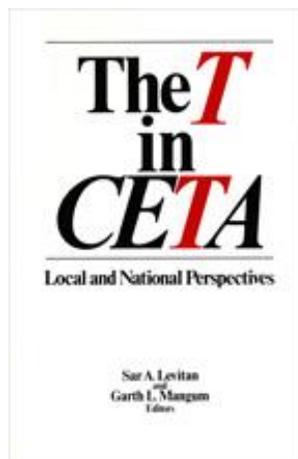

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R. Thayne Robson
University of Utah



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Seattle, Washington A CBO Delivery System

R. Thayne Robson

University of Utah

The CETA program in the Seattle-Everett SMSA, a consortium until recently of seven cities and two counties, is a strong and successful program when viewed from the perspective of the services delivered to clients, but not necessarily as viewed from the regional office. In fact, the King-Snohomish Manpower Consortium (KSMC), can almost be described as two relatively distinct systems: (1) a system for delivery of services to clients by program agents who are predominantly community based organizations, along with a significant role for the Washington State Employment Service, and (2) a higher administrative and policy level, which encompasses the regional office of the Department of Labor and the prime sponsor organization and staff, whose primary focus is the implementation of federal regulations and guidelines. The latter functions within an environment which creates friction and too often diverts attention away from the primary goal of improving the services to and the accomplishments of the clients. The distance between these two levels appears to be growing wider and causes concern for everyone involved.

The Political Economy of Seattle Area

King and Snohomish Counties cover a large area of 4,226 square miles with a population of 1,500,000. The Cascade Mountain range is the boundary on the east as the Puget Sound is on the west. Seattle is the commercial and service

center of the region, and the Seattle-Everett SMSA is the seventeenth largest in the nation.

As the trading center for the Northwest, and with the expanded energy activity in Canada and Alaska, growth in aerospace and defense, and increasing trade with the Orient, the economy of the Seattle area is strong and growing. Historically, the port facilities, the trade routes to Alaska and the Orient, fishing, lumber, pulp and paper, dominated the economy of the area. Since World War II, the general growth of manufacturing, and especially electronics, and of aerospace, particularly the Boeing Company as the area's largest employer, has broadened the economic base of the area.

Unemployment, however, has been significant, averaging between 6 and 8 percent over the past several years. The migration of minorities up the west coast and the recent immigration of Asian refugees continues to confront the area with a significant population of people who are disadvantaged and eligible for CETA services.

The political climate of the area has been somewhat mixed but generally Democratic, especially in state offices and the city of Seattle. Mayor Wes Ullman, Seattle's mayor in the early 1970s, was the driving force in implementing the new CETA legislation and in gaining support and cooperation from the King County executive, John Spellman, who was recently elected governor. The state of Washington and the city of Seattle had profited in federal budgetary matters from an influential congressional delegation, especially while Senator Warren Magnusson was Chairman of the Senate Appropriations Committee.

Recent growth has occurred mainly in the suburban areas outside Seattle where more conservative views and traditions hold sway. Republicans have won important elections for the

U.S. Senate and the governorship. Even so, the traditions of the Northwest, like those of the West generally, have provided strong support for education and human services. The metropolitan areas in particular have welcomed and generally supported efforts to provide employment and training services. These traditions have given the area quality education systems and a strong employment service. Also characteristic of the metropolitan area has been the multiplicity of units of government, school districts, and community college districts, each with a high degree of autonomy.

The emergence of a CETA delivery system utilizing community based organizations is probably best explained as a result of the power void that existed within the educational and human service institutions. There was no one who could convene and organize a metropolitan delivery system. Only the Washington State Employment Service had a network of area wide offices and interests which made possible its early and strong role in employment and training programs, dating to the beginning of MDTA and subsequent activities under the Economic Opportunity Act.

The employers of the area traditionally have been strongly involved in social and community affairs, as have the labor unions. As a result, the establishment of the planning process with supporting advisory committees could draw on strong traditions of community support and involvement. It is quite likely that this same tradition also explains the early and continuing involvement of elected officials in the new consortium activity.

Planning and Decisionmaking

The King-Snohomish Manpower Consortium (KSMC) was established as an independent governmental unit by the seven cities and two counties in the area. Thirteen elected of-

officials serve on an executive board that governs the consortium. The chairperson of the executive committee has alternated between the mayor of Seattle and the county executive of King County. Seattle with three of the thirteen votes is larger in population (500,000) than all of the other cities combined, and King County outside the limits of the member cities is the largest partner, as measured by population. Snohomish County, which withdrew from the consortium during the course of this study, represented slightly less than one-fifth of the total population and had three votes, one for the county and one each for Edmonds and Everett.

During the formative period, the executive director of the KSMC was Robert McPherson who built the alliance of elected officials and community based organizations that formed the core of the CETA system. The involvement of elected officials was accomplished by the establishment of a group of "subexecutives" consisting of key staff members serving each of the elected officials who met regularly to agree on the policies and actions that could be ratified by the executive board at monthly meetings. Strong employment and training advisory committees (ETAC) were established, one for Snohomish County and one for King County, with broad based representation from public and private employers, unions, and citizens representing major interest groups in the community. Organizations contracting with the consortium to provide services became non-voting members of the ETACs. The organization of two ETACs was initially a matter of geography. The thirty-five miles between Seattle and Everett seemed to justify the wisdom of separate meetings and committees although a joint committee was created to act for the two ETACs as needed.

McPherson left the KSMC staff in September 1977 during the dramatic expansion of CETA activities resulting from the Carter countercyclical initiative and the new youth pro-

grams, a year during which the staff and funding for CETA activity in the area approximately doubled. Some of the key staff members who had been responsible for much of the development of training policies left with him.

Mayor Ullman arranged for the appointment of Lee Pasquarella as the new executive director, just prior to leaving office later that year. The switch from McPherson to Pasquarella came at a difficult time in KSMC's history and was accompanied by a sharp change in management styles. MacPherson was a recognized expert with a great deal of experience in employment and training programs. His "open door" management style involved full communication with staff, program agents, and interest groups. Pasquarella had worked for Mayor Ullman and then moved on to Washington, D.C. to work for Senator Magnusson. He had no previous experience in employment and training programs and chose a much more formal style of management with his staff and the major program agents.

Despite the loss of key staff members in 1977 and a few changes since then, the core of managers of the various functions and departments have considerable experience and are generally regarded as competent and dedicated. The managerial systems developed to handle personnel, MIS, planning, and the other functions are efficient and shared broadly with other prime sponsors throughout the nation.

The essential decisionmaking mechanisms have always involved an elaborate planning process. Staff analysis and proposals are developed after consultation and input from the program agents, and submitted to the review and comment of the ETACs. The advisory committees have done much more than simply review and approve proposals. Plans and policies have been thoroughly debated at the ETAC meetings and the differences largely ironed out. The final plans and funding are approved by the executive board at regular

meetings. The planning process has been continuous, but has taken a great deal of time for at least six months of each year over the period from March to October. CETA in Seattle has been a sizeable undertaking with total funding under all titles in fiscal 1979 of approximately \$84 billion dollars (Table 1).

Table 1. KSMC/CETA Funding for Fiscal 1979

| Title/program | Fiscal 1979 availability^a | Fiscal 1979 expenditures | Fiscal 1979 carry-out |
|--|---|-------------------------------------|----------------------------------|
| Total | \$83,913,773 | \$68,001,781 | \$15,911,992 |
| II-B | 12,466,879 | 10,377,650 | 2,089,229 |
| II-D | 15,919,346 | 14,164,325 | 1,755,021 |
| IV SYEP | 4,807,193 | 4,471,030 | 336,163 |
| IV YCCIP | 945,315 | 756,252 | 189,063 |
| IV YETP | 3,443,029 | 3,049,202 | 393,827 |
| VI | 27,256,709 | 24,752,382 | 2,504,327 |
| VII | 491,106 | 47,531 | 443,575 |
| HIRE II | 620,646 | 427,596 | 193,050 |
| STIP I | 1,720,467 | 1,159,879 | 560,588 |
| STIP II | 999,798 ^b | 484,476 | 515,322 |
| YIEPP | 10,105,362 ^b | 4,258,719 | 5,846,643 |
| Vocational Education Administration | 757,576 | 757,576 | — |
| Cost Pool | 4,380,347 | 3,295,163 | 1,085,184 |

a. Figures adjusted for Administration Cost Pool set-asides where appropriate.

b. Includes availability for fiscal year 1980.

From the outset, there has been considerable friction between the Seattle regional office of the Department of Labor and the prime sponsor. In the formative years, the KSMC staff chose to deal directly with DOL officials in Washington, D.C., a practice that proved annoying to the regional office. In recent years the communications have remained strained as the regional office has sought to enforce policies that the prime sponsor staff thought were either inappropriate or of a lesser priority. The regional office has given KSMC poor ratings for failure to maintain services to

youth under Title II-B, slowness in implementing the independent monitoring unit, for lack of adequate systems to check enrollee eligibility, and other matters. Behind all of these issues have been clashes of personalities and a lack of genuine efforts to resolve issues which for the most part appear within the range of relatively easy solution. Yet the frictions at the top level do not seem to have adversely affected the delivery of services to clients.

Effective in October 1980, Snohomish County, along with its two cities, Everett and Edmonds, withdrew from the consortium and established itself as a prime sponsor. This left approximately 80 percent of the old consortium intact, with King County and the five cities of Seattle, Bellevue, Kent, Renton, and Auburn in the King-Seattle consortium. This realignment also had little impact upon service delivery since Snohomish County continued to use the same program agents to perform approximately the same functions at the same levels of activity.

Training Expenditures and Costs

Of the total fiscal 1979 funding of \$83,913,773, \$16,565,366 or 20 percent was devoted to training (Table 2). Of the \$11 million reported as spent under II-B in that year, 77 percent went for classroom training, 14 percent for OJT, and 9 percent for adult work experience (Table 3). Skills training accounted for 85.5 percent of all classroom training funds, with adult basic education, English as a second language, and general education development accounting for the remainder.

Table 2. CETA Training Funds for KSMC, Fiscal 1979

| Funding source | Funds available | Funds expended | Carryout |
|-----------------------|------------------------|-----------------------|--------------------|
| Total | \$16,565,366 | \$13,207,177 | \$3,358,189 |
| Title II-B | 12,466,879 | 10,377,650 | 2,089,229 |
| STIP I | 1,720,467 | 1,159,879 | 560,588 |
| STIP II | 999,798 | 484,476 | 515,322 |
| Vocational Education | 757,576 | 757,576 | — |

Table 3. Title II-B Expenditures by Subrecipient, Fiscal 1979

| Category and agency | Expenditures (includes allowances) | Percent by category |
|----------------------------|---|--------------------------------|
| Total | \$11,210,043 | 100.0 |
| Classroom training | 8,613,940 | 100.0 |
| Concerned Chicanos | 168,543 | 2.0 |
| Chicano Education | 307,940 | 3.6 |
| Central Community College | 613,782 | 7.1 |
| Seattle Indian Center | 161,677 | 1.9 |
| Seattle OIC | 4,556,480 | 52.9 |
| Operation Improvement | 2,805,518 | 37.6 |
| OJT | 1,612,967 | 100.0 |
| SER | 367,846 | 22.8 |
| WSES | 436,533 | 27.1 |
| Carpenters | 81,706 | 5.1 |
| University of Washington | 143,467 | 8.9 |
| Seattle Urban League | 410,192 | 25.4 |
| Job Therapy | 173,225 | 10.7 |
| Adult work experience | 983,134 | 100.00 |
| Operation Improvement | 531,250 | 54.0 |
| New Careers | 295,771 | 30.1 |
| Passage Foundation | 156,113 | 15.9 |

SOURCE: KSMC.

Training costs are relatively high at KSMC (Table 4) because of the cost structure of its two major classroom training institutions discussed below.

Table 4. Classroom Training Cost Analysis, KSMC, Fiscal 1979

| | Cost per placement (excludes allowances) | Cost per positive outcome | Terminations | |
|----------------|---|---------------------------|--------------------|----------------|
| | | | percent employment | other positive |
| Total | | | | |
| Classroom | \$ 7,599 | \$5,179 | 50.1 | 23.4 |
| Concerned | | | | |
| Chicanos | 4,746 | 3,622 | 50.9 | 15.8 |
| CEMS | 10,866 | 3,675 | 28.0 | 54.9 |
| SCCM | 9,405 | 5,905 | 58.7 | 34.8 |
| Seattle Indian | 112,408 | 1,972 | 1.1 | 61.5 |
| Seattle OIC | 6,610 | 4,610 | 50.8 | 22.0 |
| OIF | 9,808 | 8,163 | 63.1 | 12.7 |

Who Provides the Training?

The distinguishing features of the KSMC delivery system for training are: (1) A unified recruitment, intake, assessment, and referral program operated by a largely independent unit within the Washington State Employment Security Department. These functions are carried on at 10 offices located throughout the area. (2) Community based organizations (CBOs) as the major actors in delivering both classroom training and on-the-job training. One CBO, the Seattle OIC, has conducted more than one-half of all the classroom training for KSMC, and another, Operation Improvement Foundation, manages an individual referral system which places participants in classroom training in 35 public and private training institutions. These two CBOs, OIC and OIF, provide over 85 percent of all classroom training. Two other CBOs, the Seattle Urban League and SER,

are major contractors in the on-the-job training programs. (3) The Washington State Employment Security Department, in addition to the operation of the intake centers, is also a major OJT contractor, and has also been a contractor for work experience and PSE activity. Prior to 1977, WSES operated the individual referral activity which is now managed by Operation Improvement Foundation. Placement activity was formerly limited to WSES which now shares the responsibility with the other contractors. WSES still plays a major role in the placement activities for KSMC participants. WSES also handles all allowance payments from the state offices in Olympia.

There are, of course, other contractors providing both classroom training and OJT. The adult basic education, English as a second language, and general educational development programs, which account for approximately 15 percent of Title II-B funds, are operated through four contractors. The largest and most rapidly growing of the programs is an English as a second language (ESL) program for Asian refugees operated by the Seattle Central Community College. There are two small Spanish ESL programs, one in Snohomish County and the other in King County. In addition, KSMC funded a small basic education program for the Seattle Indian Center.

Of the six contractors operating OJT programs, WSES is the largest with approximately 27 percent of total funds. Seattle Urban League is second with approximately 25 percent, and SER has a program that accounts for about 23 percent of the OJT funds. In addition to the big three OJT contractors, the Seattle Carpenters' Union operates a small OJT program and there are two coupled classroom/OJT programs, one for handicapped at the University of Washington and the other a small specialized program run by Job Therapy, a non-profit group serving ex-offenders.

Who Gets Trained?

Women were over one-half of the participants in classroom training but less than one-third of the OJT placements. Minorities were 60 percent of classroom trainees and approximately 46 percent of the OJT placements. Youth were one-third of the classroom trainees but only one-quarter of the OJT placements (Table 5).

KSMC was serving approximately 49 percent youth in Title II-B prior to the introduction of the youth programs and the guidelines required it to continue to do so. The decline in Title II-B youth enrollment has been a constant source of friction between KSMC and the DOL regional office. Given the relatively low proportion of minorities in the population, the high enrollment proportion is undoubtedly due to the role of the CBOs in the delivery system, as well as the general reputation of CETA as a minority program in Seattle.

As noted above, the WSES operates the recruitment, intake, screening, and referral centers for all CETA titles. These intake centers generally screen three people for every person referred. Forty-three percent of the persons screened for service were female, 39 percent were 21 years of age or under, 38 percent were high school dropouts, but 20 percent had some post-high school training. Approximately 48 percent were minorities, 79 percent were below the poverty level, and 93 percent were unemployed.

The Geographic Issue

Executive board representatives and the ETACs of the three major geographical divisions within the KSMC area have been very sensitive to the geographical distribution of funds and activities. As a result, all reports filed by contractors must report the residence of persons served by the program. The goal for fiscal 1979 was that 53 percent of the par-

Table 5. Client Characteristics for Classroom and OJT Training by Contractor, Fiscal 1979

| Contractor and type of service | Characteristics by percent | | | Geographical distribution by percent | | |
|-----------------------------------|----------------------------|----------|-------|--------------------------------------|------|-----------|
| | Female | Minority | Youth | Seattle | King | Snohomish |
| Classroom | 56.0 | 60.1 | 33.7 | 60.6 | 26.3 | 13.1 |
| Concerned Chicanos | 54.5 | 88.3 | 32.5 | 0 | 0 | 100.0 |
| CEMS | 43.7 | 98.3 | 29.4 | 84.9 | 15.1 | 0 |
| SCCC | 51.5 | 100.0 | 28.5 | 78.0 | 20.0 | 2.0 |
| Seattle Indian | 58.0 | 100.0 | 54.0 | 94.0 | 6.0 | 0 |
| Seattle OIC | 49.6 | 68.1 | 32.8 | 82.3 | 15.1 | 2.6 |
| OIF | 69.1 | 26.9 | 35.1 | 19.2 | 52.0 | 28.8 |
| OJT | 29.8 | 45.7 | 26.6 | 59.5 | 22.0 | 18.5 |
| SER | 29.9 | 68.4 | 36.7 | 48.6 | 29.4 | 22.0 |
| WSES | 27.1 | 27.4 | 31.0 | 40.4 | 27.4 | 32.2 |
| King County Carpenters | 34.4 | 43.8 | 34.4 | 40.6 | 56.3 | 3.1 |
| University of Washington | 45.7 | 15.2 | 7.6 | 73.9 | 21.7 | 4.4 |
| Seattle Urban League | 28.6 | 65.6 | 23.9 | 87.6 | 9.7 | 2.7 |
| Job Therapy | 24.7 | 41.6 | 13.0 | 62.3 | 9.1 | 28.6 |
| OJT Direct Placement | 30.0 | 69.2 | 26.9 | 63.8 | 23.1 | 13.1 |

ticipants should be residents of Seattle, 30 percent residents of King County outside of Seattle, and 17 percent residents of Snohomish County. The distribution was based upon population, estimates of need, and some recognition that the major contractors were better located to serve Seattle residents.

For 1979, Snohomish County was more nearly proportionately served by OJT than by classroom training. Seattle enrollees were overrepresented compared to goal by both types of training, and King County outside of Seattle City was slightly underrepresented in classroom training (4 percent) and OJT (8 percent) compared to goals. Since classroom training has served the largest number of people and spent the most money, this has been the area of greatest sensitivity. Because of the persistent overrepresentation of Seattle residents, the funding allocations for fiscal 1981 were based upon a formula which rewarded or penalized contractors according to their records in achieving the desired geographical distribution. This was a major factor in the withdrawal of Snohomish County.

Training Quality

Training outcomes at KSMC are more impressive in terms of wage gains than in placements. The total classroom training enrollment during fiscal 1979 was 2,787 with 2,075 exiting the program of whom 1,616 or 77.9 percent were completers. Of this latter group 50.3 percent entered employment and another 23.5 percent were recorded as positive terminations, leaving a nonpositive termination rate of 26.2 percent.

The before and after wage data for fiscal 1979 showed a median pre-CETA wage of \$2.87 and a median post-CETA placement wage of \$4.43 for an increase of \$1.56 per hour or 54.4 percent. Only the Indian and Concerned Chicanos programs fell substantially below the average gain. However,

the outcomes are probably more a product of the economy than of the training which is generally of high quality.

Seattle OIC Skill Center

The Seattle OIC, the largest skill training program in the consortium with total funding of \$5.5 million in 1980, operates one of the most modern skill centers found in the United States. The center serves people who are educationally and economically disadvantaged in a full range of services from extensive counseling and GED/ABE, to skill training in any of 12 occupational areas. The facilities, equipment, and curriculum materials appear to be at or near the best available. The director and the managers are outstanding in their knowledge, experience, and skills in operating the facility. There are waiting lists of people desiring to enter the program.

Training costs are high at SOIC due to a combination of quality facilities, extensive supportive services, and unusually high administrative costs. However, the costs are not excessive in relation to the quality of the training. One of the strongest bases of support for the SOIC has been the employer advisory group which has assisted the SOIC to obtain the facilities and equipment which high quality training demands. The employer advisory group has also been important to an effective placement program for the students who complete the program.

During 1979 the costs associated with SOIC training were:

| | | |
|---|-------------|--------|
| Total costs of SOIC program | \$4,556,480 | 100.0% |
| SOIC costs as program agent | 2,376,492 | 52.2% |
| Allowance costs (paid by WSES) | 1,661,025 | 36.5% |
| Administrative costs (percent as proportion of SOIC costs) | 563,963 | 23.6% |

Based on figures showing the total number served as 1,577, the total number entering employment as 604, and total positive terminations as 866, the costs per unit of service were:

| | Total | Program agent |
|-------------------------------|--------------|--------------------------|
| Cost per person served | \$2,889 | \$1,507 |
| Cost per placement | 7,544 | 3,935 |
| Cost per positive termination | 5,262 | 2,744 |

Seattle OIC is not without its problems. SOIC now serves well over one-half of all those enrolled in classroom training in KSMC. However, as noted, SOIC serves predominantly the residents of Seattle. Therefore, strong pressure to shift resources away from Seattle to the balance of King County threatens the continuing growth of the SOIC program. SOIC has major expansion plans underway at a time when future funding is increasingly in doubt. Two additional floors are being added to the center, and plans are underway to add additional areas of occupational training. These plans require that both SOIC and the consortium staff have a common set of goals and commitments regarding the future of classroom training, and SOIC's high role in providing training.

These issues highlight the difficulty of long-range planning given the current funding cycles of the CETA system. The gambles on expansion in the past have generally paid off. SOIC may need to explore some set of arrangements under which state and local financial support can be increased. Alternatively, employer support which has already been significant may be expandable. Can a community based organization operating a local educational facility gain access to the tax base which supports the public training institutions within the area which already has an extensive network of community colleges? The question may be a key one in SOIC's future.

Operation Improvement Foundation

The individual referral program operated by the Operation Improvement Foundation is impressive in terms of the number of training institutions involved (35) and the number of occupational areas (40) in which training is offered. Approximately 800 CETA enrollees are enrolled annually with CETA funding of \$2.8 million. The entire system is difficult to evaluate simply because of its size and diversity. The community college facilities visited were generally excellent and the Seattle area has a tradition of high quality training. The state vocational education system which exercises mandatory certification has been important in assuring quality control. However, the CETA supported students are a small part of the total training programs in the area and no special attention is paid to their needs.

A smaller number of training institutions or more emphasis on class-size units would simplify the administration of the program. However, the extensive network of community colleges, vocational-technical institutions, and private training schools each claim a role that would be difficult to simplify. The geographical territory serviced by the consortium is large. Even though it appears that CETA has had little impact upon the training institutions or their curriculums, the private schools are most vocal on insisting on a share of the CETA training effort. CETA buys whatever training is available on the terms and conditions set by the institutions. These terms and conditions are generally favorable, although the length of training time does add to per enrollee and per placement costs.

Financing of training costs comes from a combination of CETA funds, basic education opportunity grants, local tax support for the colleges, and state funds for GED/ABE. Once a CETA client enrolls at a community college, the consortium's control over time in training, training given, and

training costs becomes limited. The consortium does retain effective control over the payment of allowances. The primary reason for high per enrollee costs appears to be the length of time in training and the cost of operating the individual referral system with its own assessment program added to what is already done at the WSES assessment program. As noted, the average length of training in this program ranges from nine months to one year, and there are a few two-year programs still being provided to CETA enrollees. For the consortium, the individual referral system's strength is its ability to serve the residents of King County outside of Seattle. These clients are mainly Caucasian women, with high levels of educational attainment, though they qualify on the basis of economic disadvantage and unemployment.

Up to now, it has not been possible to trace carefully the success rates of enrollees by training occupation and by training institution. The steps now being taken to install a computerized management information system should remedy this lack.

Washington State Employment Service

The intake, assessment, and referral centers operated by the Washington State Employment Service's special CETA unit appear to offer an important and successful control unit in a highly pluralistic CETA delivery system. For the most part, the program levels have been maintained, slots have been filled, and waiting lists have been managed with considerable skill. Program agents can obtain from WSES referrals enrollees for the service available with client assessment information based on professional counseling and extensive testing. The Washington State Employment Service must be somewhat unique in its willingness to create a separate CETA unit with considerable autonomy within the Job Service system. While each of the major program agents

sometimes find fault with the others, the WSES unit seems firmly entrenched by virtue of the support it gets from all actors in the CETA system.

Conclusions

The classroom training program in the Seattle area could easily accommodate a significant expansion. The individual referral approach is highly expansible and SOIC is already strongly programmed for an expansion which may not be forthcoming. It would be safe to conclude that the classroom training activity within the two counties could be expanded to double the present levels, if funds were available. The training appears to be of high quality. But, unfortunately, there is no data available to determine whether quality training at relatively high cost brings a commensurate improvement in the employment and income experience of its participants. A careful evaluation of training results, especially for the individual referral program, should be completed prior to any major expansion.

By most tests, KSMC must be given reasonably high marks for operating what the staff considers to be one of the ten best CETA programs in the nation. The people being served are generally economically disadvantaged and unemployed but somewhat better educated than CETA enrollees in most locations. Strong emphasis is placed on training, especially classroom training, with reasonably strong secondary emphasis on OJT. The elected officials are both involved in and supportive of CETA activities, and most other interested groups within the community have ample involvement in the planning process.

In reaching this basically favorable conclusion regarding the KSMC program, it is necessary to acknowledge that regional DOL officials have expressed some displeasure with performance during recent years, and have given KSMC an

unsatisfactory rating. The major issue identified by interviews with both federal and local staff has been the failure to maintain 49 percent youth enrollment in Title II-B programs after the Title IV youth programs, including the entitlements program, became operative in Seattle. The other issues regarding eligibility, IMU, and minority staff should be easily resolvable under the circumstances. The underlying issues over the years, and more particularly under Pasquarella's administration of the consortium, have mainly related to communications and personality problems, including a general lack of responsiveness to regional office concerns. None of the issues go directly to the quality or effectiveness of the services provided.

The management of a complex CETA system is not easy. There is room for discussion and even debate over what numbers should be collected and how they should be presented for analytical purposes. There is a tendency to focus too much attention on some of the daily frictions—on the irritations of late reporting, on the present and prospective changes in regulations and funding. Under these pressures, it is possible to neglect the basic obligation to assist eligible clients to obtain improved skills and jobs.

The KSMC CETA program has been heavily funded and has operated with relatively high costs, especially in classroom training. The emphasis is on skills training with duration ranging from an average of six months at SOIC to between nine and twelve months in the individual referral program. The quality of the training provided is reflected in the wage gains if not in the placement rates. But whatever is accomplished in Seattle CETA, it is the CBOs which do it, counting the specialized WSES CETA unit as more like a CBO than a public agency.