-journeyman ratios. The council has accepted those ratios as its standard. Regardless of the origin of the ratio, a firm seeking approval to sponsor an apprentice must conform to the established standard or be granted a modification by the council.

Under the typical ratio, a firm is allowed to hire one apprentice for each of the first two journeymen employed. Thereafter, one additional apprentice can be hired for each additional three journeymen employed.

Historically the ratios have been cited as a problem, particularly by small construction firms. In tight labor markets, firms complain that they cannot find enough journeypersons to meet labor demand, and the ratios restrict the number of apprentices that can be hired. During economic downturns, small firms complain that the limited number of apprentices allowed under the ratios often force the firms to use two journeypersons on a job that could be done by a single journeyperson and an apprentice, thereby driving up the firm's labor costs relative to its competitors.

In response to these concerns, the State Apprenticeship Council instituted a policy in October 1994 that allows firms to seek temporary relief from the established ratios. Under this policy, a sub-committee of the council reviews the request and makes a recommendation to the labor commissioner based on current economic conditions and the applicant's record of graduating apprentices, meeting affirmative action goals, and compliance with labor laws. The commissioner may approve the request completely, partially, or deny it. If an approval is granted a firm has 90 days to hire an apprentice.

Some important points should be noted. First, ratio relief is granted on a firm-by-firm basis and is not industry wide. Also, the job site ratio can never be greater than one apprentice to one journeyperson. Finally, the occupational licensing boards have temporarily agreed to accept modifications to their ratios approved by the labor commissioner.

Table IV-2 summarizes the decisions made by the labor commissioner from the inception of the current ratio relief policy to early September 1996. The data show that a low percentage of the requests for relief are denied, and that the overwhelming proportion are approved without change.

Table IV-2. Outcome of Requests for Ratio Relief				
<i>Time Period</i>	<i>Requests</i>	<i>Approved</i>	<i>Partially Approved</i>	<i>Denied</i>
10/1/94 -- 9/30/95	97	72	12	13
10/1/95 -- 9/6/96	115	95	13	5

Source of Data: State Apprenticeship Council.

Based on this record, the program review committee finds:

- ◆ *There is an effective process in place to deal with any unfair labor supply and cost problems for small firms that result from the standard apprentice-to-journeyperson ratios adopted by the State Apprenticeship Council. Therefore, no changes in the process are needed.*

Employer-Based Training

Employer-centered vs. individual-centered job training. An increasingly debated issue in the job training field is the allocation of funds to training programs centered around individuals verses employers. Under the individual-centered approach, the government identifies industries that have a high demand for labor and then assists individuals in their efforts to obtain the skills necessary to gain employment in the selected industries. Under the employer-centered approach, the government works directly with an employer to develop a customized job training program for workers selected or approved by the employer.

Although Connecticut funds both approaches to training, the majority of its resources are directed at training focused on the needs of individuals. The committee found only four of the 62 program categories included in CETC's 1995 inventory provided direct support for employer-based training -- Customized Job Training; Manufacturing Assistance; Job Training Finance; and Targeted Jobs Tax Credit, which has been terminated.

The Customized Job Training program, administered by the Department of Labor, had the highest reported spending among the four employer-based training programs. The program was created in 1977 to provide training services to new and expanding firms. It has been extended in recent years to include assisting businesses to retrain current workers to keep pace with technological and market changes.

The Customized Job Training program is financed from the state's General Fund and funds allocated by the commissioner of the Department of Economic and Community Development from the sale of bonds authorized under the state's Manufacturing Assistance Act. The General Fund appropriation has typically been in the vicinity of \$1.9 million. The allocation from the bond proceeds cannot exceed \$5.25 million.

The employer-based training administered by DECD under its manufacturing assistance program has the same basic objectives as DOL's Customized Job Training program. A formal agreement between the two agencies defines the role each plays in supporting employer-based training and allocates the bond proceeds used to partially finance the programs. For example, the two agencies have agreed that each can generate business for their respective programs, but they must inform each other of all contacts, and the staff from the labor department is responsible for doing all the needs assessments regardless of the source of the employer contact.

As noted, the Customized Job Training program has been in existence for almost 20 years. Between 1992 and 1995, the most recent years for which complete data are available, an annual average of \$2.4 million was spent to provide training to 4,744 individuals from 244 companies. The Department of Labor reported that it had committed \$3.2 million to employers for training under the program in 1996 and was forced to turn down requests for an additional \$664,734.

Some of this excess demand should be relieved temporarily as the Department of Economic and Community Development begins to initiate activity under its employer-based training program. The department reported nearly \$565,000 in obligations or pending obligations under the program through July 1996, after not reporting any activity in previous years. However, with the department financing the training entirely with bond funds and the Department of Labor having nearly exhausted its share of the funds, the authorized bond limit will be reached shortly.

Additional relief from employer demand may come from the Job Training Finance program administered by the Connecticut Development Authority (CDA). Under this program, which is just getting started, CDA works with banks encouraging them to make low-interest loans (prime rate or less) to private employers to finance job training. After the training has been completed, CDA pays the bank up to 25 percent of the loan or \$25,000, whichever is less. CDA reported that employer interest in the program is growing rapidly.

Although cooperation between DECD and DOL appears to be very good, the committee did find some areas of concern. Most notably, representatives from the regional workforce development boards expressed concern that they had little input into programs of either DOL or DECD, and often were not informed of decisions involving companies in their regions. In response, representatives from both departments indicated that their field staff worked closely with personnel from the regional boards on a variety of matters including employer-based training.

From this assessment, the program review committee makes the following findings and proposes two recommendations:

Findings

- ◆ *Spending on job training for employers was less than two percent of the total spending reported in the 1995 inventory published by the Connecticut Employment and Training Commission.*
- ◆ *Employer demand for customized job training exceeds supply.*
- ◆ *Formal cooperation between the Department of Economic and Community Development and the Department of Labor in servicing the job training needs of employers is excellent, but relations with the regional boards may need to be improved.*

Recommendations

- 8. The Connecticut Employment and Training Commission in consultation with the Department of Labor, Department of Economic and Community Development, and the regional workforce development boards, shall recommend to the Office of Policy and Management and the committee of the General Assembly having cognizance over appropriations, budget targets for assisting state employers with their training needs.**

- 9. The Connecticut Employment and Training Commission shall take steps to secure a new interagency agreement between the Department of Labor and the Department of Economic and Community Development that includes a role for the state's regional workforce development boards.**

APPENDIX A
INVENTORY OF JOB TRAINING PROGRAMS

APPENDIX A

Base Data from CETC FY95 Inventory

AGENCY	PROGRAM NAME	Model	Individuals	Total Cost	Federal Funds	Slate Funds	Other
SDE	Adult Basic Education	Basic ed.	26,173	\$13,360,874	\$2,235,874	\$11,125,000	
SDE	Adult Education Action	Basic ed.	10,591	\$315,000	\$30,000	\$285,000	
SDE	Agriculture Education	Class/Work	2,088	\$1,866,000		\$1,866,000	
SJB	Alternative Sanctions	Training plus	16,093	\$24,477,803	\$2,849,696	\$21,628,107	
SDE	Apprenticeship (V-T Schools)	Class/Work	3,892	\$495,772	\$92,680		\$403,092
SDE	Bilingual Vocational Training Program	Basic ed.	2,379	\$558,206		\$460,569	\$97,637
DOL	Community Employment Incentive Program (GA)	Training plus	13,730	\$3,000,000		\$3,000,000	
SDE	CEIO	Basic ed.	1,651	\$2,645,933			\$2,645,933
DOL	Customized Job Training	Workplace Based	5,578	\$3,205,501		\$1,925,300	\$1,280,201
DOL	Displaced Homemakers Program	Training plus	628	\$524,000		\$524,000	
DOL	EDWAA	Training plus	9,396	\$23,387,379	\$23,387,379		
DSS	Employability Services (SS Block Grant)	Training plus	2,100	\$755,212	\$755,212		
BRS	Employment Opportunities Program	Sp. Needs	239	\$1,703,312	\$528,154	\$1,175,158	
DOL	Employment Search Program	Job Search	1,680	\$1,223,025		\$1,223,025	
DMHAS	Employment Services	Sp. Needs	2,211	\$9,037,000		\$9,037,000	
DOL	Employment Services/Labor Exchange Act	Job Search	123,197	\$10,487,484	\$10,487,484		
SDE	Extension Program (Voc.-Tech. Schools)	Class/Work	1,357	\$372,000			\$372,000
DSS	Food Stamp Employment & Training Program	Training plus	1,223	\$242,651	\$181,507	\$61,144	
SDE	Gender Equity	Job Search	2,939	\$416,320	\$291,320		\$125,000
BRS	Hartford Transition Project	Sp. Needs	50	\$39,000		\$39,000	
DSS	Hispanic Human Development Program (HHD)	Basic ed.	1,310	\$487,122		\$487,122	
CCSU	IJET	Class/Work	5,022	\$2,350,000			\$2,350,000
BRS	Incr. Transition Opportunities For Disabled Youth	Sp. Needs	79	\$464,132	\$464,132		
CDHI	Job Development Unit	Sp. Needs	270	\$1,474,099	\$298,056	\$871,873	\$304,170
DSS	JTPA 5%, Older Worker	Sp. Needs	202	\$515,404			\$515,404
DOL	JTPA II-A	Training plus	4,182	\$10,570,553	\$10,570,553		
DOL	JTPA II-B	Workplace Based	5,890	\$9,109,103	\$9,109,103		
DOL	JTPA II-C	Class/Work	1,998	\$6,471,435	\$6,471,435		
DOL	Local Vet. Employ. Rep. & Disabled Vet. Outreach	Training plus	23,799	\$2,388,000	\$2,388,000		
DSS	O.I.C.	Basic ed.	1,400	\$535,290		\$535,290	
DOT	O.J.T.	Workplace Based	100	\$33,477	\$33,477		
SDE	Perkins Vocational & Applied Technology Education	Class/Work	28,000	\$7,566,508	\$7,566,508		
DSS	Reach for Jobs First	Training plus	20,000	\$16,802,281	\$9,956,881	\$6,845,400	
DSS	Refugee Assistance Program	Training plus	1,447	\$2,719,205	\$2,719,205		
DSS	Senior Community Service Employment Program	Sp. Needs	210	\$1,001,140	\$901,026		\$100,114
DMR	Sheltered Employment	Sp. Needs	1,370	\$17,036,929	\$1,506,722	\$15,530,207	

APPENDIX A

Base Data from CETC FY95 Inventory

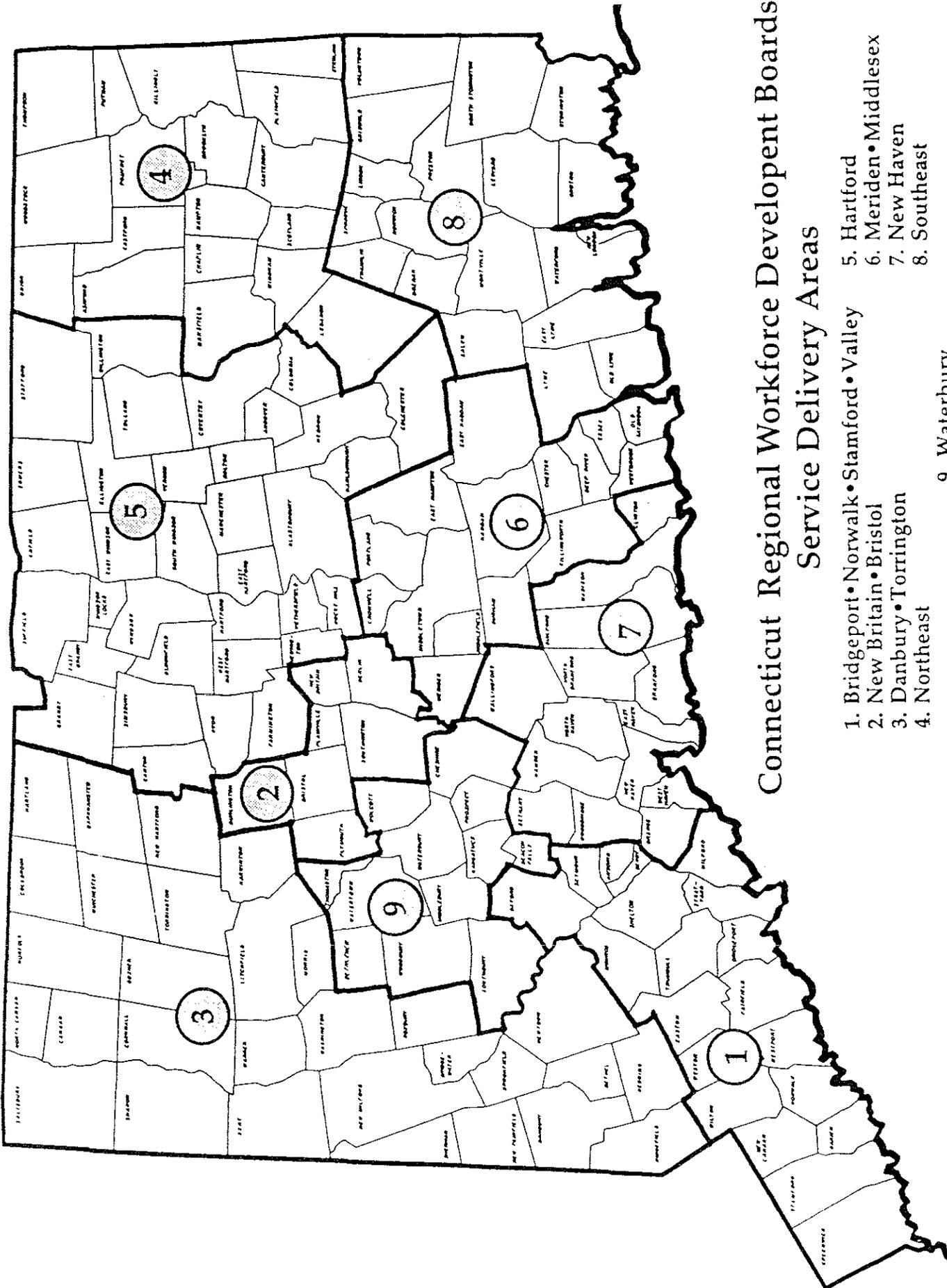
AGENCY	PROGRAM NAME	Model	Individuals	Total Cost	Federal Funds	State Funds	Other
DOL	STEP - Subsidized Transitional Employment Program	Training plus	5,073	\$5,165,492		\$5,165,492	
DOL	Summer Youth Employment Project	Workplace Based	1,208	\$1,000,000		\$1,000,000	
DMR	Supported Employment	Sp. Needs	2,799	\$33,955,577	\$1,704,384	\$32,251,193	
BRS	Supported Employment Services	Sp. Needs	274	\$764,143	\$238,231	\$525,912	
DOL	Trageted Jobs Tax Credit	Workplace Based	3,899	\$137,981	\$137,981		
DOL	TAA - NAFTA	Training plus	300	\$646,315	\$646,315		
DMHAS	Vocational Rehabilitation (chemically dependent)	Sp. Needs	404	\$416,959		\$416,959	
BESB	Vocational Rehabilitation	Sp. Needs	1,022	\$3,392,960	\$2,427,445	\$965,515	
BRS	Vocational Rehabilitation	Sp. Needs	9,141	\$20,363,358	\$13,570,996	\$6,792,362	
WCC	Workers' Rehabilitation	Sp. Needs	4,118	\$6,600,000		\$6,600,000	
			350,712	\$250,079,935	\$111,549,756	\$123,736,628	\$14,793,551

STATE AGENCY ABBREVIATION KEY

Board of Education and Services for the Blind
 BRS = Bureau of Rehabilitative Services
 CCSU = Central Connecticut State University
 CDHI = Commission on the Deaf and Hearing Impaired
 DECD = Department of Economic and Community Development
 DMHAS = Department of Mental Health & Addiction Services

DMR = Department of Mental Retardation
 DOL = Department of Labor
 DOT = Department of Transportation
 DSS = Department of Social Services
 SDE = State Department of Education
 WCC = Workers' Compensation Commission

APPENDIX B
REGIONAL WORKFORCE DEVELOPMENT BOARD
SERVICE DELIVERY AREAS



Connecticut Regional Workforce Development Boards Service Delivery Areas

1. Bridgeport • Norwalk • Stamford • Valley
2. New Britain • Bristol
3. Danbury • Torrington
4. Northeast
5. Hartford
6. Meriden • Middlesex
7. New Haven
8. Southeast
9. Waterbury



APPENDIX C
AGENCY RESPONSE



James P. Butler
Commissioner

January 16, 1997

Mr. Michael L. Nauer, Director
Legislative Program Review and Investigations Committee
State Capitol, Room 506
Hartford, CT 06106-1591

Dear Mr. Nauer:

On behalf of the Connecticut Department of Labor (CTDOL), I am pleased to present this response to your recent report "Job Training in Connecticut," dated December, 1996. Among my statutory responsibilities as Commissioner are the coordination of all employment and training programs in the state. It is principally through the Connecticut Employment and Training Commission (CETC) and the Deputy Commissioner for Employment and Training that I exercise my coordination responsibilities. Our submission also incorporates comments from four of our *Connecticut Works* (One-Stop Career Center) partner agencies: the Department of Higher Education (DHE), the Department of Education (SDE), the Department of Social Services (DSS) and the Department of Economic and Community Development (DECD). Letters from DSS Commissioner Joyce Thomas and SDE Associate Commissioner Leslie Avena are attached and comments from the DECD are incorporated below.

The Committee's review addresses a number of critical issues the CTDOL and our partners at the state, regional and local levels have been examining in recent years. With the increasing pressure of global competition and Connecticut's labor market tightening as the economy recovers, workforce development issues become the foundation for sustained community and economic development. In order for Connecticut to compete in this worldwide economy, we must equip our entering and incumbent workers with higher levels of basic skills as well as the new skills required in the workplace such as improved communication techniques, ability to work in teams, and basic computer literacy.

Our recent industry and occupational projections to the year 2005 quantify the challenge facing our workforce preparation system:

- 16,230 additional jobs per year;
- Highest growth in occupations requiring higher levels of skills: computers, manufacturing, medical, and finance; and
- Low 5.0% unemployment rate.

Historically, Connecticut's highly skilled workforce has been a major strength in attracting and retaining companies. The trends identified point to labor shortages as well as job/skill mismatches that threaten economic prosperity, strain the resources of our employers and workers, and pose a tremendous challenge to our education and training institutions.

Sustaining the economic vitality of the state should be the main purpose of the job training system. In Section I, your study defines the purpose of job training as primarily to give individuals in defined categories "an opportunity to attain a decent standard of living through employment" and secondarily "to insure a sufficient supply of skilled labor in selected industries to meet employer demand." The most successful job training activities are those which focus equally on the needs of employers and workers.

Our primary responses to these trends have been two major, multi-agency collaborative initiatives; the ***Connecticut Works One-Stop Career Center System***, through which we are improving service delivery by reengineering CTDOL services and forging partnerships with other State and regional agencies for true service integration, and ***Connecticut Learns School-to-Career Initiative***, a major educational reform effort designed to support students in their transition from high school/college to a career.

Connecticut Works One-Stop Career Center System

In 1994, Connecticut was one of the first six states in the nation to be awarded USDOL funding to develop a "One Stop" service delivery system for our state's education and training resources. On Page 11, the report notes that the CTDOL, the Regional Workforce Development Boards (RWDBs) and other state agencies (Education, Higher Education, Social Services, Economic and Community Development) developed and implemented an integrated service delivery system called *Connecticut Works*. We believe that the report could have more fully reflected the establishment of the One-Stop Career Centers, the transformative vision of the *Connecticut Works* system, and its development and accomplishments over the last two years.

Connecticut Works is a partnership of the CTDOL and RWDBs, state agencies, educational institutions, and community-based organizations. Together they provide integrated social, economic, and community development services to individual and business customers. To enhance service delivery *Connecticut Works* is developing a number of new technology-based tools for workers, and employers including: the CTDOL Job Bank, America's Job Bank, the Talent Bank and quality labor market information. The CTDOL web site, providing Internet access to a broad array of services to assist the jobseeker, is already the most-visited among state agency web sites.

Connecticut Learns School-to-Career Initiative

Connecticut was recently awarded a \$3.3 million development grant to support its School-to-Career initiative which has been under development for the past three years. The *Connecticut*

Works centers will be playing a pivotal role in implementing *Connecticut Learns*, providing essential labor market information and tools for improved career guidance in the schools. Given this evolving partnership, it is essential that these efforts be seen as two parts of a unified system of employment, training and education programs. This is critical in view of employers' concerns about the preparedness of the incoming workforce, those graduating from the K-12 and post-secondary educational systems. In fact, *Connecticut Works* and *Connecticut Learns* are working together to address the state's critical workforce development needs.

Data Analysis Section

CTDOL staff commented on an earlier draft of the data analysis section and many of our suggestions are reflected in the report. Overall, the study's recommendations demonstrate an appreciation for the complexities of the job training system and the need for continuous improvement in all data analysis areas. While none of the methodological or analytical issues we have with the report are fundamental enough to alter our general concurrence with the study, we would like to cite some examples of data usage which underline the complexities inherent in statistical comparison.

The data tables frequently raise questions, in that these summary figures which group together programs with different purposes serving diverse populations may be misleading and/or difficult to interpret. In fact, the report on page 25 states that: "the statistics in the employment and job training field are soft and should be used with caution." Improving the monitoring and evaluation of the job training and employment system is a national issue, and Connecticut is recognized as a leader in this effort. While new systems are under development in this area, we believe that the desire for comprehensive data must be balanced against the costs of establishing and maintaining a system for its collection, analysis, and use.

Connecticut Employment and Training Commission (CETC)

The founding purposes of the CETC and its current statutory mandate address many of the concerns expressed by the Committee--the challenge is to refine its structure, give new life to the organization, and support its mandate with effective leadership and inter-agency coordination. It is important to recognize the progress made to date while we move to strengthen the CETC's role and functioning.

From its inception, the focus of the CETC's activities has been to coordinate and promote the delivery of comprehensive, customized employment and training services. In 1989, its first year of operation, the CETC recognized that an integrated planning and policy methodology would be the cornerstone of an effective and efficient statewide workforce development system. Therefore, in 1992, with the CTDOL support, the CETC successfully proposed and advocated legislation to expand the role of the Private Industry Councils (PICs), the oversight bodies which provided local policy guidance for JTPA activities. Not only were the newly created RWDBs

responsible for JTPA, they also coordinated workforce development activities with up to 55 state agency education, employment and training programs. Fifteen state agencies completed agreements with the CTDOL to define the programs which come under the planning purview of the RWDBs. The RWDBs' plans and policies are dependent upon the review and approval of the CETC. Therefore, with oversight by the CETC, the RWDBs actively set broad-based local priorities which together formed the foundation for a comprehensive statewide plan.

Building on this planning and policy foundation, one of the first joint activities between the RWDBs and the CTDOL was to create career transition centers providing outplacement services for dislocated workers. Together, they developed local management teams, integrated service delivery, shared budgets, and improved and expanded services for dislocated workers. This was the first time JTPA, Wagner-Peyser (employment services) and Unemployment Insurance funding had been coordinated to deliver services in this way.

In 1994, Connecticut's workforce development planning structure received national recognition as "Distinguished State of the Year" from the National Alliance of Business (NAB). In making the award, the NAB said that it was impressed by, "the degree to which you [Connecticut] have integrated the many human resource investment services that are essential to building a more productive workforce within the state of Connecticut."

Notwithstanding this progress, there is a need to strengthen the role of the CETC. Figure II-1, "Structure of the State Supported Job Training System" (p. 12), a diagram of the relationships within the job training system, illustrates both the potential for the CETC and the structural problem with the current arrangement. The solid line that flows from the four state agency boxes at the top of the figure goes both through *and around* the CETC and the nine RWDBs on its way to the group of training providers identified within the oval. The fact that many of the program decisions for training and related educational programs remains outside the purview of the CETC or the RWDBs undermines their ability to fulfill their broad mandate to coordinate the state's job training programs. It is imperative that the CTDOL and the CETC work closely with the appropriate state agencies and other interested parties to reexamine these relationships and proceed with specific recommendations to address the issues emerging from this study.

Review of Specific Recommendations

The remainder of the letter responds to the nine specific recommendations in the areas of the Connecticut Employment and Training Commission (CETC) (recommendations 1, 2, and 3), performance measurement (4 and 5), gender or other bias (6 and 7), and employer-driven customized training (8 and 9).

- 1. Beginning July 1, 1997, the CETC shall be composed of 15 members as follows: Five state officials including the Secretary of the Office of Policy and Management and the commissioners of the Departments of Labor, Education, Social Services, and Economic and Community Development; and**
Six business representatives, three labor representatives, and one community services representative appointed to serve coterminously by the governor from a pool of business, labor, and community service representatives nominated by each of the state's regional workforce development boards. (Each regional board would place the names of two business, two labor and two community service representatives into the pool.)

We agree with the goals of making the CETC both smaller and increasing private sector representation. However, the configuration suggested in this recommendation would put Connecticut in the position of requiring more than one policy board due to present federal requirements. We strongly believe it is essential to continue with a single CETC entity. To accomplish this at this time the composition of the CETC must conform with the present requirements of federal law. We will continue to monitor the federal debate and any changes which may be made.

In 1994, in response to a Labor Department request, the General Assembly authorized the CETC to carry out the duties and responsibilities of a state Human Resource Investment Council (HRIC). The required Human Resource Investment Council composition includes representatives of business and industry as a majority, appropriate state agency heads, education both secondary and post secondary, organized labor, community based organizations and local government. Within the context of this legislation, it is recommended that membership on the CETC be kept as small as possible, with recommendations of prospective nominees broadly solicited. We strongly support the Governor's appointment authority as prescribed in the HRIC statute.

- 2. The CETC shall be required by statute to meet at least once in every calendar quarter.**

We agree that this recommendation be adopted as stated.

- 3. The CETC shall be given the statutory authority to review and formally comment on all job training and employment programs proposed by state agencies and any implementation plans prepared in response to legislative initiative programs.**

It is important to underscore that the scope of the CETC's authority is necessarily limited by specific provisions of state and federal statutes and regulations governing training programs. We agree with the recommendation that the CETC's authority be increased to improve coordination and proper alignment of state programs without curtailing the ability of education,

employment and training entities to implement programs in accordance with governing state and federal statutes.

In order for the CETC to effectively review and comment on all job training and employment programs proposed by state agencies, the CETC must be able to review and give feedback on plans and programs during the development process. The following practices are presently in effect:

1. The CETC recommends a plan for coordinated approaches to state workforce development, which, upon gubernatorial adoption, constitutes the state's priorities for workforce development.
2. The RWDBs develop regional plans and priorities for workforce development consistent with the goals of the statewide plan.
3. The CETC reviews and approves regional workforce development plans and, with the Governor's authorization, refers approved regional plans to state agencies which plan and implement job training programs.

Performance Measurement

The findings related to performance measurement deserve comment before addressing the report recommendations themselves. The findings accurately reflect a situation that has existed in this and most other states for a number of years. Monitoring and evaluation are time-consuming and expensive activities whose benefits are often misunderstood or overlooked. Monitoring and evaluation in Connecticut, other than those measures required by federal law for activities funded under the Job Training and Partnership Act (JTPA), have been uneven at best. When evaluation has been carried out, the information produced is often program/agency specific and of limited utility.

We agree with the finding that such activities are necessary and should be an integral part of the system, so that the information can be targeted sharply enough to create better coordination and improve planning and policy development. We also concur with the finding that having the CETC implement a monitoring and evaluation system would improve policy making and planning (p. 47). Just as important as informing policy makers and planners, however, is informing the customers of the employment and training system. Without comprehensive consumer information about the training system and its programs, customers cannot make informed and appropriate choices.

With the appropriate consumer information, customers will help ensure the system's accountability. Programs that deliver the types of services in demand and in the manner desired would thrive. Those that did not meet customer needs would be discontinued. In this way, informed customer choice will do as much to ensure the efficiency and effectiveness of the system as will the decisions of informed policy makers and planners.

It is important to acknowledge the progress to date in building an integrated performance measurement system through *Connecticut Works*. Federal leadership has consistently acknowledged the important role Connecticut has taken in developing and implementing performance measurement. In recognition of this, Connecticut is one of four state representatives on the National Performance Measurement Committee and the state will also play a leadership role in one of the four national workgroups defining measures for the national workforce performance measurement system.

The performance measurement accomplishments already made provide a strong complement to the findings and recommendations of the committee. As will be noted in the comments on the recommendations, the CTDOL Performance Measurement Unit (PMU) has been building on the University of Connecticut's study recommendations for over two years. The unit has made significant progress on the following:

- developing and defining performance indicators
 - creating a quarterly reporting system to monitor program performance
 - developing cost-efficient technologies for data collection
 - building technical capacity to develop and sustain a performance measurement system
 - developing and implementing training for planners and managers to support continuous improvement based on the performance measurement data
 - assisting front-line managers in using performance measures to improve procedures and work processes in the *Connecticut Works* Centers.
4. **By July 1, 1998, the CETC shall either implement the recommendations of the UCONN study regarding the implementation of a statewide performance monitoring system or an alternative system formally approved by the commission. Any alternative system to the one proposed in the UCONN study must include systemwide job training program measures, outcomes, and standards that can be applied to state-sponsored employment and job training programs as administered by the various state agencies. Regardless of the performance system selected for implementation, a rigorous review of common measures and standards shall be conducted by the commission.**

The UCONN study is an excellent foundation upon which to build a performance measurement system. To fulfill the recommendations of the study regarding continuous improvement, however, the system should provide both information on outcomes and process information to guide managers and staff in adjusting programs and procedures. Common measures and standards are also an important aspect of such a system. They afford the ability to set standards and allow comparisons among variations in program implementation.

The measures should identify programs with highly effective strategies as well as identify "best practices" to implement across the system.

The CTDOL/PMU has also convened a committee of partner agencies and private sector stakeholders who represent many of the same constituencies who would be represented on the CETC. The committee has begun the process of defining the specific indicators necessary for implementing a measurement system that accommodates the various training programs and the different customer segments being served.

The UCONN study suggests a staff of eight to implement its concept of the measurement system. This reflects its belief, confirmed by PMU's experience, that these systems are costly to establish and require funding to be sustained long-term. For example, the CTDOL's PMU could not have developed its capacity and made the progress it has to date in creating and reporting measures for *Connecticut Works* without the special implementation funding from the One-Stop grant. Always attuned to the importance of balancing the cost of data collection and use with the value of the measures, the PMU has devoted considerable effort to develop cost effective data collection strategies to ensure a sustainable and comprehensive system.

5. **By October 1, 1998, and annually thereafter, the CETC shall provide the Office of Policy and Management and the General Assembly's committees of cognizance with authority over labor, education, human services, and appropriations with a report card of each program emphasizing employment placement included in the commission's annual inventory. At a minimum, the report card shall identify for each program the cost, number of individuals entering the program, number of individuals satisfactorily completing the program, and the employment placement rates of those individuals at 13-, 26- and 52-week intervals following completion of the program or a statement as to why such measure is not relevant.**

The CETC should provide the state with an annual report card to enhance the workforce development system's accountability. Experience suggests, however, that the first annual report would have to be for the year after the measurement system is implemented. Therefore data for the first annual report would be collected for the period July 1, 1998, through June 30, 1999, with the actual report not available until October, 1999.

The second part of this recommendation regards the intervals at which certain outcome information would be collected. The current JTPA system has a body of measurement that a panel of experts developed when the JTPA was first implemented. They determined that 13 weeks was the optimal duration between training completion and follow-up in terms of

predictive power and a balance of cost versus data value. While additional follow-ups could be useful, each one is costly. It should also be noted that the longer the time after training, the more difficult and expensive collecting the data becomes. The CETC should study these additional follow-ups and the incremental value they would afford to policy and decision makers. They should also look at possible alternatives to traditional follow-ups that are more cost effective (e.g. use of existing databases) and implement an appropriate follow-up system in consultation with the legislature, employers, and their needs.

Equity

6. **The Connecticut Employment and Training Commission should require regional workforce development boards and all state agencies responsible for brokering and providing training and employment services to regularly review their procedures and programs to ensure that clients are not being steered onto specific career paths based on their gender or other personal characteristics.**

The CETC should continue to examine the equity issues raised by the distribution of individuals in employment and training programs to determine if there are deliberate efforts to guide individuals into certain training opportunities. The diversity of today's workplace suggests that this examination should ensure that the distribution of participants in training programs is not skewed based upon gender or other characteristics covered by anti-discrimination laws. This will also help ensure equal access to job training opportunities. Based upon these findings, the Commission may require RWDBs or state agencies to review their procedures and programs and develop corrective measures as needed.

7. **The Connecticut Employment and Training Commission in cooperation with the Permanent Commission on the Status of Women and the Commission on Human Rights and Opportunities should regularly collect and analyze data on state supported training programs that measure the presence of gender or other systematic bias and work with the relevant boards and agencies to correct any problems that are found.**

The Labor Commissioner and the CETC will work to insure that available data on gender or other bias is collected and analyzed. The Commissioner and the CETC, in consultation with the PCSW and CHRO will work to identify any area of such bias and, where found, how best to eliminate it.

Employer-based Training

8. **The CETC in consultation with the CTDOL, Department of Economic and Community Development (DECD), and the RWDBs, shall recommend to the Office of Policy and Management and the committee of the General Assembly having cognizance over appropriations, budget targets for assisting state employers with their training needs.**

We believe that the CETC and the Labor Commissioner are the appropriate identifiers of budget targets for customized training on behalf of the Governor in consultation with the DECD and our other *Connecticut Works* partners.

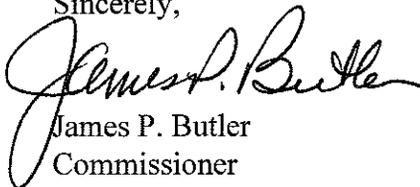
9. The CETC shall take steps to secure new interagency agreement between the CTDOL and the DECD that includes a role for the state's RWDBs.

Currently an excellent cooperative relationship exists between the DECD and the CTDOL. These two agencies coordinate all employer-based training investments very closely, are collocating staff, and are working to align employer contact management procedures and databases. Both agencies will work with the CETC to identify policies that strengthen their relationship, including an expanded role for the RWDBs.

The Committee's report has raised and provided a welcome opportunity to discuss many issues critical to the continued improvement of Connecticut's job training system. We believe that the continuation of the CETC offers the best forum in which to explore these issues further. It also would insure a focus on and the coordination of the topics voiced in the report and this response, including the interdependence of workforce development and economic development, the furthering of both the *Connecticut Works* and *Connecticut Learns* systems, and the implementation of a meaningful, cost-effective performance measurement system.

We appreciate the Committee's thoughtful review of the job training system and the opportunity to add our comments, and those of our *Connecticut Works* partners, to this report.

Sincerely,



James P. Butler
Commissioner

cc: Commissioner DeRocco, DHE
Commissioner Ellef, DECD
Commissioner Sergi, SDE
Commissioner Thomas, DSS
Deputy Commissioner Saunders, CTDOL

Attachments: Letters from DSS Commissioner Joyce Thomas, December 31, 1996 and SDE Associate Commissioner Leslie Averna, January 10, 1997.



STATE OF CONNECTICUT

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December 31, 1996

John Saunders, Deputy Commissioner
Department of Labor
200 Folly Brook Blvd.
Wethersfield, Connecticut 06109

Dear John,

We have reviewed the Legislative Program Review and Investigations Committee's report, **State Supported Job Training Programs**, to identify issues of concern to the Department of Social Services. We believe the report accurately describes some of the factors currently impacting coordination between regional workforce development boards and the state agencies. Our joint response to the report should address the following issues:

1. **The need for a strong policy and planning entity at the state level to ensure opportunities for dialogue and better coordination of programs and services.**

We support a strong Connecticut Employment and Training Commission and would like to be an active partner in helping to shape a vision for the employment and training system, assessing need, establishing broad policy, and measuring and evaluating outcome.

2. **The need for regional boards to focus on policy and planning in the regions.**

The state level partnership should be mirrored at the regional level with representatives of our regional offices serving on the boards and participating in the formulation of policy and plans for the regions. The report suggests that programs planning is still being driven primarily by federal requirements. Also, in the past, some boards have continued to compete with the local agencies to run programs. This needs to change. In our view, the regional boards should be a forum for members to share information, proactively set policy and priorities, evaluate programming and resolve issues.

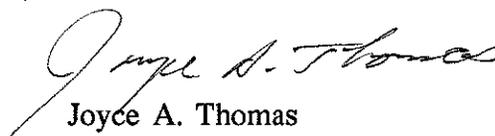
John Saunders, Deputy Commissioner
December 31, 1996
Page Two

3. The need to increase employment and training opportunities for welfare recipients.

It is our hope that, as a result of this stronger partnership, there will be a significant increase in the number of welfare recipients served through combined state and federal funds. We want to ensure that programs that are funded in the future are responsive to the needs of our clients and community-based agencies that have served our clients well, are an integral part of the new system. Our CETO collaborative provides a good model for coordinating funding.

I hope that these comments are helpful. Please call me or Rosemary Talmadge at 424-5032 if you need anything further.

Sincerely,



Joyce A. Thomas
Commissioner

JAT:RT:jh

pc: Rosemary Talmadge, DSS
Chris Saunders, DOL



STATE OF CONNECTICUT
DEPARTMENT OF EDUCATION



January 10, 1997

John Saunders, Deputy Commissioner
Department of Labor
200 Folly Brook Blvd.
Wethersfield, Connecticut 06109

Dear Deputy Commissioner Saunders:

A handwritten signature in cursive script that reads "John".

We have reviewed the November 26, 1996, Legislative Program Review and Investigation Committee Staff Findings and Recommendations Report "State Supported Job Training Programs," and offer the following comments:

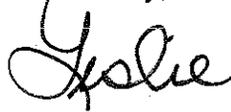
1. The report focuses on job training for the target population of dislocated and disadvantaged workers, workers with special needs, and new entrants, although the stated definition of job training would also include in-school students who are participating in "activities and services that gives an individual the skills and assistance necessary to obtain or maintain a job in a specific industry." With the Governor's emphasis on the School-to-Career initiative as a way to better prepare a future workforce, it seems a description of this preventative program would have provided a more well rounded purview of the issue. The state invests considerable resources in the vocational-technical schools and the 19 regional vocational agriculture centers, which provide employment and training opportunities for over 12,000 students; a description of these programs was also omitted.
2. While the report identifies the training model "basic education" and defines it as "instruction in adult basic education," it lacks a description of the courses offered through SDE's 54 adult education programs statewide. Likewise, the "workplace based" training model is described with no mention of the workplace learning of school-age students through the School-to-Career initiative.
3. Although the SDE is included as a source of funding in the chart on page 5, it is unclear whether CETO (a combination of JTPA, DSS, adult education and Perkins funds), adult education and Perkins programs are included in the state-to-federal expenditures section on pages 12 and 13;

January 10, 1997
John Saunders
Page 2

4. We wholeheartedly support the continuation of the CETC. The State Department of Education has built its School-to-Career initiative around the CETC and the WFDB's and will use them as an advisory body for all employment and training initiatives, including Perkins secondary and postsecondary grants, CETO grants and School-to-Career grants. These SDE programs should be included in the CETC annual report card. We have also disbanded SCOVE, the vocational technical advisory body, in anticipation of the reconvening of the CETC. We concur that CETC should be restructured into a smaller unit, with a representative from a school district with an operating adult education program.
5. In the area of gender bias, it should be noted that at the high school level, particular attention is focused on attracting young men and women to participate in training programs leading to careers non-traditional for their gender.
6. The industry-developed skill standards around the 8 career clusters should be considered when conducting "a rigorous review of common measures and standards." In addition, SDE is working closely with DOL on performance standards in conjunction with the One Stop Center, and SDE/DOL/DSS have a uniform assessment system (CCS) that is used for initial educational assessments for mutual clients.
7. It is unclear why the CETO program description is not included, since this has been one of the most successful interagency collaborative models that serves these clients (see attached December 9, 1996 memo from Roberta Pawloski).

I hope you find these comments useful and look forward to our continued collaboration around employment and training issues.

Sincerely,



Leslie M. Aversa
Acting Associate Commissioner
Division of Educational Programs and Services

LMA:g
cc: Theodore S. Sergi, Commissioner
Roberta L. Pawloski, Bureau Chief