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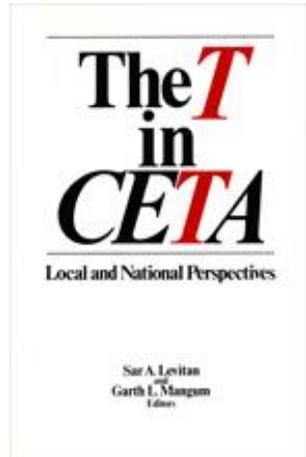
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Penobscot Consortium,  
Maine:  
Orientation for Change and  
Growth

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# **Penobscot Consortium, Maine Orientation for Change and Growth**

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## **The Setting**

### *Geographic and Population Characteristics*

The Penobscot Consortium prime sponsor provides employment and training services to residents of three large, but primarily rural, counties in the north central part of Maine—Hancock County, Penobscot County and Piscataquis County. The three counties occupy 7,500 square miles, a land area nearly as large as the state of Massachusetts. The substantial size and largely rural nature of the area pose logistical problems for the consortium, including a highly dispersed population, a lack of training institutions in major parts of the area, and transportation barriers.

The total population of the consortium in 1970 was 176,268, of which 125,393, or 71 percent, were residents of Penobscot County. The 1970 population of Hancock and Piscataquis Counties was 34,590 and 16,285, respectively. Since 1970, the consortium's population has been growing at an above-average rate because of net immigration—a major turnaround for the consortium, which has previously experienced substantial net outmigration. The population of the consortium is practically all white. Only a few hundred blacks live in the consortium, and American Indians—the largest minority group in the consortium—account for only 0.4 percent of its 1970 population.

### *Economic Characteristics of the Consortium*

The industrial characteristics of the economies of the three counties comprising the consortium differ in several substantive ways. Hancock County, which borders the Atlantic Ocean, is highly dependent on tourism and other seasonal industries, including fishing, clamming, and lobstering. Employment in the county experiences sharp seasonal fluctuations, plummeting in the winter months and rising rapidly during the summer. Piscataquis County's employment is dominated by manufacturing, particularly woods-related industries. Penobscot County's economy is the most evenly balanced, with manufacturing and trade combined accounting for approximately one-half of employment. The typical economic establishment in the consortium is quite small in terms of employment. Only 5 percent of the business establishments in the consortium had 50 or more employees on their payroll.

The family incomes of the residents of the consortium have been well below the national average—14-25 percentage points below the national median in 1969. These results were primarily influenced by below average earnings of employed males, due to lower weekly wages and fewer year-round employment opportunities, and relatively low labor force participation rates of teenagers. Although the per capita personal money incomes of residents of the three counties grew as much or more than the national average, they were still 17 to 23 percentage points below the U.S. average in 1977.

### *The Political Environment*

Given the structure of the consortium, counties are the governmental units most directly relevant to its operations. County government in Maine traditionally has not played a major role in the provision of public services, being primari-

ly confined to law enforcement, road maintenance, and land deeds responsibilities. The operations of the CETA system have provided county government with major responsibilities in the human resources area for the first time. As a consortium executive remarked, "CETA has given the counties of the consortium a major role in providing human resources to people. . . it has put county government back on the map in Maine."

Each of the three counties of the consortium is governed by an elected board of three county commissioners. The nine county commissioners serve on an executive board governing the Penobscot Consortium. The executive board has not had a major independent effect on the policies or operations of the consortium. It has in effect delegated these responsibilities to the executive director, demanding only that the CETA program be run efficiently and effectively and be free of abuse.

### ***CETA Funding and Enrollments During Fiscal 1979***

During fiscal 1979, the Penobscot Consortium had available approximately \$10.5 million for CETA programs, of which it spent approximately \$9.04 million. In addition to its formula-funded monies for operating programs under CETA title II-B, II-D, IV, and VI, the consortium received \$962,000 in title III monies to administer a migrant/seasonal farmworkers program and several national demonstration skill training programs. During fiscal 1979, 4,758 persons were enrolled in the various employment and training programs administered by the Penobscot Consortium including 3,540 new enrollees. Title II-B programs enrolled the largest number of participants (1,823, or 38 percent of the total).

## Organization and Operations

### *Formation of the Consortium*

The current organizational structure and policymaking processes of the Penobscot Consortium have been influenced substantially by its evolution over the past few years. Each of the three counties comprising the consortium broke away from the state prime sponsor. Penobscot County assumed independent prime sponsorship during 1975. A prime mover behind this drive for independence was Earl Banks, who had been a county commissioner for the previous 12 years. Banks believed that by assuming independent operations the county would obtain more control over the distribution of CETA monies and that it would be able to provide both "more efficient and better" services to its residents.

During fiscal 1976, Hancock County withdrew from the Maine balance-of-state prime sponsor and formed a consortium with Penobscot County. In October 1978, Piscataquis County joined this consortium. These two counties' decisions to affiliate with Penobscot County were influenced by their dissatisfaction with the quality of services provided by the balance-of-state prime sponsor, their desire for greater autonomy in CETA decisionmaking, and their perceptions of the Penobscot prime sponsorship as an efficient, professional, and nonpolitical organization. In addition, Chuck Tetro, the executive director of the Penobscot prime sponsor, lobbied the commissioners of the two counties to join the consortium, because he believed that the additional administrative monies from such growth were critical to successful operation of the CETA program.

The evolution of the Penobscot Consortium has influenced its policies and organizational structure in several key respects. First, the executive board governing the consortium consists of the county commissioners of the three counties,

each of which has *equal* voting power despite substantial disparities in population. Second, the consortium allocates monies under each CETA title and subpart to each county on the basis of the federal allocation formulas used to distribute national CETA monies among prime sponsors. Third, to guarantee residents of each county access to practically the entire range of employment and training services, the consortium has established a highly decentralized intake, assessment, and service delivery system. Each county contains a local office of training and employment programs (OTEP), which serves as the primary service delivery arm of the consortium.

### *Organizational Structure*

During fiscal 1980, the consortium assumed operational responsibility for a statewide Job Corps center. The consortium is the only prime sponsor in the nation that operates a Job Corps center. The consortium also implemented the consolidated youth employment program, a national demonstration youth program designed to integrate the delivery of educational, employment, and training services to youth at the local level. Partly in preparation for these new program responsibilities, the Penobscot Consortium underwent a major reorganization during the summer of 1979, the fourth such change since it assumed prime sponsorship.

The organizational structure of the Penobscot Consortium Training and Employment Administration has been shaped by three major factors. First, the Penobscot prime sponsor has explicitly recognized the diversity of the labor market problems experienced by its unemployed and economically disadvantaged residents. To combat these problems effectively, the consortium has emphasized individualized employability planning and the provision of an array of services to enrollees, including participation in multiple

employment and training programs both within and among various CETA titles and subparts.

Second, to increase participants' access to the full range of available employment and training services, the consortium has attempted to construct a "one stop" delivery system by establishing a network of offices of training and employment programs (OTEPs).

Third, the executive director of the consortium views the CETA prime sponsor as not only a human resource development agency, but also as an "institutional change agent." Since assuming the post of executive director in 1975, he has attempted to establish an integrated delivery system that could effectively respond to changes in both local economic conditions and national priorities for the CETA system. With only a few exceptions, the prime sponsor does *not* deliver employment and training services directly to participants. Tetro has placed a high priority upon actively working with existing institutions (schools, training institutes, employers, labor unions, the job service) in providing services to participants, while simultaneously trying to make them more responsive to the employment and training needs of the unemployed and the economically disadvantaged.

The central administrative offices of the consortium are located in Bangor, in Penobscot County. Earl Banks, the key mover behind Penobscot County's initial drive for prime sponsorship, serves as a special assistant to the executive director. He is a trusted adviser to Tetro and an ambassador to the county commissioners and the community at large who has played a critical role in keeping the operations of the consortium free from politics.

The division of community employment and training programs houses the major service delivery arms of the consortium and is responsible for providing a wide range of services

to participants under CETA title II-B, II-D, IV, and VI programs. The division consists of the network of OTEPs and three offices providing an array of support services to them. Each OTEP is headed by an administrator, who oversees a staff of 18 to 30. The OTEPs are responsible for delivering the full array of employment and training services to CETA-eligible residents of the consortium. These services include outreach, assessment, testing, employability development planning, referrals to classroom training, work experience and PSE programs, OJT development and placement, supportive services, and job search assistance.

### *Staffing*

The Penobscot prime sponsor has experienced substantial employment growth as its geographic coverage expanded and it assumed major new program responsibilities, especially the Job Corps. The staff of the consortium had grown from 15 during the first year of operation to 268 permanent employees by April 1980, of whom 105 were on the staff of the Job Corps center. The employees of the consortium are not protected by any civil service system. The personnel classification system of the consortium contains 11 job grades, with a heavy concentration in grade 5 positions which include the bulk of the intake, employability development, and job placement personnel in the OTEP offices.

The salary structure for consortium staff is determined independently of that of county government. The salary of the executive director is set by the county commissioners, and they also review and approve the salaries of other high level executive staff. An analysis of the salary structure of the Penobscot Consortium in the summer of 1979 indicated that the consortium was competitive with the salaries paid for key executive and managerial staff by other prime sponsors in the region.

Hiring authority is quite decentralized and free of political influences. The department heads have authority to hire and fire their own staffs, as do the OTEP administrators. Several OTEP administrators have also delegated responsibility for the hiring of lower level staff to specialists in their offices. The characteristics of professional staff, particularly in OTEP offices, have changed somewhat with the recruitment of older, more experienced, and more stable employees. Overall staff turnover has been rather low—less than 10 percent in 1980, according to the personnel director. Turnover rates varied by job grade, being lowest among the higher level executive staff and OTEP administrators and highest among clerical workers and intake and employability development staff.

### *Management Systems*

The OTEP offices maintain comprehensive and detailed records on CETA program participants. The participant intake, work history, change of status, and termination forms compiled by the OTEPs are also submitted to the consortium's management information System (MIS) unit. The intake and work history data are reviewed by MIS staff as a final check on the eligibility of participants and are used to prepare a wide variety of internal biweekly and monthly reports for use by consortium executives and administrators in monitoring the on-going performance of the local delivery system. These data are also used to produce the required federal quarterly reports on enrollments, terminations, and placements.

The accounting unit pays vendors within 5 days of receipt of a proper invoice. Local service deliverers cited prompt payment as a very favorable factor in their dealings with the prime sponsor. The fiscal and MIS units of the consortium are closely integrated, with allowance payments tied to MIS approval of required paperwork.

The Penobscot Consortium systematically and comprehensively monitors and evaluates its program activities. OTEP employability developers and job developers monitor enrollees' progress during their participation in the program, including the use of participant evaluation forms by job site supervisors and classroom teachers. The independent monitoring unit makes on-site reviews of work experience and PSE job sites, monitors financial aspects of OJT contracts, and interviews classroom training instructors and participants. The consortium conducts in-house followup surveys of program terminees from its title II-B and II-D programs and has used the findings to influence its title II-B services mix, to encourage the use of multiple program participation, and to initiate new program efforts, including self-directed job search workshops.

All basic policymaking, program planning, and program administration decisions are made by consortium staff. Planning councils, community based organizations, labor unions, the job service, and the private industry council have contributed to the consortium's policymaking and planning process, but do not generally appear to have had a major impact upon training policies or programs. The Maine State AFL-CIO administers one part of the consortium's title II-B OJT program, emphasizing development of OJT slots in unionized firms. The private industry council recently funded a marketing campaign to get local employers involved in the consortium's OJT programs and the Targeted Jobs Tax Credit program.

### ***Federal/State Relations; CETA and the Local Community***

The executives of the Penobscot Consortium have generally maintained cordial relationships with the ETA regional office and have received its support for a number of recent program initiatives, including the development of the con-

solidated youth employment program and the New England Institute on Human Resource Program Management. Consortium staff members, however, have had a few conflicts with ETA field representatives, but recently more harmonious relationships have developed. Nevertheless, only legislation, not relationships with ETA staff, has had any major independent impact on the training policies and practices of the consortium.

There was a widespread feeling on the part of many consortium staff that the community's perception of CETA was beginning to improve. This positive change was attributed by several staff to the fact that the consortium was "running more of a training program now." The greater emphasis upon training was believed to be more widely respected by the community and the county commissioners.

### **Training Policies and Decisions**

The primary goals of the Penobscot Consortium's employment and training programs are to strengthen the labor force attachment, improve the employability, and increase the earnings of economically disadvantaged residents. To achieve these goals, the consortium has designed a decentralized and integrated employment and training delivery system with five major features. First, a "one stop" delivery system enables a CETA-eligible individual to obtain the full array of available services at one location, that is, the local OTEP offices. Second, the OTEP office formulates individual employability development plans with occupational employment goals and service strategies determined jointly by the employability developer and the participant. Third, public service employment, particularly under title II-D, is viewed as an integral part of the training system, with some PSE slots used as "OJT in the public sector." Fourth, most employability development plans include participation in

more than one CETA program. Fifth, job placement is the participants' responsibility, and job search workshops have recently been set up to help those who experience difficulties in securing unsubsidized employment.

### *Training Purposes and the Services Mix*

The consortium has emphasized the role of training in enhancing the employability and earnings of many participants. The title II-B programs are considered to be the "core" of the local employment and training system and provide the bulk of training services to enrollees.

The Penobscot Consortium has allocated an increasing share of its title II-B monies to classroom and OJT training activities. This trend is attributable to several factors, including the availability of title IV monies to finance work experience activities for youth, the perception by consortium staff that many of the economically disadvantaged needed training to become employable, and the ability of consortium staff to develop good working relationships with existing education and training institutions and build new training capacities, particularly in rural areas.

During fiscal 1979, the consortium spent approximately 60 percent of its title II-B monies on classroom and OJT training. OJT commanded slightly more than one-fourth of II-B expenditures—more than double the national average. Several OTEPs had to rely more heavily on OJT because small rural communities lacked training institutions. Most OJT in these areas consisted of one slot contracts in small establishments.

Per enrollee expenditures for regular title II-B classroom training in the Penobscot Consortium were only \$556 compared with \$1,430 for the nation as a whole. This cost advantage exists because the consortium enrolls many participants

either simultaneously in classroom training and such other activities as work experience and PSE, or in evening courses for which the tuition is cheaper. The consortium has utilized its monies under the governor's CETA vocational educational grant to finance lengthier and more costly training activities in such occupational areas as licensed practical nurses and wood harvesters.

The consortium allocated an increased share of its fiscal 1981 title II-B monies to classroom training and OJT activities despite a slowdown in the local economy during the spring and summer of 1980. After the private industry council sponsored an OJT marketing campaign during the spring of 1980, the OTEP job development staff claimed that the number of OJT contracts had risen in spite of declining overall employment opportunities.

### *Training Decisions*

While CETA prime sponsors are allowed to utilize a portion of their title II-B and C monies to finance retraining and upgrading activities under title II-C, the Penobscot Consortium has not done so. The executive director feels that such activities will eventually lead to delivery of scarce resources to less disadvantaged individuals and that employers would tend to substitute CETA upgrading monies for self-financed training efforts.

The selection of significant segments of the population for title II-B services influences the planned services mix, as different target groups require somewhat different types and combinations of employment and training services to overcome their particular barriers to employment. For example, work experience is frequently used as an initial service component for many young persons and adult women lacking recent employment experience. Work experience in the consortium, however, is regarded as a feeder mechanism rather

than a final service activity. The share of title II-B monies devoted to training activities is also influenced by the perceived capacity of the consortium to develop such activities. The planned level of expenditures on OJT is regarded as a "flexible figure" to be revised upward or downward depending upon projected local labor market conditions and the capacity of the OTEP system to develop additional OJT contracts. Finally, the title II-B services mix has been influenced by the findings of the consortium's followup evaluations. The persistent finding of more favorable immediate outcomes for participants in multiple program components (classroom training and OJT) has led to increased emphasis on the provision of classroom skills training and OJT services.

The determination of significant segments for programs under each CETA title is made by the planning department. The characteristics of significant segments have varied somewhat in line with the objectives and services provided by programs under the various titles. Youth (under age 22), women, and high school dropouts have been the major significant segments for the consortium's title II-B programs.

Since its inception, the Penobscot prime sponsor has adhered to a policy of contracting out practically all of its classroom training, both prevocational and vocational. Classroom training in the consortium has been operated by a wide variety of educational and training institutions, including regional vocational high schools, adult education programs in local public high schools, local adult learning centers, community colleges, postsecondary vocational and technical institutes, private junior colleges, and 4-year colleges and universities. Recent title VII private sector-oriented training programs have involved collaboration among community colleges, 4-year colleges, and private firms. The title

II-B OJT programs of the prime sponsor are administered by both OTEP staff and the Maine State AFL-CIO.

Selection of the facilities and occupations in which classroom training will be provided is frequently a joint decision, because the number of training institutions in the area is limited. The bulk of the classroom training consists of individual referrals to occupations and facilities jointly selected by the adult employability developer and the participant as part of the employability development planning process. These decisions are, however, reviewed by the adult employability development specialist and the OTEP administrator. The OTEPs have adopted a general policy of limiting CETA funding to no more than two semesters of training, so that CETA participants who enroll in 2-year programs are expected to find other sources of financial assistance, including federal basic educational opportunity grants, for the second year.

## **Training Program Administration**

### ***Training Authority***

During fiscal 1979, the bulk of the consortium's classroom and OJT activities were funded with title II-B monies. Approximately 82 percent of the individuals receiving training services during that year were enrolled in title II-B training programs. The consortium allocated nearly 60 percent of its fiscal 1979 title II-B monies to classroom and OJT training activities and another 13 percent for services to participants (including testing, assessment, employability development planning, OJT development, and transportation allowances). The rural nature of most of the consortium area frequently requires participants to travel substantial distances (30-50 miles) to attend classroom training programs in Bangor.

Like many other prime sponsors, the Penobscot Consortium has experienced some difficulties in spending the congressionally mandated share of title II-D monies (15 percent in fiscal 1980) on training activities. Hence, it used title II-D monies to fund a self-directed job search workshop. This program was designed to provide skills in resume preparation, job interviewing and job search. Preliminary findings of a formal evaluation of the effectiveness of this job search program indicate that 60-70 percent of the participants were successful in obtaining unsubsidized employment.

### *Who Gets Trained*

The basic decisions on referral of CETA-eligible applicants to specific employment and training activities are made by employability development staff in the local OTEPs. All enrollees must have an employability development plan formulated for them by the adult employability developer with the approval of the specialist. Formal testing of applicants during this process is encouraged. These plans are viewed by many OTEP staff as a type of "trial and error system" in planning occupational goals for participants. Modifications in the initial employability development plans are anticipated as participants learn through actual experience what they are capable of and interested in doing.

Adult work experience programs under title II-B are used primarily as an assessment tool to determine and/or build basic work habits and to test the occupational interests of participants. Young persons, AFDC recipients, and displaced homemakers are prime candidates for the consortium's work experience programs. The OTEP staff tends to encourage participants lacking a high school diploma to enroll in adult basic education and GED preparatory programs. Many local employers require job applicants to possess a high school diploma or GED, and the attainment of a GED

is believed to improve participants' self-image and build their personal pride and confidence.

Referrals to classroom training activities consist of individuals with clear and realistic occupational employment goals. The existence of local training institutions also influences the likelihood of enrollment in a classroom training program. A substantially higher proportion of title II-B participants residing in Bangor are enrolled in classroom training in comparison with their counterparts in the more rural areas of the consortium. Women have constituted 72 percent of the enrollments in title II-B classroom training. Young persons—male and female—under 22 years of age accounted for nearly 36 percent of title II-B classroom training participants during fiscal 1979, and high school dropouts of all ages accounted for slightly more than 42 percent.

Individuals referred to the OJT programs were persons who had exhibited good work habits and who either had an established work history or had performed well in the local CETA system. The majority of the OJT referrals were indirect; that is, they had previously participated in another CETA activity, such as work experience, PSE, or classroom training. Men accounted for most of the participants in the fiscal 1979 OJT programs administered by both the OTEPs (60 percent) and AFL-CIO (79 percent). Two-thirds of the OJT participants were age 22 or older, more than seven-tenths had graduated from high school, and two-fifths were family heads.

### *Service Deliverers*

During fiscal 1979, prevocational and vocationally-oriented classroom training was provided to title II-B participants by 71 different educational and training institutions located both within and outside the consortium planning area. The majority of these institutions, however, enrolled

only one or two title II-B participants during this year. Five educational and training institutions accounted for approximately two-thirds of all classroom training enrollments under title II-B programs. These major classroom training service deliverers do not play a key role in either policymaking or planning in the consortium.

OTEP administrators and staff have begun to assume a more active role in developing an institutional training infrastructure and selecting service deliverers during the past year. Two rural OTEPs have developed and staffed in-house learning centers to expand basic educational and GED preparatory services to participants. The OTEPs also have recently designed classroom skill training programs for certified nurse aides and clerical workers. Greater flexibility in designing courses and diversity in course offerings have been sought by OTEP administrators and staff to enable them to more effectively meet the educational and training needs of current CETA participants and of new target groups.

### ***Occupational Areas of Classroom Training***

The class-size institutional training programs of the consortium during the past 2 years have concentrated on occupations with favorable employment conditions. Under title II-B, the consortium funded class-size programs for licensed practical nurses and wood harvesters, two occupations in which employment has grown rapidly within the consortium. During fiscal 1980, it used title VII monies to fund class-size training programs for medical secretaries and computer programmers—occupational choices well-justified by recent occupational employment trends in the consortium.

The bulk of the title II-B classroom skills training activities of the consortium consist of individual referrals to existing educational and training institutions. Adult employability

developers in the OTEPs determine the appropriateness of training in an occupational area, with final approval by the specialist and OTEP administrator. Clerical (40 percent) and allied health occupations (29 percent) accounted for the largest shares of enrollments in title II-B classroom skills training programs during fiscal 1979. There were substantial differences in the occupational distributions of female and male skills training program participants. Women constituted 96 percent of the trainees in the clerical and allied health occupations while men dominated the craft (93 percent) and operative-related (96 percent) occupations.

### ***OJT Program Administration***

The title II-B OJT activities of the consortium are managed by both the local OTEPs and the Maine AFL-CIO. At the local OTEP level, the delivery of OJT services is carried out through the combined efforts of the employability development and job development staffs. Employability development staff generally refer individuals that they deem “appropriate for OJT” to the job development staff with supporting material on their OJT readiness. The job developers then either attempt to develop particular OJT slots for the applicants or—more often—refer them to existing OJT slots that match their occupational interests, job desires, and abilities.

Rather than relying heavily upon formal sources of labor market information, the job developers stressed obtaining leads on available job openings through personal contacts with the local business community and aggressive marketing of the OJT program with local employers. Both OTEP administrators and job development staff considered the personal relationships between staff and employers as critical to the success of the OJT program, arguing that personal trust in staff and the ability of the consortium staff to deliver on its promises were primary determinants of private sector

cooperation with the OJT effort. The unusually high proportion of enrollees in OJT seems to attest the success of this approach.

The Maine State AFL-CIO has three full-time job developers in its Brewer offices, two of whom devote most of their time to OJT development for the consortium. The AFL-CIO job development efforts have focused on both the union and nonunion sectors of the Penobscot Consortium; however, the bulk of the OJT positions have been in blue-collar occupations in unionized manufacturing establishments.

### **Training Program Operations and Quality**

During the spring and summer of 1980, site visits were made to assess the operations and quality of the training provided by the six major educational and training institutions involved in the delivery of title II-B and VII classroom training services: the Bangor Adult Education Learning Center, Eastern Maine Vocational-Technical Institute, Beal College, James A. Taylor Hospital, Husson College, and Bangor Community College. As part of the evaluation, participants' views of classroom training were analyzed. For OJT, the evaluation consists of a review of consortium statistics on the OJT program.

#### ***Bangor Adult Education Learning Center***

The Bangor Adult Education Learning Center is part of the Bangor adult education system, which receives the bulk of its funding from the Maine Department of Education. During 1980, the center was staffed by a coordinator and six other professional certified teachers, all employed on a part-time basis. All of the teaching staff had 5 or more years of

experience at the primary and secondary school level as well as some experience in adult education programs.

The learning center routinely serves practically all applicants; it has no family income eligibility criteria or residence requirements. The center does *not* charge tuition. Learning is individually paced, with students assigned initial reading materials based upon their test scores on entrance exams administered by the center. During their participation, students are given the ABLE test or the GED pretest to determine their progress in preparing for the GED examination. The center administers the GED exam and scores the test.

CETA participants in the learning center are treated similarly to other students. Participation by CETA enrollees is open-ended, with the actual duration dependent on the time needed to acquire the desired math and reading competencies or acquire the GED. The Bangor OTEP, however, limits allowance payments for participation in the center's programs to 6 hours per week. The center's coordinator indicated that CETA students often came on their own time to the center for 20 or more hours per week.

The coordinator claimed that CETA participants were on average more stable and committed students. Relationships between the center and the Bangor OTEP appeared to be quite harmonious and based on mutual respect and trust. The effectiveness of the educational services provided to CETA participants was difficult to ascertain, because of the absence of any formal monitoring or evaluation of the center's activities by the consortium's Independent Monitoring Unit and evaluation staff.

### *Eastern Maine Vocational-Technical Institute*

The Eastern Main Vocational-Technical Institute (EMV-TI) is a public, postsecondary technical and vocational training institute in Bangor—one of six such institutes operated

throughout Maine by the State Board of Education. EMVTI operates both day and evening programs. The day program includes instruction in 11 different areas leading to a 2-year associate in applied science degree.

Most CETA participants are enrolled either in nondegree courses during the evening or in one or two courses during the day, thus saving the consortium a considerable sum for tuition, which is less for evening and part-time day students. As the OTEPs do not allow the funding of training courses beyond one year, participants desiring to enroll in 2-year programs would be required to arrange their own financing for the last 12 months. In practically all instances, CETA participants attend classes with regular students. The policy of intermingling was advocated by the EMVTI director. During fiscal 1979, title II-B CETA participants were enrolled in 20 different types of courses, but the allied health field accounted for 55 percent of those enrollments.

The directors of the institute and the adult and continuing education program claimed that the performances of CETA participants were quite mixed. They said participants in the practical nursing program performed in an exemplary manner while others, particularly title VI participants enrolled in basic construction and building maintenance courses, lacked motivation and a desire to learn. More careful screening of potential enrollees by OTEP staff was felt to be desirable.

During the past three years, the consortium has used title II-B monies to reserve slots in the EMVTI practical nursing program for CETA participants. For example, during fiscal 1980, 12 of the 45 slots in the training program were occupied by CETA participants. The CETA monies provided to EMVTI by the consortium have been used to hire additional instructors for the practical nursing program. The linkages developed between the consortium and EMVTI in this situation have expanded institutional training capacity for practical nurses.

Admission into the regular practical nursing program is quite competitive, with 200 persons typically applying for the 30 to 40 available positions. Candidates must possess a high school diploma or its equivalent, achieve a passing score on a national prenursing aptitude examination, and be personally interviewed by the program director and her staff. Final selection of candidates is made by Ms. Pederson, the director of the program.

The practical nursing program is 45 weeks long and combines classroom instruction and laboratory work in EMVTI with clinical experiences in local hospitals and nursing homes. Given the rigorous nature of the training program, consortium and EMVTI staff developed a 10-week prenursing program for CETA participants to bolster their basic skills and increase their confidence in coping with the regular course material. Once the regular practical nursing program begins, CETA participants attend the same classes with other students and receive no special treatment.

CETA participants have performed quite well in this program and in several years have outperformed other students. Their somewhat superior performance was attributed in large part to the effects of the prenursing program. Graduates of the practical nursing program are awarded a diploma by EMVTI and must then pass a national licensing exam to retain employment as a licensed practical nurse. No graduate of the EMVTI practical nursing program has ever failed the exam. The placement rate of CETA graduates has been nearly 100 percent. Practically all of the graduates line up their own jobs prior to graduation because of the tightness of the labor market for practical nurses.

### *Beal College*

Beal College is a proprietary junior college specializing in business education that is located in Bangor. The college

operates both day and evening programs during which students can enroll in courses leading to 2-year associate degrees, 1-year diplomas, or certificates.

More than 90 percent of the fiscal 1979 CETA title II-B participants attending Beal College were enrolled in clerical-related courses. A substantial majority of the CETA participants were enrolled in only one or two courses per semester, including evening courses rather than being full-time day students. The consortium has used the courses offered by Beal College to develop basic clerical skills of CETA participants rather than to enroll them in the school's 2-year degree programs.

CETA participants generally attend classes with other students and are treated in a similar manner by the faculty. The president of the college and department heads indicated that a high proportion of the CETA students have performed quite well in the classroom, but also noted that performance was quite varied. Staff claimed that women in the 25-40 age group did best, while the 18-20 year old CETA students often seemed to have attitude, attendance, and basic skill problems.

### ***James A. Taylor Hospital/Husson College Medical Secretary Training***

During fiscal 1980, the consortium funded a medical secretary training program with its title VII monies. Services under this training program are provided by the James A. Taylor Hospital, Husson College, and Bangor Community College. Enrollees also participate in several practicums involving other hospitals, medical clinics, and doctors' offices in Bangor. James A. Taylor Hospital has assumed the major coordination role for this training program. It provides classroom facilities for several of the courses and office space for the coordinator (an employee of the hospital),

lends professional staff to provide classroom instruction on specialized topics, and serves as a job site for the practicum.

The medical secretary training program was designed to serve 20 participants, of whom 15 were expected to successfully complete the program and be placed in training-related jobs. Minimum requirements for acceptance into the program included a high school diploma or GED, reasonably strong English and math skills, and good communication skills. Recruitment, testing, and initial assessment were carried out by OTEP and central office staff. Final selection of candidates was made by the program coordinator and the personnel director of the hospital.

The medical secretary training program is scheduled to last 52 weeks and consists of three terms. Classroom training is planned in all three terms, and a practicum during the final term. Students will obtain 30 hours of college credit for their classroom course work.

During the site visits, teachers and administrators of the program assessed the students' performance positively. Several instructors were particularly impressed with the attendance records, dedication, and classroom performance of the students, indicating that the CETA participants performed as well if not better than the regular students. Given the fact that the program was only half completed at the time of the site visits, final judgment on its effectiveness must be deferred. It appears, however, that the participants are developing an extraordinarily diverse set of skills in the medical secretary and health area that should enhance their placement potential upon graduation.

### ***Bangor Community College Computer Programmer Training for the Handicapped***

During fiscal 1980, the Penobscot Consortium agreed to fund, jointly with the Maine state bureau of vocational

rehabilitation, a computer programmer training program for severely handicapped individuals. The program is operated by Bangor Community College. While the consortium agreed to finance part of the training (\$50,000) with its title VII monies, the bureau of vocational rehabilitation retained responsibilities for most program operations, including recruitment of eligible participants, selection of the contractor, job development, and placement of program terminees.

A rather rigorous screening process was employed by the bureau of vocational rehabilitation in selecting participants. Over 120 individuals applied for the 12 positions available in the program. Final selection of participants was made jointly by staff from the bureau of vocational rehabilitation and Bangor Community College and members of a business advisory group overseeing program operations.

The length of the training program was 37 weeks. The curriculum consisted of four courses for which a total of 14 hours of academic credit was awarded by Bangor Community College. The courses included an introduction to computer sciences and emphasized the application of COBOL programming techniques to business problems. The fourth segment of the program included a 4-5 week work practicum involving training-related employment in a data processing department of a cooperating Maine firm. Course instruction was provided primarily by a teacher hired by Bangor Community College.

The participants in the program seemed to have performed quite well, with all but one earning an average grade of "B" or better in their formal course work. The instructor attributed the solid performance of the class to the effectiveness of the screening process. By September 1980, all but two of the participants had received training-related job offers from companies.

### ***The OJT Program***

During fiscal 1979, there were approximately 500 title II-B OJT positions in the consortium. The vast majority (73 percent) were in establishments located within Penobscot County. Typically, OJT contracts (86 percent) consisted of only one or two slots; the largest contained 34 slots. Craft and operative-related occupations accounted for 58 percent of the OJT positions. The dominance of blue-collar occupations is readily understandable because the skills needed are more specific to the particular firm and are more likely to be acquired in an actual production setting. The occupational distributions of the OJT positions held by men and women differed substantially. More than three-fourths of the OJT positions held by men were in craft and operative occupations, while a majority of those held by women were in clerical and service occupations. The average (mean) starting hourly wage of title II-B OJT positions was \$3.33, with men averaging \$3.57 in comparison with \$3.08 for women, largely reflecting differences in the occupational characteristics of jobs obtained. The OJT positions developed by the AFL-CIO paid \$4.19 per hour, while OTEP-developed positions paid only \$3.27 per hour, largely because the AFL-CIO slots were in more highly skilled blue-collar jobs in unionized manufacturing firms.

### ***Participants' Views of the Quality of Classroom Training***

The findings of a spring 1980 IMU survey of a sample of participants in title II-B classroom training revealed that they were generally quite satisfied with the training services provided. The students tended to give very high ratings to the quality of the instruction, with 87 percent describing their teachers as "very good." The equipment and supplies made available to students by the training institutions were also assessed quite favorably, with 93 percent of the respondents

rating the equipment and supplies as "very good." The vast majority of the participants believed that the course material would be of value to them in finding future employment. More than 9 out of 10 participants indicated that they would recommend the training program to a friend.

Qualitative assessments of the services received by participants are also available from the consortium's 6-month followup survey. Findings of interviews with 232 terminees from the consortium's fiscal 1979 title II-B and II-D programs again revealed substantial satisfaction with the program services. Approximately 70 percent of the terminees stated that program participation had enhanced their prospects for obtaining unsubsidized employment. Again, about 9 in 10 terminees indicated that they would recommend the program to others, and over 8 in 10 rated the CETA program overall as either excellent or good.

### **Potential for Expanding Training Activities**

The Penobscot Consortium has always emphasized its role as a "training" institution. It has stressed training more heavily during the past few years, and allocations of titles II-B and II-D monies have been shifted toward classroom and OJT activities. The consortium also seems to have developed the experience and skills for expanding and diversifying its training capabilities.

The prime sponsor has recently expanded the local training infrastructure in the areas of basic education and GED preparation by working closely with local adult basic education agencies and by developing in-house learning centers in the more rural areas of the consortium. The consortium has developed effective working relationship with the area's major public and private postsecondary educational and training institutions. The consortium has also designed and im-

plemented innovative training programs that tie together public and private educational and training institutions and private firms.

The offices of training and employment programs have begun to plan and design a variety of mini-training programs. These programs have tied together existing institutions in a new delivery approach to expand course offerings to participants in the clerical, allied health, and basic educational areas.

The private industry council was using title VII monies to market the OJT and Targeted Jobs Tax Credit programs to local employers. The prime sponsor recently implemented a job search workshop to assist in the placement of terminees from both its title II-B and II-D programs. The private industry council and the local chamber of commerce became more actively involved in the planning and administration of the job search program, and their contributions may enhance its potential for expanding unsubsidized employment opportunities for CETA participants.

The Penobscot Consortium has steadily moved toward establishing a comprehensive, integrated training delivery system that utilizes effective service deliverers, both public and private. This system has been designed to respond effectively to the diverse needs of the local unemployed and economically disadvantaged populations. Only the future will reveal the limits of such an employment and training strategy within the context of the consortium's economic structure. Currently, this prime sponsor appears to have moved in a direction that the drafters of the 1978 CETA reauthorization would find to be highly desirable.