

Appendix A

Table A.1 - Overview of JTPA and Related Studies (Listed in order cited in the Literature Review)

STUDY	PURPOSE	METHODOLOGY	SAMPLE SIZE	RESULTS
<p>Implementation of the Job Training Partnership Act: A Field Network Process Evaluation (Cook, 1986)</p>	<p>A process study to examine program operation and implementation. Elements reviewed: operational elements; groups targeted; services provided; initial outcomes</p>	<p>Interviews and review of documentation. Documentation required to support conclusions made from interviews.</p>	<p>40 services delivery areas (SDAs) in 20 states</p>	<p>State role: governor controls program; JTPA overseen by state agency in contact with governor. CETA administrative entities still used; same structures used. 19 of 20 states used performance standards. Less than 10 states planned to target certain populations. Classroom training most prevalent. OJT impacted by employer involvement. Performance: most states met entered employment rate requirements.</p>
<p>Implementing JOBS: From Rose Garden to Reality (Hagen & Lurie, 1995)</p>	<p>To study change in state employment and training programs for Family Support Act of 1988 and how agencies “realized the objectives of the JOBS legislation” (Hagen & Lurie, 1995, p. 523).</p>	<p>Field network research and survey of key program workers</p>	<p>30 local sites</p>	<p>Lack of funds evident; states required to draw on funds from other programs, including JTPA. Emphasis on human capital investments - education; training; job readiness. Little job development or placement. Enough child care and transportation.</p>

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<p>JTPA Performance Standards: Effects on Clients, Services and Costs (National Commission for Employment Policy, 1988)</p>	<p>To evaluate impact of performance standards on SDA and provider programs, implementation practices, clients served, services, and costs.</p>	<p>Qualitative elements include case studies.</p> <p>Quantitative elements include review of state and local policies, census bureau data, JASR, state performance standards and policies.</p>	<p>530 director questionnaires 454 fiscal questionnaires</p>	<p>Impact on clients served: incentives reduced service to hard-to-serve; PICs focusing on program design handle hard-to-serve better, areas with high employment less likely to serve hard-to-serve. Use of skill measures helps placement of hard-to-serve.</p> <p>Impact on services provided: PICs with policies for hard-to-serve increased program efforts; PICs with emphasis on design used more OJT; SDAs with target group offer more appropriate services.</p> <p>Impact on costs: State and PIC policies had little impact on costs. Evidence that emphasis on cost reduces services for adults. Development of basic skills should be encouraged.</p>
<p>JOBS and JTPA: Tracking Spending, Outcomes, and Program Performance (GAO, 1994a)</p>	<p>To determine how funds are spent and reported, what types of outcome data are collected, and what performance standards are used.</p>	<p>Review of federal expenditure data and legislation</p>	<p>Unclear</p>	<p>JOBS and JTPA spent \$3 billion in PY 1992. Coordination evident at local level. Similar funds spent on education and training. JTPA uses outcome measures.</p> <p>JTPA and JOBS share services. Neither requires breakdown of spending for education and training.</p>

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<p>What's Working (and What's Not): A Summary of Research on the Economic Impacts of Employment and Training Programs (US DOL, 1995)</p>	<p>To summarize research on the economic impacts of employment and training programs.</p>	<p>Review of existing literature. Focused on studies with random assignment approach.</p>		<p>JTPA Title II-A findings: short term training least successful, OJT and job search have most economic impact; long term classroom training is effective, voluntary programs with subsidized employment effective; evidence basic skills training leads to higher earnings; program showed higher earnings for men and women, but most increases due to longer hours working; program is cost effective.</p>
<p>Job Training Partnership Act: Long-Term Earnings and Employment Outcomes (GAO, 1996a)</p>	<p>To compare participant earnings five years after JTPA training with incomes of non-participants and to compare long term employment rates of participants with non-participants</p>	<p>Used data from National JTPA Study (NJS) and annual earnings recorded by Social Security</p>	<p>NJS sample 20,601 in 16 SDAs. Used 13,699 NJS participants.</p>	<p>After five years, no affect of JTPA programs on earnings or employment rates. Increases seen after five years not statistically significant compared to control group.</p>

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<p>Implementation of the Job Training Partnership Act in Virginia: A Statewide Evaluation of Program Year 1986 (Governor's Employment and Training Department, 1988)</p>	<p>To evaluate the post program outcomes from adults and youth exiting JTPA programs from July 1, 1986 through June 30, 1987.</p>	<p>Review of earning and employment data</p>	<p>7198 adults 6682 youth 13880 total</p>	<p>Adult findings: 63% adults employed 13 weeks after JTPA; 27% showed earnings increase; 24% of adults were not working 13 weeks after JTPA; 7% enrolled in post-high school education; 37% of dropout adults employed - skill development might not be adequate. Recommend more basic education, more service to welfare recipients, increase quality of placements; test reading levels</p>
<p>Toward More Valid Evaluations of Training Programs Serving the Disadvantaged (Bishop, 1989)</p>	<p>To determine if impacts of training on earnings provide a fair estimate of the impact of training for the disadvantaged on productivity.</p>	<p>Unclear</p>	<p>Unclear</p>	<p>Raises stigmatization issue. Employers may pay those who come out of government training less than those with same skills but who did not come out of a federal program. Job search assistance rather than training might prove more effective in increasing earnings; less stigmatization. Better evaluation technique - compare productivity of federally trained versus untrained.</p>

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Evaluating JTPA Programs for Economically Disadvantaged Adults: A Case Study of Utah and General Findings (US DOL, 1993)	To identify an evaluation methodology for state use to meet Act guidelines.	Utah JTPA PY 1987 for full 8 quarters	Selected comparison group to match JTPA participants. Compared outcomes of JTPA group to comparison group. Developed non experimental techniques for evaluation	“Personal demographics factors are not related to post-training employment barriers in finding a job, but rather to barriers in realizing higher earnings when employed” (p. 60).
Federal Public Assistance Programs: Coordination and Eligibility Issues (Zank, 1991)	To examine coordination issues around employment and training in order to recommend institutional reform and criteria changes.	Review of literature and policies	75 federal programs for the disadvantaged	<p>Recommends that federal level increase legislative mandates for coordination.</p> <p>At state level recommends JTPA offices be used for more programs; one-point entry for clients; one-stop eligibility for multiple assistance programs.</p> <p>Income, poverty levels, and eligibility criteria must all be standardized.</p>
Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO, 1994a)	To identify differences in eligibility requirements and operating cycles of programs service same populations.	Reviewed statutes and regulations; agency documents; interviewed state and local administrators.	38 programs targeting economically disadvantaged	Conflicting eligibility requirements and operating cycles have negative impact on delivery of services. Difficulty in identifying who is eligible. Different cycle times program service coordination.

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Multiple Employment and Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively (GAO, 1994b)	To review how federal agencies collect data on program outcomes, monitor local performance and to determine what studies have been done on training programs.	Interviews, reviewed monitoring reports, identified studies.	62 programs administered by 14 federal agencies	Agencies do not collect information on outcomes or program effectiveness. 50% of agencies do not collect data after clients complete programs. Agencies monitor amounts spent by do not monitor outcomes, therefore, cannot identify local successes. This study identifies only 2 studies done on JTPA Title II-A effectiveness.
Multiple Employment Training Programs: Overlap Among Programs Raises Questions About Efficiency (GAO, 1994d)	To provide an overview of programs serving the economically disadvantaged, dislocated workers, older workers and youth.	Compared goals, clients, services, service delivery approaches and federal funding mechanisms. Studied regulations; interviewed program managers; reviewed other reports and documents.	38 of the 154 programs targeting one of the four groups	Programs overlap in goals, clients, services, and delivery approaches. 7 of 9 programs for economically disadvantaged share goals, clients, and services, yet have separate administrative structures.
Blending, Slicing, and Dicing Adult Education, Vocational Education and JTPA (Roth, 1989)	To review coordination of JTPA programs, adult education and vocational education.	Review of legislation and case study of Illinois		Area planning councils help prevent overlap of efforts. SDAs did JTPA; 12 agencies offer vocational education. Planning meeting of groups with overlapping programs led to more coordination.

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Combating Program Fragmentation: Local Systems of Vocational Education and Job Training (Grubb & McDonnell, 1996)	Due to concern over program overlap, this study seeks to determine how programs work together at the local level.	Case studies and interviews	8 communities in 4 states	<p>Competition not and issue; clear division of training and education efforts.</p> <p>Interaction is impacted by state and federal financial incentives; legal mandates; local initiatives; personal relationships of principals; local history of interaction; politics.</p>
Local Service Delivery Systems: Characteristics of Successful Title III Programs (Cheney, 1996)	To “investigate characteristics of particularly successful (or unsuccessful) Title III services delivery systems for dislocated workers” (p. 27)	Survey data on structure of services, SDAs, outcomes, and demographic and economic variables.	423 Title III administrative entities	<p>Combined Title III and Title II-B efforts had lower entered employment rated.</p> <p>SDAs who contracted out no training showed better wage effects that those contracting out all training.</p> <p>Integration did not seem to cause significant positive impact on Title III program outcomes.</p>
Improving Adult Reading Skills Through a JTPA/Education Project: Back to the Basics (Moorman, 1981)	To describe implementation of a program in Texas to increase reading levels of JTPA adults	Case Study	Unclear	<p>Program was response to low reading skills. Coordinated with community college to provide courses. JTPA eligible and those not eligible were able to participate. Average reading level at 8th grade.</p> <p>Outcomes - 63% completion rate. Tested at 11.7 grade level upon completion.</p>

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Central Utah's JTPA Career Guidance and Job Placement Program (Armstrong, 1989)	To describe the Utah job placement and career guidance model.	Case study	Mountain Lands JTPA	<p>Program used service providers for intake, evaluation, training and career counseling. Classes run for 10 days. First five days teach job search skills; days 5 through 10 spent in job search. If no job is found, program seeks to develop position for client in community.</p> <p>75 - 79% placement rate.</p>
Job Training Partnership Act: Actions Needed to Improve Participant Support Services (GAO, 1992)	To determine support provided to JTPA clients; to evaluate how such support related to client success.	<p>Survey to 628 SDAs</p> <p>Visits to 5 SDAs</p> <p>Used child care as service provided for comparison purposes</p>	<p>628 SDAs surveyed</p> <p>89% response rate</p>	<p>95 of available funds used for support services</p> <p>39% of participants received services</p> <p>Of parents who received child care services, 69% completed training versus 45% who did not receive child care and 68% versus 49% obtained employment.</p> <p>No clear cause and effect relationship found.</p>

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<p>Employment Training: Successful Projects Share Common Strategy (GAO, 1996b)</p>	<p>To identify successful strategies used in employment and training programs for disadvantaged adults.</p>	<p>Nomination process used to identify outstanding programs based on completion rate, placement, retention rate, and wage criteria. Use of systematic case studies.</p> <p>Projects chosen by geographic location; urban or rural location; project size; target population; and, funding sources.</p>	<p>6 projects</p> <ul style="list-style-type: none"> • Arapahoe County Employment and Training, Aurora, Colorado • Center For Employment Training (CET), Reno, Nevada • Encore!, Port Charlotte, Florida • Focus: HOPE, Detroit, Michigan • Support and Training Results in Valuable Employment (STRIVE), New York, New York • The Private Industry Council (TPIC), Portland, Oregon 	<p>Four common strategies key to successful programs are shared by these projects:</p> <ol style="list-style-type: none"> 1) ensure that clients are committed to getting a job and participating in training; 2) barriers to successful completion of training are removed by providing appropriate services, such as child care; 3) good work attributes or employability skills such as attitude and adherence to attendance rules are developed by the programs; and, 4) skills training is closely linked with the needs of the local employers.