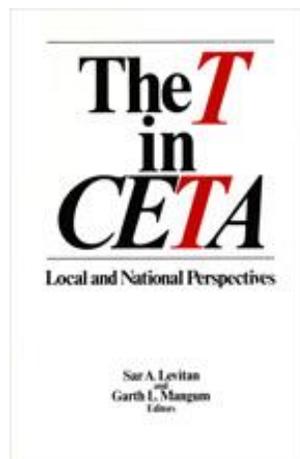

Upjohn Institute Press

Indianapolis, Indiana: Recovering from Troubles

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W.E. Upjohn Institute



Chapter 5 (pp. 207-234) in:

The T in CETA: Local and National Perspectives

Sar A. Levitan, and Garth L. Mangum, eds.

Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 1981

DOI: 10.17848/9780880996051.ch5

Indianapolis, Indiana Recovering from Troubles

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**The W. E. Upjohn Institute
for Employment Research**

Introduction

The Indianapolis CETA operation can properly be characterized as a program in transition or reorganization. Although CETA has been operated under the jurisdiction of the Indianapolis city government since its inception, the extent to which the program has been viewed as an integral part of local public services is somewhat questionable. Because of the major reorganization efforts that were initiated in 1978-79, it is necessary to view the Indianapolis CETA program in a pre- and post-reorganization context. Prior to the current administration and pre-reorganization, the Indianapolis program was characterized by a lack of continuity in leadership, inadequate management systems and lack of direction, and adverse publicity regarding program operations.

Prior to the 1979-80 period, the Indianapolis program was fraught with a wide array of management problems that impacted adversely on both the scope and quality of the prime sponsor's employability development and training activities. In general, the program was loosely operated, and management systems were not adequate to assure proper controls or decisionmaking. Perhaps the major problem was in the financial management area, where there were insufficient controls and reports were frequently inaccurate or unavailable. In short, it appears that the financial management had lost control of the system. Serious problems were

also evident in the program's Management Information System (MIS). Reports from this unit were not reliable, client records were incomplete, and inadequate information was being generated for management purposes. Other functions of the Indianapolis program were also deficient. The intake-assessment-referral function did not generate a smooth client flow to the various employment and training components. Monitoring and evaluation of contractors' performance and compliance were all but absent. Prior to the beginning of fiscal 1979, the Indianapolis program was all but bankrupt, and the Division of Employment and Training was under fire from the regional office of the Employment and Training Administration and from many groups in the Indianapolis community.

The above comments and this report are not an expose of the Indianapolis CETA program. On the contrary, the summary of management and program problems is intended to provide a contrast with the current organizational approach and to illustrate that it would be highly inappropriate to assess the Indianapolis program on the basis of historical performance. In the broadest sense of the word, the Indianapolis CETA system was reorganized during fiscal 1979. The reorganization included changes in the organization structure of the Division of Employment and Training; a major change in the Division's reporting relationship to the city's elected officials and administration; and changes in policies affecting funding allocations, program design, and contractor operations.

The Prime Sponsor Area

Demographic and Economic Features

The jurisdiction of the Indianapolis CETA program covers the Indianapolis-Marion County area, inclusive of

five separate general purpose municipal governments. At the beginning of 1970, the balance of Marion County and the City of Indianapolis were consolidated into a single governmental unit, with a population base of 728,344. The prime sponsor serves an area of 402 square miles which is characterized by a basically flat terrain with no major waterways or unusual geographic features.

The total population of the prime sponsor's jurisdiction is 770,300, with approximately 72 percent of the total being white. The minority population in the area is predominantly black, and there are relatively small Hispanic and Asian population groups. Slightly over 5 percent of the population of Marion County was estimated to be eligible for CETA in fiscal 1979. A similar proportion of the population was estimated to be from families whose family income is below the federal poverty guidelines. Less than 2 percent of the total population is estimated to be receiving Aid to Families with Dependent Children, state, or local public assistance. Of the total estimated CETA eligible population, 30 percent is 19 years or younger and 64 percent is nonwhite.

The Indianapolis economy is quite well diversified and contains over 1,200 industries. The City of Indianapolis is recognized as a service sector economy and is the home for more than 70 insurance companies. Indianapolis is also a major warehousing, distribution, and office center for Indiana and the region. In 1979, the total nonagricultural wage and salary employment was approximately 410,000, with manufacturing employment accounting for 27 percent of the total. Nonmanufacturing jobs represented 60 percent of the total jobs, and the government sector accounted for the remaining 13 percent. Within nonmanufacturing, finance and insurance companies, wholesale and retail trade, and services account for the majority of the job opportunities.

CETA Allocations

As shown in Table 1, CETA allocations for fiscal 1979 exceeded \$31,000,000, with 77 percent of the total targeted for public service employment. Although a rather sizable funding was realized for fiscal 1980 with the phase down in public service employment, over \$25,000,000 was allocated to the Indianapolis prime sponsor. Given the sizable CETA allocations, the participant enrollment figures are relatively low. However, the Indianapolis prime sponsor was in a reorganization phase, and actual client activity lagged considerably behind planned levels of service.

Table 1. CETA Funding for Fiscal 1979 and 1980, Indianapolis, Indiana^a

Source	Allocations	
	Fiscal 1979	Fiscal 1980
II-A, B, C	\$ 5,359,457	\$ 6,750,219
II-D	9,125,270	6,470,354
VI	15,036,206	8,566,772
YCCIP	267,679	441,008
YETP	1,497,835	2,215,179
VII	—	1,000,009
Total	\$31,286,447	\$25,443,541

a. Adjusted allocations as released by the Employment and Training Administration.

Prime Sponsor Organization and Operations

The CETA program in Indianapolis-Marion County is administered by the city's Division of Employment and Training (DET). The current organizational structure appears to be well-formulated, and the top management staff is both technically competent and acclimated to planning and managing CETA programs. The director of DET reports directly to the Indianapolis deputy mayor. Under the current organizational structure, all DET staff members are

employees of the city and fall under the city's merit and personnel system. A total of 195 staff positions are authorized, although only 149 are filled. An additional 66 temporary positions are authorized under a "supplemental work force" program, a type of work experience activity run by DET.

Management Structure

The Indianapolis prime sponsor is organized along functional lines. In addition to the staff functions pertaining to the entire organization (personnel, Equal Employment Opportunity, legal services, and independent monitoring), three deputy administrators for "line" operations report directly to the DET administrator. The two key persons reporting to the chief administrator are the EEO officer and the independent monitoring unit (IMU) manager, both of whom are responsible for directing, supervising, and monitoring policies throughout the prime sponsor's program.

The three deputy managers have responsibility over training CETA administration (planning, Management Information System, and fiscal management) and employment services. The deputy for training services is responsible for the overall direction of client services, adult work experience, youth services, and training services. Client services include intake, assessment, counseling, supportive service, and the "client pool." The latter function is basically a referral activity which matches individuals to open training positions. Training services encompass prevocational and vocational training as well as monitoring and supervising training subgrantees. In addition, this unit is responsible for contract negotiations and development with service delivery agencies. The adult work experience unit is concerned with short term work assignments for CETA clients stationed with either public or private-nonprofit employers. The youth program unit is responsible for the Title IIB youth work experience program and the Title IV youth activities.

The deputy administrator for employment services is responsible for the public service employment programs funded under Title II-B and VI. In addition, this unit has responsibility for job search programs which involve classroom training in how to locate and obtain jobs, simulated experiences in job application and interviewing, and self-directed job search activities.

The deputy for administration supervises the MIS, the planning and evaluation function, and the financial management system. The MIS unit maintains all participant data and operates the client tracking system. Total planning and program evaluation for all titles is performed by the Planning Unit, and financial management and internal auditing for all CETA activities are under the financial services manager.

The senior management staff of the Indianapolis prime sponsor are highly qualified in management and experienced in manpower programs. Although the program was characterized by relatively high turnover prior to the new administration, this does not appear to be a significant problem, at least among the top management personnel. Perhaps the most important change made by the current administrator is the hiring of qualified managers who have the capabilities of managing both systems and personnel. Furthermore, a greater emphasis is being placed on recruiting persons who are technically competent in areas such as client management information systems, accounting, and financial management. As implied earlier, this represents a major departure from past personnel practices that involved the hiring of individuals whose qualifications were suspect at best. Another important personnel change that will likely impact favorably on the Indianapolis program in the future is that "political appointments" to the CETA staff have been eliminated. The impression is that individuals are selected on their merits, and the decisions of the CETA administrator

are supported by the deputy mayor. In short, the current administrator has introduced a much higher level of professionalism throughout the prime sponsor staff.

All prime sponsor employees are covered by the Indianapolis civil service system. Also, all positions have been classified by the City Personnel Department. These classifications are consistent with the system used for all city employees. Job descriptions exist for each position within DET, and the majority of these descriptions had been updated and were consistent with the management structure under the CETA reorganization.

In general, the CETA staff salaries are comparable with those of other city government divisions. Yet, it should be noted that not too many of the DET positions are comparable with other public service jobs in the local governmental structure. A few of the positions may be rated slightly higher than in other divisions for this reason. From all indications, the salary levels are also comparable with those of nonprofit and community-based organizations in the area. If anything, the salary ranges may be somewhat higher than the prevailing nonprofit pay structure. When comparisons are made with the private sector, the only classification that appears to be comparable is the secretarial and clerical area. Although it was difficult to compare the prime sponsor's pay structure to prevailing levels in the private sector, it appears that the CETA salaries for management and professional personnel are around 20 percent below private sector ranges.

The relatively low pay scale does present problems in recruiting top-grade management personnel. It also presents a challenge to the prime sponsor in terms of employee retention. Several of the key personnel indicated that they did not view their work with CETA as a long term career because of the prospects for higher incomes in other organizations. To date, however, the prime sponsor has been successful in

pirating competent personnel from the Indiana Balance-of-State program and has been moderately successful in retaining key personnel. The prime sponsor's office has also avoided having a union.

Management Systems

As part of the reorganization, the CETA administrator initiated the development of an automated Management Information System (MIS) that would satisfy Department of Labor reporting requirements as well as provide program managers with internal management reports. The client information system is currently functioning on a manual basis. Most of the attention to date has been placed on dealing with the backlog of incomplete or missing client records and in making procedural changes that lead to improvements in the flow and quality of primary client records. Revisions were also required for the intake documents to assure that all of the required information was being obtained from applicants. Prior to late 1979, the intake documents did not capture such key information as complete education and school dropout status and complete family status characteristics. Also, changes were required in those sections of the forms that deal with family income and displaced homemaker status.

The client system is now operating efficiently enough to generate the required quarterly reports on participant characteristics and to publish a monthly management report that details client activity by title. This latter document, titled a "Planned versus Actual Output" report, details planned and actual termination data by type of termination (e.g., "entered employment," "other positive," "nonpositive," etc.). In addition, a monthly "participant flow" report is generated. The purpose of this reporting procedure is to indicate the planned and actual enrollments for each title and selected programs such as adult work experience, prevoca-

tional training, vocational training, self-directed job search, and other similar programs. Although this particular reporting procedure has not been fine-tuned, it is judged to be an effective management tool. The report could be more valuable if the program areas could be further disaggregated and if supplemental reports could be prepared for individual program operators. The MIS manager hopes to be preparing reports on individual contractors by the end of the fiscal 1980 program year. In the meantime, however, it has been difficult for the management team members to get much of a handle on how specific programs and operators are functioning either with regard to planned performance or program outcomes.

After considerable time and effort, the financial management system has been restructured to provide fiscal control and to generate accurate information. There are still problems in meeting internal reporting requirements on a timely basis. However, there is little question that this unit can meet all routine information needs. The present accounting system was developed in large part by an outside consultant during the first nine months of 1979.

The monitoring and evaluation of specific programs and contractors under the Indianapolis CETA system is a two-tiered approach. Project coordinators with the responsibility of overseeing contractors are supposed to monitor program operations on a continuing basis. The monitoring activities at the project coordinator level, together with information from the MIS and fiscal units, provide the basis for program evaluation by the planning and evaluation unit. However, the success of the monitoring and evaluation efforts at this second and higher level depends heavily on the scope and quality of performance monitoring conducted by the project coordinators and the MIS. The current program and performance monitoring system has very limited usefulness. Because of vacancies that exist at the section chief and pro-

ject coordinator levels, there are obvious gaps in contract supervision. This problem is further exacerbated by the lack of in-depth training available to the front-line supervisory personnel. As a result, monitoring and evaluation remain quite ineffective. It was also noted that technical assistance to subgrantees and even planning and arranging for training programs were suffering because of staff vacancies and inadequate or nonexistent staff development and training. The most recent quarterly assessment by DOL noted that many of DET's front-line staff were not properly trained. DET was given until September 1980 to take corrective action. The Labor Department's primary concern was the DET staff's ability to monitor contracts vis-a-vis compliance and performance standards.

Decisionmaking

For most of 1979, the Indianapolis program was in the process of restructuring its entire operation, from philosophy and policies to strategic and operational systems. At the time of this study, considerable progress had been made in the planning and decisionmaking area, but the formal process was far from being totally debugged, and changes were still being initiated. The underlying "philosophy" or policies regarding the purpose of employment and training programs are fundamental to the formal decisionmaking process in the Indianapolis CETA program. Under this approach, *all* CETA programs were oriented to the structurally unemployed. The idea was to utilize the most restrictive eligibility requirements under CETA and apply these requirements to applicants in all titles. The intent was to create a "comprehensive program design" that could utilize all CETA funds as though CETA were a bloc-grant program. All training and employment activities and all resources would be directed toward achieving the policies articulated earlier in this chapter. The next implicit, if not ex-

PLICIT, policy that guides decisionmaking is that given the orientation to assisting the structural unemployed, employability development services and training are viewed as the primary vehicles for dealing with structural joblessness. A third guiding policy is that the goal of practically all manpower services and programs is to provide the structurally unemployed worker with the skills and experiences that will enable him to obtain unsubsidized employment in occupations where there is sufficient demand for workers in the area.

Most decisions regarding policies, planning procedures, and selection of training activities are made by the DET staff, while the CETA advisory council exercises a review and advisory role. Other groups do not seem to exercise undue influence over decisionmaking. The Department of Labor's representative apparently was more concerned about getting the program cleaned up and back on track than anything else. He emphasized, according to those persons interviewed, adhering to the CETA regulations. The federal representative did not get too involved in decisions relating to training policy, especially to the types of training to be provided.

The program operators do not influence decisions to any great extent. However, it appears that they do not approve the concept of selecting training areas on the basis of occupational demand. Their position was characterized as "wanting to spend the money" for their existing programs. From all indications, it was difficult to bring the program operators into a new program design because they failed to match client needs with training programs that will likely lead to unsubsidized employment.

The governor's special CETA grants also do not have any appreciable impact on decisionmaking. For example, the supplemental vocational education funds go directly from

the governor to the State Board of Vocational and Technical Education. In turn, these funds are distributed to prime sponsors on a formula basis. According to one DET staff member, the prime sponsor has considerable flexibility to spend the money in any manner desired. Apparently, the state is not even concerned if the funds go to accredited educational and training institutions. In the Indianapolis area, the supplemental vocational education funds are used for tuition, staff instructional cost, and supplies. The only limitation is that allowances cannot be paid with the funds. Twenty percent of the supplemental funds are taken out for administrative purposes and the rest is blended into the prime sponsor's other training programs.

Training Policies and Decisions

The policies and decisionmaking process for training activities are consistent with the prime sponsor's overall philosophy regarding employability development services. In essence, training and subsidized employment are viewed as vehicles for providing CETA clients with the skills to obtain unsubsidized employment. A wide array of employability development services are available to CETA clients in the Indianapolis program, including a sizable number of prevocational projects, vocational and skill training, subsidized work, and self-directed job placement.

The overall policies and planning assumptions of training activities are very straightforward. Training activities must be consistent with the requirements of local occupations that exhibit sufficient net labor demand. Characteristics and dimensions of jobs for which training is to be provided are identified in advance, and the programs are designed to prepare new entrants to meet all of the job specifications.

These training design policies are supported by the prime sponsor's policies in the allocation of funds to training pro-

jects and activities. Under these policies, the Indianapolis program attempts to allocate a portion of available CETA resources to prevocational training activities whose explicit objective is preparing the “most in need” client population for vocational and skill training activities which culminate in unsubsidized employment. The prime sponsor’s administrator also articulated another basic policy approach which was to make the maximum feasible allocation each program year to projects that result in unsubsidized and self-sufficient employment.

One of the major components under the Indianapolis program is prevocational training which encompasses a wide range of programmatic efforts including basic and remedial education, English as a second language, motivational/attitude training, and the introduction of nontraditional jobs to women. However, the objective of all of these efforts is the same—the preparation of “hard-to-employ” CETA clients for vocational training. Under the original program design, this was an experiment whose primary objective was to reveal how to serve the most disadvantaged CETA participants. For clients who enter prevocational training, the prime sponsor attempts to design an employability development plan that will lead to an upgrading of the “characteristics” that can qualify them for skill training. This component is designed to serve as a “feeder” system for all vocational training activities. The training policies indicate that clients who complete this activity have three options—vocational training, temporary work experience, and placement into the best available permanent, unsubsidized employment slot for which they qualify. The latter is intended for those who are not successful in attaining the objectives of their prevocational employability development plan.

The purpose of vocational training is to provide clients with the capabilities of obtaining unsubsidized employment. This activity is the core of the Indianapolis CETA program,

since training policies envision skill development as the single most important service under CETA. The prime sponsor's staff is charged with designing, developing, and implementing individualized training plans for clients by selecting an appropriate occupation for each person from the list of high net demand occupations approved for CETA training. After completing vocational training, clients are to go directly into permanent, unsubsidized jobs. If job opportunities are not available, the client may be placed in a temporary subsidized job.

The prime sponsor provides training under each of the CETA titles, although the training activities under the Private Sector Initiative Program (Title VII) are determined by the Private Industry Council with little, if any, consideration given to the prime sponsor's policies. Title II-B is primarily oriented to prevocational and vocational training. The public service employment programs, Titles II-D and VII, also are vehicles for providing prevocational and vocational skills to CETA enrollees. Clearly, training in its broadest definition represents the primary service delivery thrust of the Indianapolis prime sponsor.

The criteria for determining the mix of training activities include a number of factors. As noted earlier, the selection of skill areas is based in large measure upon the analyses and selection of net positive demand occupations. The entry level wage rates for occupations is another key factor in the decisionmaking process. The service delivery capabilities of training agencies and institutions in the community and the quality of their programs also influence the training activities authorized by the prime sponsor. Based on the training investment policy of the prime sponsor, occupations that require more than nine months will generally not be initiated.

Informally, other factors influence decisions regarding program mix. In the prevocational training area, the

previous program mix plays a strong role in determining the programs that are funded. The influence of this factor on vocational programs is not as apparent. To some degree, the influence of past programs on current training is due to "political" considerations of the role of key agencies in the community. However, political considerations are not thought to be necessarily negative. It is more a matter of having specific prevocational activities in the Indianapolis area funded for specific client constituency groups such as blacks, Hispanics, and women.

The assessment and counseling unit is responsible for deciding which clients are referred to specific prevocational and vocational training activities. In performing this function, the prime sponsor's participant policies provide very specific guidelines and steps for client referral decisions. During 1979, the emphasis was shifted from a "first-come, first-served" basis to limiting access to those who satisfied the training profiles for the specific prevocational and vocational programs. The assessment and counseling unit works with each client in establishing occupational training objectives that are consistent with the CETA program offerings. The underlying requirement is that the program design is basically job- and thus employer-oriented. This approach assumes implicitly that clients are willing to work and want a job and that they can select a training area for which they can qualify by meeting basic training entry requirements. The key in this process is the role of the assessment and counseling unit in assisting clients to identify occupational choices vis-a-vis the high net demand jobs identified by the prime sponsor's planning unit.

Clearly, there have been problems in attracting a sufficient number of clients who meet the standards set for some of the programs. The major problems have centered on the relatively low math competence of most clients, poor at-

titudes about training and employment, and poor problem solving skills.

In reality, the decision process for assigning clients to training components does not follow the procedures outlined above. In addition to targeting clients to training areas for which they are qualified, the availability of vacant slots and programs and enrollment shortfalls have a major influence on who gets trained in specific occupational areas. Because of the pressure to increase enrollments to planned levels and because the assessment function is far from being fine-tuned, clients are targeted in some instances to training components where they simply cannot succeed.

In large measure, the selection of service delivery agencies under the Indianapolis program is now performed in a depoliticized manner. Formal requests for proposals are issued for all programs under all CETA activities—II-B, Public Service Employment, Youth Community Conservation and Improvement Projects Program, Youth Employment Training Program, and the Summer Youth Employment Program. Though a number of individuals and groups are involved in various stages of the selection process, the prime sponsor's management staff clearly exercises the most influence in the decision of delivery agencies. A comprehensive evaluation and rating instrument guides the prime sponsor in selecting subgrantees for training and other programs. Under this procedure, point values are applied to specific requirements or program elements. The points actually awarded any given element are determined by calculating the average rating of scores given by members of the prime sponsor's Education and Training Selection Committee. For those program elements that do not carry a point value, a majority of the committee must agree that the proposal response meets a minimum level of acceptance. If any response falls below the minimal acceptance level, the proposal is automatically rejected.

Training Administration

Training, in its broadest context, is authorized under all of the CETA titles in the Indianapolis area. Primary emphasis, however, is placed on a broad array of prevocational training activities. The majority of the training expenditures for fiscal 1979 were authorized under Titles II-B and IV. Approximately 44 percent of all Title II-B expenditures were for training activities. As noted, the bulk of these outlays was for classroom training. Two-thirds of the total expenditures under the Youth Employment Training Program were targeted to classroom and on-the-job training programs. Relatively high proportions of the total outlays under the PSE titles were also targeting toward training and employability and development services—20 percent under Title II-D and nearly 10 percent under Title VI.

Internal management reports for the first six months of fiscal 1980 indicated that the prime sponsor increased the relative expenditures for training under Title II-B, but training and service expenditures for the other titles were lagging behind the relative amounts recorded during fiscal 1979. Training programs accounted for 68 percent of the total Title II-B outlays during the first six months of the year, but represented only 16 percent and 10 percent of the Title II-D and VI expenditures, respectively. (Classroom training alone accounted for 40 percent of the expenditures. Also, all training activities and employability development services represented 62 percent of the total Title II-B outlays.)

In contrast to the emphasis placed on classroom training, the Indianapolis prime sponsor has accorded on-the-job training (OJT) a very low priority. OJT programs have encountered considerable difficulty in Indianapolis since the inception of CETA. During the second quarter of 1980, there were no OJT enrollees, and the prospects for initiating

a viable OJT activity did not appear too favorable. The reasons for not using OJT relate to the program's past experiences, particularly its history of adverse newspaper publicity and charges of fraud in previous programs.

On-the-job training has declined in importance in comparison to both the early CETA years and the pre-CETA period. One of the prime sponsor's management staff members noted that OJT is perceived by some as "the answer" to the training of the disadvantaged, but that the program is a "sham" to a certain extent. It is one of those activities that looks good on paper, but in actual practice does not work well. The design and incentives for OJT present a dilemma. In most instances, the financial incentives under the program do not appeal to large employers who have the expertise and facilities to provide training compatible with OJT's program design and philosophy. As a result, the employers to whom OJT appeals are generally small and frequently cannot provide a viable training function. In fact, in many instances, the primary incentive for these employers is a "wage subsidy" that facilitates their staying in business. In short, OJT is far from a panacea for the training problems of CETA clients in Indianapolis.

Actual client service patterns in training activities tend to support the prime sponsor's client targeting policies. With the exception of the Youth Community Conservation and Improvement Projects and Title VI programs, service to females was greater than that to males in all titles. The program participation rate for women ranged from a high of 60 percent for Title II-B to a low of 20 percent in the YCCIP program. It was not possible to collect characteristic data for separate training components in the various titles. However, because Title II-B is predominantly a training program, client characteristics under this program can be contrasted with those under the Public Service Employment programs. Clients who were enrolled in training activities under Title II-

B tended to be younger, less educated, and more dependent on some form of public assistance than clients who possessed PSE jobs. Two out of every five Title II-B enrollees were high school dropouts in comparison with only 21 percent of the Title II-D enrollees and 32 percent of the Title VI enrollees. Exactly half of the training enrollees were under 22 years of age. In contrast, only 25 percent of the II-D clients and 31 percent of the Title VI clients were in this age category. Furthermore, almost half of the II-B enrollees were recipients of some form of public assistance while approximately one-fourth of the PSE clients were public assistance recipients.

Service to nonwhites was approximately the same for all titles. The participation of black and other minority group members was extremely high for all titles, ranging from a low of 73 percent in Title II-D to a high of 88 percent in the YETP program. There are a number of factors that may explain the relatively high incidence of service to blacks. First, inner-city Indianapolis is about 80 percent black, and this is where most of the intake centers for the CETA program are located. Second, outreach and intake are not aggressively pursued in the out-county area for a number of reasons, including the lack of advocacy groups, logistical considerations, and the fact that the CETA eligible population in the out-county area is very dispersed. A third possible explanation may be that the program is perceived by the intake staff as being black-oriented.

Training Quality

The analyses of the quality of alternative training activities in the Indianapolis prime sponsor area are based on a number of sources, including opinions and perceptions of the prime sponsor's staff members and personnel associated with the training contractors, assessments of all available

contract documents and performance reports, and the field researcher's personal observations derived from on-site visits at eight training facilities. The on-site visits covered the full range of both prevocational and occupational training provided under the Title II-B program. The four prevocational delivery agencies were training clients in basic and remedial education, GED preparation, English as a second language, career exploration, world of work orientation and the introduction of nontraditional employment opportunities to women. The vocational training agencies offered skill training to CETA enrollees in 17 separate occupational areas, including health and office occupations, industrial trades, and basic electronics.

The prime sponsor's policies indicate that emphasis will be placed on open-entry, open-exit vocational training activities. In reality, very few of the programs are designed in this manner. However, several of the prevocational and vocational activities are designed on a modular basis that facilitates client access. All vocational activities are provided on an individual referral as opposed to class-size format. The individual referral format is considered to be advantageous for several reasons. First, under a class-size program CETA clients are generally segregated, and there is frequently a stigma attached to the CETA enrollees. Second, under the class-size programs, it appears that the instructors have lower expectations for the enrollees. Also, according to one member of the prime sponsor's management staff, the class-size programs are usually taught by low-paid, part-time, unqualified personnel. Although the quality of training varies considerably among the different training agencies and even among different occupational areas within the same agency, the training curricula for practically all programs appear to be competency-based. In addition, the instructional staff members, on average, are regarded as being adequately experienced and qualified.

Prevocational Training

The prevocational programs in the Indianapolis training system are basically designed to prepare clients in basic and remedial education, orientation to the world of work, and GED preparation. One such program, "Get Set," is operated by Indiana University/Purdue University at Indianapolis (IUPUI). This program is operated as an "open-entry, open-exit" activity with no minimum entry requirements. The vocational assessment system used in the "Get Set" program is both comprehensive and continuous during the enrollee's tenure. The curriculum for this program is highly individualized and is competency-based. The "Get Set" philosophy of learning is based on one key principle—"who's an adult and who's not." The program staff places the responsibility for learning on the students, grades are not given, homework is not assigned on a required basis and no textbooks are required. Very few discipline problems have arisen, and it is apparent that peer attitudes influence the work habits and behavior of the enrollees. The program is clearly staffed by dedicated and competent personnel and is judged to be successful in meeting its objectives.

Another basic education program is operated by Lockyear College, a private, postsecondary, independent college. The success of this program is due in large measure to a well-trained staff and individualized training plans for each student. In addition, the program is located in a modern, well-decorated, new office facility in park-like surroundings. Training for this activity generally runs for about five weeks during which there is an average increase of three grade levels. The program staff places a high priority on continuous reviews of the progress of each enrollee and prepares very detailed reports on individual progress.

The Lockyear program is clearly a first-rate approach to adult basic education. Strong emphasis is placed on atten-

dance, promptness, and task orientation. However, in a strict sense, the Lockyear project is not prevocational since it does not provide enrollees with occupational awareness and career exploration.

The basic and remedial education program at the United South Side Community Organization (USSCO) is also a very high quality Adult Basic Education project. USSCO, which was established in 1968, is heavily oriented to satisfying the need for adult education among the transients and migrants from Kentucky who live on the south side of Indianapolis. Until recently, the agency was supported by the public schools, but at the current time most of its funds come from CETA. The agency has experienced considerable difficulty in working with the separate youth and adult components under CETA. Although the client populations overlap, USSCO must handle them under separate contracts. The primary training activity involves the teaching of reading and mathematics by using job-related materials. The curriculum materials seem to be rather standard reading tests for adults such as the Steck-Vaughn, Lakeshore of California, and Cambridge.

The trainees served under the USSCO program clearly need a great deal of assistance in a number of areas. Much of the staff time is spent on helping trainees solve or cope with chronic problems. The clients are frequently referred to the Southeast Multiservice Center which can provide employment services, food stamps, and other forms of assistance. As was the case with the Lockyear College program, the training at USSCO does not involve career exploration and occupational awareness.

Vocational Training

The vocational training activities funded under the Indianapolis program cover a wide array of occupations.

However, the largest programs are operated by the Indianapolis Opportunities Industrialization Center (OIC), the Indiana Vocational-Technical College (Ivy Tech), and Lincoln Technical Institute. OIC has the largest skill training contract under the Indianapolis CETA program. A total of 100 individual referral skill training positions and 90 prevocational slots are funded at \$617,532. Skill training is provided in the following occupations: secretarial and key-punch, health careers, industrial skills, basic electronics, and dental lab technology. Perhaps the most unique activity under this contract is the industrial skills class that is taught at an International Harvester (IH) plant. Current production models of IH gasoline and diesel engines are used to teach assembly, disassembly, troubleshooting, blueprinting, and basic tool skills.

The quality of training at OIC covers a fairly wide range. The clerical and keypunch programs appear to serve the literate and motivated clients satisfactorily. However, there is much to be done before the dental lab and the nurses aide programs reach full efficiency, and even more is needed in the electronics program. At the other end of the continuum, the industrial skills program at International Harvester is an exemplary model of a training program for the CETA population. Its emphasis and training design are oriented at just the right level for many of the CETA clients who require training services.

Ivy Tech provides occupational training in eight separate areas, with 25 slots available at any time for each occupation. Training is available for industrial maintenance, auto service, auto body repair, machine tooling, heating and air conditioning, industrial drafting, general clerical, and secretarial. Although most of these programs are considered to be adequate, most of the training areas need considerable updating of equipment. In general, the Ivy Tech staff is extremely well-prepared, with strong teacher training plus oc-

cupational and teaching experience. Curriculum materials are well-prepared and are readily available.

Individual referral training is also sponsored in both automotive technology and diesel and truck technology at Lincoln Technical Institute. Fifty training positions are available in each area, and the program provides for a total of 1,000 hours of training for each area. The Lincoln program is modular and operates on a five-week cycle.

LTI is located near Lockyear College, but the setting is completely different. It looks like the transportation-related school that it is, with an attached service facility and parts department which sells both to students and the general public. The building is well-maintained, modern and functional for the training activities that are sponsored by the organization.

The equipment is typical of that found in a modern dealership or truck repair facility. The staff is well-qualified, with considerable occupational experience and teacher training. About a third of the instructors taught similar courses in the military. Instructional materials are designed, particularly in the more advanced courses, to prepare the trainees for conditions in the world of work. In general, the course outlines and tests are well-prepared and are used effectively by the instructional staff.

The administration of the Lincoln program is very proud of its placement record, and it is not interested in training a large number of hard-to-place persons. The obvious preference is to enroll no more than 3 to 5 percent of its trainees from CETA, and even those need to be screened very carefully on the basis of their ability and motivation. The Lincoln Tech administration does not like class-size CETA programs because it believes that such programs lead to low expectations and labeling of trainees. In the opinion of the training personnel, individual referral trainees learn

more, in part because of the example of and help from other capable students. Another factor affecting the administration's attitude is the Federal Trade Commission order that each potential student be provided placement rate data for the occupations in which the institution offers training.

Conclusions

Several first-rate training projects in both the prevocational and vocational areas are being operated under the Indianapolis CETA programs. The basic and remedial activities sponsored by USSCO and Lockyear College are very high quality programs. The prevocational component that is run by IUPUI for both Title IV and Title II-B is a very well-designed and executed program. In the occupational training area, there is a fairly wide range of quality among the different programs. Nonetheless, a good array of skill training is available to CETA participants, and in most instances, the programs are considered at least to be adequate. The projects offered by Lincoln Technical Institute and Ivy Tech are first-rate. However, neither of these institutions is especially oriented to the "most in need" among the CETA population. The usefulness of these programs is heavily dependent upon the prime sponsor's interest in and ability to select clients who can succeed in the training. If there is not a willingness to exercise more selectivity in the referral-to-training process, only limited results will materialize.

Because of the major restructuring efforts that have been initiated by the prime sponsor, it is probably too early to attempt to render a final assessment of training policies and programs for the Indianapolis CETA program. However, there are a number of factors that appear to be impacting negatively on the quality of the prime sponsor's training efforts. For the most part, the training policies appear to be well-designed, and the planning system has the potential of

generating very workable and comprehensive strategic and operational plans. The difficulty, at this stage, is that operational units are far from able to implement effectively these policies and plans. The assessment, counseling, and training units are not adequately staffed, either in actual numbers or in personnel who have the skills and experiences to implement a complex program design. Staff development and training at this level is imperative. In addition, more emphasis should be placed on attracting highly qualified personnel who could perform the "front-line" functions consistent with the philosophy and policies of the prime sponsor. Immediate attention should also be placed on upgrading both the contracting and project performance monitoring functions. In both instances, there should be a focus on developing measurable objectives for performance standards, learning objectives, and outcome goals. These measurements should be incorporated as key elements in each prevocational and vocational contract, and the project coordinators should assess progress on a monthly basis.

Another fundamental problem is that there may be a serious inconsistency between the prime sponsor's client and training policies. Without doubt, the CETA program is being targeted, either as a matter of policy or as a result of the intake and referral process, to clients who have a wide range of service needs and who may be characterized as seriously disadvantaged. Yet, many of the occupational skill training programs are quite sophisticated and have relatively high entry standards. Unless there is an attempt to screen more deliberately the clients who are referred to skill training, many of the training activities will probably continue to experience only modest success. This problem has undoubtedly been exacerbated because the client employability development function has not been finalized and implemented in the manner intended by the prime sponsor.

As a final observation, the major factor that may be missing in the Indianapolis program is an effective “bridge” between the prevocational and vocational skills programs. An implicit assumption seems to have been made that a trainee falls into one of two categories—ready for vocational training or not ready. The overwhelming majority of the Indianapolis CETA clients fall within the latter category. The training model that may be more consistent with the clients’ needs is one that provides concurrent vocational training and basic education, with the latter design built on the needs of the vocational activity.