



PERFORMANCE AUDIT REPORT

Job Training Programs in Kansas, Part II: Longer-Term Results For Program Participants

**A Report to the Legislative Post Audit Committee
By the Legislative Division of Post Audit
State of Kansas
July 1987**

PERFORMANCE AUDIT REPORT

JOB TRAINING PROGRAMS IN KANSAS, PART II: LONGER-TERM RESULTS FOR PROGRAM PARTICIPANTS

OBTAINING AUDIT INFORMATION

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JOB TRAINING PROGRAMS IN KANSAS, PART II: LONGER-TERM RESULTS FOR PROGRAM PARTICIPANTS

Summary of Legislative Post Audit's Findings

What are the employment status and earnings of individuals several years after successfully completing job training programs? Longer-term results show that 46 percent of the clients who successfully completed the Work Incentive Training program were still working two years later. Clients who successfully completed the program were more likely to be employed two years later, but completion of the program made little difference in the average wages they earned. Most clients who successfully completed the program were not receiving public assistance in June 1987, but the auditors were unable to determine whether that was related to their completion of the program.

For all clients who participated in the Job Training Partnership Act program, participation appeared to increase the likelihood that individuals would be working two years later, but it did not have a significant effect on their earnings. Among individuals who participated in the program, successful program completion increased both the likelihood that individuals would be working after two years, and their average earnings. Longer-term results showed that 52 percent of the clients who successfully completed the Job Training program were still working two years later.

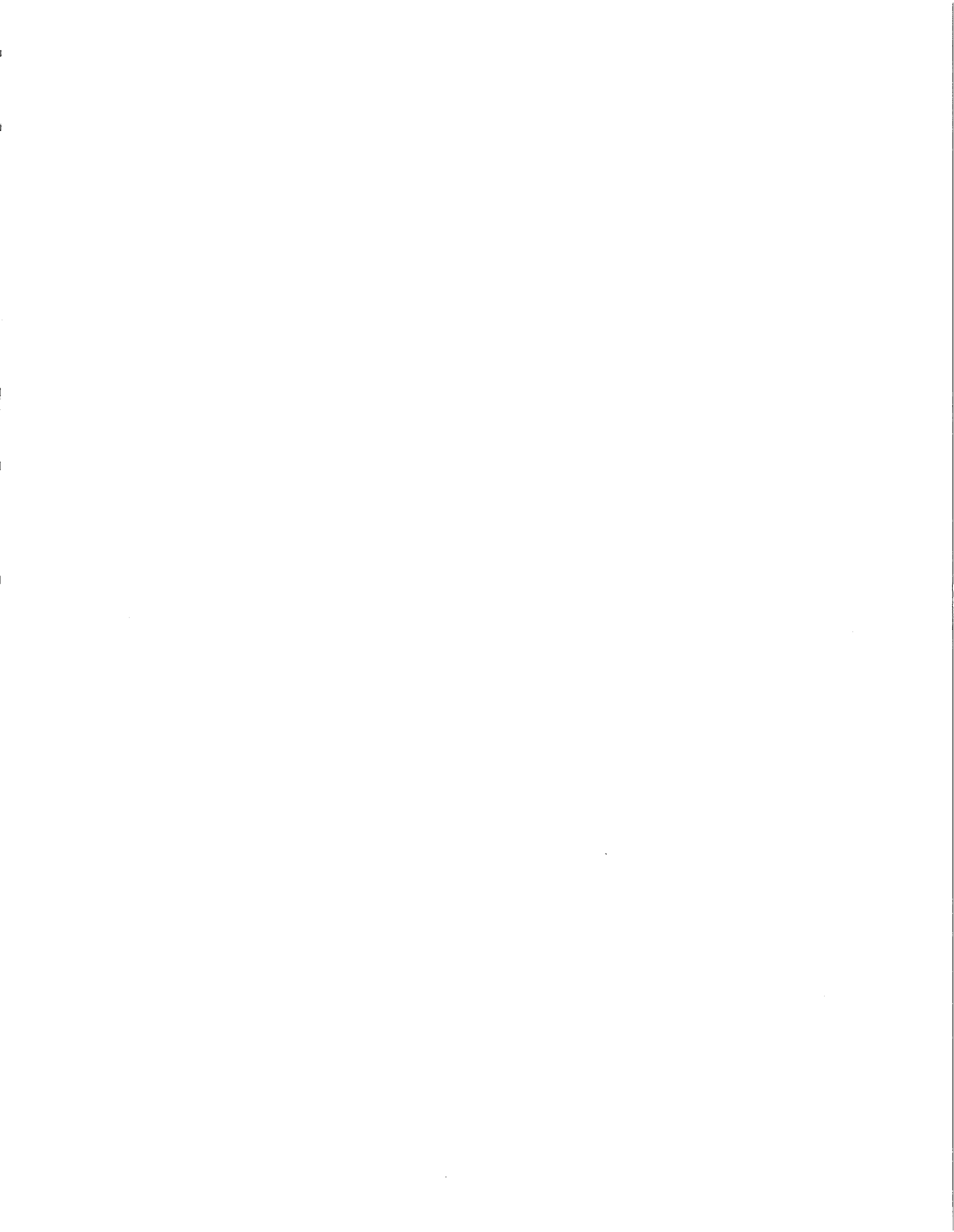
Former inmates who participated in vocational training programs while in prison were no more likely to be employed two years later than inmates who did not receive any training, and their wages were no higher.

Eleven of the fourteen companies that participated in the Kansas Industrial Training program in fiscal year 1985 are still in business. Those responding to the auditors survey were very positive about the program. Seventy-one percent of the employees trained were still employed and had received an average salary increase of 22 percent.

Are there better ways to determine what types of training should be provided? The majority of the Work Incentive Training program clients were initially placed in clerical, sales, and service occupations, but those clients were less likely than average to be working two years later. Three-fourths of the successful Job Training Partnership Act clients were placed in jobs related to their training, but they were no more likely to be working two years later than other clients. Individuals who received training through the Department of Corrections generally were not employed in areas related to their training. Although the type of training provided to job training clients appeared to influence both placement rates and earnings, it made no difference in their employment status two years later.

Three of the four training programs discussed in this report depend on the Kansas Occupational Information Coordinating Committee for information about job openings and training. Several steps could be taken to improve the accuracy of the Committee's occupational information. In addition, steps should be taken to improve the State's ability to evaluate the effectiveness of these training efforts.

During the course of this audit, auditors obtained or generated a vast amount of data about Kansas' job training programs. The most relevant findings are included in this report. Additional analysis can be performed to address related issues.



JOB TRAINING PROGRAMS IN KANSAS, PART II:

LONGER-TERM RESULTS FOR PROGRAM PARTICIPANTS

During the 1986 legislative interim session, the Legislative Division of Post Audit conducted a performance audit of several job training and employment programs that are funded or administered by State agencies. That audit examined questions about the administration and results of the Job Training Partnership Act program, the Work Incentive Training program, and the Kansas Industrial Training program.

This audit was requested to address several other questions about those programs' effectiveness that could not be fully covered within the time and scope of the earlier audit. In addition, this second audit includes a review of the longer-term results for individuals who participated in vocational training programs administered by the Department of Corrections. Specifically, this audit addresses the following questions:

- 1. What are the employment status and earnings of individuals several years after successfully completing job training programs?**
- 2. Are there better ways to determine what types of training should be provided?**

These questions are addressed in the following sections of this report. The chart at the top of the following page provides summary information about each program. Additional information about the funding, operation, and services provided by the Work Incentive Training program, the Job Training Partnership Act programs, and the Kansas Industrial Training program can be found in the performance audit report, Job Training Programs in Kansas, issued in September 1986.

During this audit, Legislative Post Audit obtained or generated a considerable amount of information about Kansas' job training programs and the clients they serve. This report summarizes the findings that are most relevant to the audit's questions; other comparative information is presented in the appendices. Still other information is stored in the auditors' workpapers, and is available to answer additional legislative questions about the results of these job training programs.

What Are the Employment Status and Earnings of Individuals Several Years After Successfully Completing Job Training Programs?

During fiscal year 1986, the Work Incentive Training and Job Training Partnership Act programs kept track of clients for one month after they were placed in employment, but did not track clients beyond that to determine the programs' longer-term results, such as whether successful clients were employed after a longer period of time. The Department of Corrections obtains follow-up information on parolees from their parole officers at regular intervals, but does not

Summary of Job Training Program Characteristics

Job Program	Admin. by...	Program Purpose	Type Training Provided	Funding Source	FY 1988 Funding
Work Incentive Training Program (1967)	Dept. of Human Resources (employment services); Dept. of Social & Rehab. Ser. (supportive services)	Provide services that applicants or recipients of Aid to Families with Dependent Children need to become self-supporting (Mandatory for designated client groups)	Vocational assessment, child care & other support services, job placement, referral to other resources for training	Federal funds, with 10% State match	not available
Job Training Partnership Act (1983)	Dept. of Human Resources (Statewide) other State agencies and local units	Provide training and employment services to youth & adults who are economically disadvantaged or have other barriers to employment	Vocational assessment, on-the-job or classroom training, job placement, support services	Federal funds, with State or local match for some programs	\$8.1million(a)
Kansas Industrial Training Program (1972)	Dept. of Commerce (State funds); Dept. of Ed. (Fed. funds)	Short-term job training for new or expanding industries	Pre-employment, on-the-job or classroom training, some re-training or upgrading	State funds Federal funds Total	\$725,000(b) <u>\$1,000,000(c)</u> \$1.725 million
Corrections Vocational Training (1960)	Dept. of Corrections	Prepare inmates for entry-level positions when released	Vocational classroom training	State funds	\$2.07million(d)

(a) Includes Title IIA Services to Youth and Adults only.

(b) \$.5 million of the State funding is dependent on gaming revenues.

(c) Maximum. Actual expenditures depend on availability of matching funds.

(d) The Department of Corrections provided this figure as a preliminary budget amount.

Appendix A shows the cost per participant for each program.

analyze the portions of that information that concern parolees' employment status on a regular basis. This audit tried to determine the longer-term results for a large sample of clients who participated in all three of those programs during 1985.

To determine the employment status and earnings of Work Incentive and Job Training Partnership Act clients, the auditors obtained the assistance of the Department of Human Resources in matching clients' Social Security numbers with the wage base file the Department maintains for unemployment insurance purposes. That file contains information about each individual's employer and wages on a quarterly basis. The auditors obtained a total amount of wages each client in the sample earned during calendar years 1985 and 1986.

For clients who were working during the last quarter of calendar year 1986, the auditors obtained employer identification numbers and the standard industrial

code for each employer. For inmates who received vocational training from the Department of Corrections, the auditors obtained information from the wage base file manually, and also examined the employment assessments that Kansas parole officers complete for each parolee. Finally, the auditors surveyed a sample of people who received training or services from the three programs, and all employers who participated in the Kansas Industrial Training program during fiscal year 1985.

During the course of this audit, the auditors received assistance from several agencies that were not included in the audit scope. The Division of Information Systems and Communications assisted in transferring data from mainframe computers to microcomputer files, and the Department of Revenue transferred those files to Macintosh computers. The Department of Revenue also assisted in the survey process by providing the most recent available address from their State income tax files for the clients surveyed, and provided tax return information for clients who could not be located otherwise.

The following sections describe the sample of clients evaluated, by program, together with the auditors' main findings about those clients' employment status and earnings two years after they completed a job training program.

Work Incentive Training Program

The Work Incentive Training program is jointly administered by the Departments of Human Resources and Social and Rehabilitation Services. Its purpose is to provide the services that applicants and recipients of Aid to Families With Dependent Children need to become financially self-supporting. Federally funded, with a 10 percent State match, the program's funding level has been declining since 1981. During fiscal year 1982, the program's funding declined by about 30 percent, so it closed five of its eight offices. Since that time the program has become increasingly dependent on other resources to fund training for its clients. For fiscal year 1987, the program was initially funded only for the first nine months of the federal fiscal year, but during the course of this audit, funding became available for limited services through the end of October 1987. Funding for fiscal year 1988 is still uncertain.

During fiscal year 1985, the Work Incentive Training program registered 12,263 new clients, and 2,039 individuals entered employment. The auditors' sample of Work Incentive Training program clients included the first 800 out of the approximately 2,000 clients whose cases were closed because of employment or for any other reason during the months of October, November, and December 1985. That time period was selected because wage data were available for the next two full years, and because information was also available about Job Training Partnership Act clients for that same time period. Because the auditors selected the first 800 clients, the sample only included Social Security numbers from the 003 series to the 509 series. The auditors were unaware of any systematic bias that would have distorted the sample results because of this selection method.

Of the 800 clients in the sample, the auditors identified 152 who had successfully completed the program. The auditors considered clients to be successful completions if they entered part-time or full-time employment that was expected to last longer than 30 days, whether they were placed into jobs by the

program or located jobs on their own. The program also considers clients to have successfully completed the program if they entered employment that was expected to last less than 30 days, but this category includes very few clients.

The sample also included 648 clients whose cases were closed for various reasons, including remarriage or relocation, determinations that the client was exempt from or not eligible for services, and refusal to participate in the Work Incentive program.

In reviewing the employment status and earnings of the 800 Work Incentive Training program clients in their sample, the auditors found that clients who successfully completed the program were more likely to be employed two years later than the clients in the sample who did not complete the program. Once those clients were employed, however, completion of the program did not make an appreciable difference in their earnings level. Finally, the auditors found that most of the clients who successfully completed the program were no longer receiving public assistance. These and other findings about the Work Incentive Training program are discussed in the sections that follow.

Clients Who Successfully Completed the Work Incentive Training Program Were More Likely To Be Working Two Years Later Than Clients Who Did Not, But Their Earnings Were the Same

Work Incentive Training program statistics for fiscal year 1985 show that, after one month, 98 percent of the clients who entered employment were employed. To determine whether clients were employed after a longer time period--two years after receiving services through the Work Incentive Training program--the auditors analyzed the information they obtained from the wage base file maintained by the Department of Human Resources. Clients were considered to be employed if wages were reported for them during the fourth quarter of 1986. For each client, the auditors also obtained the total amount of wages reported in all four quarters of 1985 and all four quarters of 1986. The accompanying table summarizes the employment status and 1986 earnings of the sample clients.

<u>Group</u>	<u>WIN Clients in Sample</u>	<u>Clients Working After Two Years(a)</u>		<u>Average Wages for Clients Who Worked in 1986(b)</u>
		<u>No.</u>	<u>Percent</u>	
Successfully completed the WIN program	152	70	46.0%	\$6,666
Did not successfully complete the WIN program	<u>648</u>	<u>217</u>	<u>33.5%</u>	<u>\$6,669</u>
Total	800	287	35.9%	\$6,668

(a) Had income reported during the fourth quarter of 1986.

(b) Had income reported during 1986.

The auditors were not able to identify all other clients who may be self-employed or employed in another state. As a result, these individuals are included in the unemployed group. To determine how many individuals might be coded as unemployed although they may actually be working, the auditors reviewed income tax records for 18 Work Incentive Training program clients who were not in the wage base file the last quarter of 1986. They found that two of these 18 clients had filed tax returns indicating they were working in 1986, but only one of them was living in Kansas. Thus, the auditors' inability to identify all such individuals probably does not significantly affect the results that are reported below.

As the table shows, 70 of the 152 clients in the sample who successfully completed the Work Incentive Training program in fiscal year 1985, or 46 percent, were employed during the last quarter of 1986. By contrast, of the 648 clients who did not successfully complete the program, only 33.5 percent were employed during the last quarter of 1986. Thus, a higher proportion of those that successfully completed were working. This difference is statistically significant. In other words, there is something about the services the clients received, about the clients, or about the combination of the two that made it more likely that those clients would be working at a later date. (Appendix B shows the occupations the successfully completed clients trained for and the number still working after two years.)

Although the program did increase the likelihood that successful clients would be working, it did not improve the wages of those who were employed. Clients who successfully completed the program and worked anytime in 1986 earned an average wage of \$6,666. That amount was essentially the same as the average wage of \$6,669 earned by those clients who did not successfully complete the program.

Of the clients' personal characteristics for which data are kept, race was the only factor that appeared to have a relationship to clients' employment two years later. The Work Incentive Training program collects data on several client characteristics, including ethnic background and whether individuals are handicapped or dislocated workers. The auditors attempted to determine whether any of these personal characteristics had any relationship to clients' continued employment. The only personal characteristic that had a statistically significant effect on employment was race. At the end of two years, 54.3 percent of the successfully placed white clients were working, compared with 39 percent of the successfully placed individuals of all other races. In contrast, the proportions of different races placed in jobs at the end of training were only slightly different. No other personal characteristics, including handicapping conditions or dislocated workers, had any significant effect on employment. (Appendix C contains further information on client descriptive characteristics.)

The auditors also tried to determine whether any specific services offered by the Work Incentive Training program had any relationship to clients' employment two years later. They were unable to do so because many individuals receive only limited services -- such as the vocational appraisal services the program offers. Other services are authorized, but some of them, like classroom training, are seldom provided because of a lack of funds. Further, the program's computerized client information system does not include complete information about services provided during previous fiscal years.

**Most Clients Who Successfully Completed
The Work Incentive Training Program
Were Not Receiving Public Assistance In June 1987**

Every client served by the Work Incentive Training program has applied for or is receiving public assistance. Two major goals of the Work Incentive Training program are to reduce welfare dependency by increasing the earning power of public assistance recipients and to reduce Aid to Families with Dependent Children grant expenditures. Those goals do not necessarily coincide, because not all clients who successfully complete the program and are employed immediately have their grants closed or reduced. The program has some built-in incentives to ensure that clients receive some financial benefit from going to work.

The majority of the clients who successfully completed the program did not immediately leave the public assistance rolls. In an effort to assess the effect of the Work Incentive Training program on the successful clients' public assistance status, the auditors determined how many of them had their grants closed initially. They found that 40 of those 152 clients, or 26.3 percent, had their cases closed because of their employment by the end of December, 1985.

Most clients were no longer receiving public assistance at the end of two years. The auditors reviewed the public assistance files for all 152 successfully placed clients. That review showed that 99 clients, or 65 percent, were no longer receiving public assistance at the end of June 1987. The 53 clients who were still on public assistance were receiving an average of \$358 per month.

<u>Successful WIN Clients Who...</u>	<u>No. of Clients</u>	<u>On Assistance in June 1987</u>	
		<u>Number</u>	<u>Percent</u>
Were Working Two Years Later	70	20	28.6%
Were Not Working After Two Years	<u>82</u>	<u>33</u>	<u>40.0%</u>
	152	53	34.9%

Employed clients who completed the program were no more likely to have left the public assistance rolls than clients who were unemployed. The accompanying table shows that a slightly lower percentage of the clients who were employed after two years were still receiving public assistance, but the auditors' examination of that relationship showed that the difference was not statistically significant. In other words, the difference could have occurred by chance. This may indicate that individuals are about as likely to leave the public assistance rolls for other reasons as they are through employment. Information about the comparison group of 648 Work Incentive Training program clients whose cases were closed would seem to bear this out -- 63 percent of those clients' Aid to Dependent Children cases were closed for reasons that were unrelated to their eligibility or employment status -- such as relocation, or remarriage.

Conclusion

Longer-term results show that 46 percent of the clients who successfully completed the Work Incentive Training program were still working two years later; program statistics showed 98 percent working

one month after they became employed. Clients who successfully completed the program were more likely to be employed two years later, but completion of the program made little difference in the average wages they earned once they got a job. Most clients who successfully completed the program were not receiving public assistance in June 1987, but the auditors were unable to determine whether that was related to their completion of the program.

Job Training Partnership Act Program

The Job Training Partnership Act program was established to provide training and employment-related services to a broad range of youth and adults who are economically disadvantaged or have other barriers to employment. The Department of Human Resources provides central administrative services for this program, which is operated largely at the local level through five service delivery areas. This program provides mostly on-the-job and classroom training for clerical, sales, and service occupations.

The Job Training Partnership Act provides for three primary programs: training for economically disadvantaged youth and adults, summer youth employment and training, and employment and training assistance for dislocated workers. This audit concentrates on training for economically disadvantaged adults provided under Title IIA, the largest component of the Act. Funded with federal funds and State or local matching funds, the Title IIA component will receive an estimated \$8.1 million in fiscal year 1988 for services to both youth and adults.

During fiscal year 1985, the Job Training Partnership Act program served 4,403 clients in the Title IIA Adult program, and placed 2,157 clients in jobs. The auditors' sample included all 655 clients whose cases were closed during the last quarter of 1985. In all, 451 of these 655 clients, or 68.9 percent, successfully completed the program, while 204 did not. The auditors defined successful completion to include clients who were entered either full-time or part-time permanent employment, whether they found their own jobs or were placed in jobs by the program. This definition includes all of the successful terminations counted by the program.

For comparison purposes, the auditors were able to add a group of 163 other individuals to their sample who were selected from Job Service records. Those individuals met the eligibility criteria for Job Training Partnership Act services but did not apply for those services. Thus, the total sample comprised 818 individuals.

The auditors obtained and analyzed computerized information from the Department of Human Resources about the employment, characteristics, and wages and all the individuals in their sample. They found that individuals who participated in the Job Training Partnership Act program were more likely to be working two years later than individuals in the comparison group, but the wages of those who were employed were no higher. For those who participated in the Job Training Partnership Act program, clients who successfully completed the program were more likely to be employed two years later than individuals who did not successfully complete the program, and they also earned higher wages. No

personal characteristics or specific program training or services appeared to have a significant relationship to clients' continued employment. Finally, the auditors found that fewer clients with certain characteristics successfully completed the program, but many of those who did were more likely than average to be working two years later. These findings are discussed in the sections that follow.

Job Training Partnership Act Program Participants Were More Likely To Be Working Two Years Later Than Individuals in the Comparison Group, But the Wages Of Those Who Were Employed Were No Higher

The Job Training Partnership Act program did not keep short-term follow-up statistics for fiscal year 1985. Short-term follow-up results for fiscal year 1986 showed that 78.3 percent of the clients who successfully completed the program were working one month later. To determine whether clients were employed two years after receiving services through the program, the auditors reviewed computerized information from the wage base file maintained by the Department of Human Resources. Clients were considered to be employed if wages were reported for them during the fourth quarter of 1986. For those clients who were employed, the auditors also obtained their total wages for calendar years 1985 and 1986.

For the Job Training Partnership Act program, the auditors were able to make two basic comparisons. First, they compared the employment and earnings of all program participants with those of the comparison group to determine the overall effect of participation in the program. Second, they compared the employment and earnings of clients who successfully completed the program with those who did not to determine the effect of successful program completion. The accompanying table summarizes the first comparison for Job Training Partnership Act clients.

<u>Group</u>	<u>Total Clients in Sample</u>	<u>Clients Working After Two Years (a)</u>		<u>Average Wages for Clients Who Worked in 1986(b)</u>
		<u>No.</u>	<u>Percent</u>	
JTPA program Participants	655	303	46.3%	\$7,398
Comparison group (did not participate in JTPA)	163	58	35.6%	\$7,484

(a) Had income reported during the fourth quarter of 1986.

(b) Had income reported during 1986.

As the table shows, the people who participated in the Job Training program were far more likely to be working two years later. Forty-six percent of all program participants were employed at the end of 1986, compared with only 35.6 percent of the comparison group. On the other hand, the average wages of individuals in both groups who were employed during 1986 were about the same. In other words, program participation increased the likelihood that individuals would be employed two years later, but it did not appear to have a significant effect on the earnings of those who were employed.

Among Program Participants, Clients Who Successfully Completed The Program Were More Likely to be Employed and Have Higher Earnings Than Those Who Did Not Successfully Complete It

The following table compares the employment and earnings of clients who successfully completed the program with those who did not.

<u>Group</u>	<u>JTPA Clients in Sample</u>	<u>Clients Working After Two Years(a)</u>		<u>Average Wages for Clients Who Worked in 1986(b)</u>
		<u>No.</u>	<u>Percent</u>	
Successfully Completed JTPA	451	234	51.9%	\$8,813
Did not Successfully Complete JTPA	<u>204</u>	<u>69</u>	<u>33.8%</u>	<u>\$4,482</u>
Total	655	303	46.3%	\$7,398

(a) Had income reported during the fourth quarter of 1986.

(b) Had income reported during 1986.

As the table shows, nearly 52 percent of the 451 clients who successfully completed the Job Training Partnership Act program had wages reported for them two years later. By contrast, only 34 percent of the clients who did not successfully complete the program were employed at that time. The clients who successfully completed the program also earned quite a bit more than clients who did not: an average of \$8,813 for the ones who earned wages anytime in 1986, compared with \$4,482. In other words, for individuals who did participate in the program, successful program completion increased both the likelihood that individuals would be working after two years and their average earnings.

Although the auditors were able to locate the majority of the program participants, they were not able to identify all of program participants who may be self-employed or employed in another state. To determine how large this number might be, they obtained information about 104 Job Training Partnership Act program clients' tax returns. Those 104 clients were individuals who were not in the wage base file the last quarter of 1986, and who had also not received unemployment insurance benefits or public assistance benefits in 1986. The auditors found that 48 of those 104 clients had filed tax returns for either 1985 or 1986, and 25 of the 104 had reported income on their tax returns from self-employment, military employment, or the like. Some, but not all, of that income had been reported in the wage base file for the first three quarters of 1986. Thus, the omission of those clients' income might have resulted in employment status figures reported for the end of 1986 being somewhat understated. If similar research were to be done on an ongoing basis, it might be worthwhile to attempt to identify such individuals.

Neither personal characteristics nor the specific services received appeared to affect clients' employment status two years later. The Job Training Partnership Act program maintains information about such personal characteristics as clients' race, handicap, economic status, age, and so forth. Using this data, the auditors performed statistical tests but found no significant relationships between any of the characteristics and clients' employment

**Quarters Worked and
Number of Employers**

To get an understanding of how much of the time Work Incentive Program and Job Training Partnership Act clients worked and the number of employers they had, the auditors reviewed the wage base file for the past eight quarters.

The auditors found that individuals who successfully completed both programs worked more quarters -- and had more employers -- than individuals who did not successfully complete them.

<u>JTPA Clients</u>	<u>Quarters Worked</u>	<u>Number of Employers</u>
Successfully Completed	4.0	1.2
Didn't Complete	2.3	.9
Comparison Group	3.0	.7

<u>WIN Clients</u>	<u>Quarters Worked</u>	<u>Number of Employers</u>
Successfully Completed	4.3	1.5
Didn't Complete	2.6	.7

As the table shows, successful Job Training Partnership Act clients worked an average of 4 quarters and averaged 1.2 employers. Clients who successfully completed the Work Incentive Training Program worked an average of 4.3 quarters and averaged 1.5 employers.

two years later. They did the same tests using information on the specific services clients received in the program--such as on-the-job training, classroom vocational training or remedial education, and direct job placement services--to determine whether any of these services were most likely to be associated with clients' continuing employment. They found a number of factors that seemed to have a significant effect on whether or not clients were placed in jobs, but could find no significant effect on clients' employment two years later. (Appendix D contains further information on client descriptive characteristics.)

Fewer "Targeted" Client Groups Successfully Completed the Job Training Partnership Act Program Than Their Counterparts, But Many of Those Who Did Were More Likely Than Average To Be Working Two Years Later

The primary goal of the Job Training Partnership Act program is to provide training and employment-related services to youth and adults who are economically disadvantaged or have other barriers to employment. Groups that have sometimes been identified as having barriers to employment include women, clients on welfare, single parents, minorities, unemployed workers, veterans, handicapped people, and offenders. Those groups are sometimes "targeted" for special emphasis. For fiscal years 1987 and 1988, the Job Training Partnership Act program has designated offenders, dislocated farmers, and single parents who are welfare recipients as target groups Statewide. Local areas can designate additional target groups if they wish.

Studies note that clients with certain characteristics are more likely to be served and placed than others. The auditors reviewed their data to determine the extent to which individuals from these target groups and their counterparts successfully completed the program, and to determine how likely the people in the targeted groups who successfully completed the program were to be working two years later. The table on the facing page summarizes the results of that review.

"Target" Client Groups	% of Targeted Group Who Suc- cessfully Com- pleted JTPA	% of Counter- part Group Who Successfully Completed JTPA	% of Targeted Group Who Successfully Completed JTPA Work- ing 2 Years Later
Economically Disadvantaged	68.9%	68.0%	52.3%
Women	60.7	75.6	53.6
On Public Assis.	50.4	73.3	60.9
Single Parents	57.5	72.7	58.3
Minority	53.7	76.2	48.7
Unemployed/ Not In Labor Force	67.0	81.7	50.8
Veteran	73.0	67.9	48.9
Handicapped	65.1	69.3	61.0
Offender	72.5	68.3	44.8

As the table shows, the program's primary target group of economically disadvantaged clients was about as successful as average in completing the program and in working two years later. More than 90 percent of all clients were in this group. Veterans and offenders also did relatively well. But five groups of individuals--women, people on welfare, single parents, minorities, and people not in the labor force--were significantly less likely to successfully complete the Job Training Partnership Act program than their counterparts. For example, only 50.4 percent of the clients on public assistance successfully completed the program, compared with 73.3 percent of the clients who were not on public assistance. Similarly, 57.5 percent of the single parents participating in the program successfully completed it, compared with 72.7 percent of the clients who were not single parents.

The auditors analyzed the proportions of clients that were served and successfully completed the program for all of the groups that are boldfaced, and found that the differences shown were greater than would be expected to occur by chance. In other words, women were significantly less likely to successfully complete the program than men were, and so forth. Studies that concentrate on the Job Training Partnership Act program note that men and women tend to receive different types of training. Women are more likely to receive vocational training, particularly for clerical jobs, while men are twice as likely to receive on-the-job training, which is more likely to lead to work after the training is completed.

The table also shows, however, that people in these targeted groups who did successfully complete the Job Training Partnership Act program were more likely than average to be working two years later. For example, although on average 52 percent of all clients who successfully completed the program were working two years later, that average was 60.9 percent for people on welfare and 58.3 percent for single parents.

Conclusion

For all clients who participated in the Job Training Partnership Act program, program participation appeared to increase the likelihood that individuals would be employed two years later, but it did not have a significant effect on their earnings. Among individuals who participated in the program, successful program completion increased both the

likelihood that individuals would be working after two years, and their average earnings. Longer-term results showed that 52 percent of the clients who successfully completed the Job Training program were still working two years later.

Most of the clients who were served and successfully completed the program were economically disadvantaged, but several groups of clients who are sometimes "targeted" as having barriers to employment were less likely to successfully complete the program than their counterparts. When they did successfully complete the program, however, clients in some of those "targeted" groups were more likely than average to be employed after two years.

Department of Corrections' **Vocational Training Programs**

The Department of Corrections attempts to prepare inmates for entry-level employment positions when they are released from prison by providing them with vocational training. The most common courses offered are in the areas of construction, building maintenance, and auto mechanics. Approximately 600 inmates were trained in fiscal years 1985 and 1986.

During fiscal year 1985, 1,827 individuals were released from Kansas correctional institutions. The Department of Corrections provided the auditors with data on 851 of these people. This group was selected because they were on parole or supervised conditional release within Kansas and follow-up information was available from their parole officers. The auditors' review of employment and wage status focused on a sample of 406 of these 851 inmates. Those individuals were divided into three categories based on the amount of training they received: those who completed vocational training (223), those who began but did not complete vocational training (90), and those who did not receive training (93).

In addition to data supplied by the Department of Corrections, the auditors gathered information from the State wage base file maintained by the Department of Human Resources. For all three groups of inmates, both employment and wage levels two years after release were low. As was the case with the Job Training Partnership Act program, the auditors made two sets of comparisons for the Corrections trainees. The first comparison showed that inmates who participated in vocational training while they were in prison were no more likely to be employed two years after they were released than inmates who did not participate in training, and their wages were lower. Second, among the inmates who did participate in vocational training while in prison, those who successfully completed their training programs were no more likely to be working two years later than those who did not complete their training, and their wages were slightly lower. These and other findings are discussed in the sections that follow.

Parolees Who Participated in a Training Program in Prison Were No More Likely To Be Employed Two Years Later Than Inmates Who Did Not Receive Any Training, and Their Wages Were No Higher

The Department of Corrections keeps track of parolees' employment in order to evaluate its vocational education programs. But the Department's records do not include part-time employment, and it does not obtain information about wages. For

the purposes of this study, the auditors determined employment status by reviewing the wage base file. If any wages were shown for the fourth quarter of 1986, the individual was counted as being currently employed. Factors such as hours worked or length of employment were not considered in determining whether an individual was currently employed. The auditors also reviewed employment assessments done by parole officers, and compared the information with that found in the wage base file. The following table compares the employment status and earnings of inmates who participated in vocational training with those of inmates who did not receive training.

<u>Former Inmates Who...</u>	<u>Total Inmates in Sample</u>	<u>Inmates Working After Two Years (a)</u>		<u>Average Wages for Inmates Who Worked in 1986(b)</u>
		<u>No.</u>	<u>Percent</u>	
Completed Vocational Training or Received Incomplete Training In Prison	313	105	33.6%	\$5,497
Were Untrained	93	30	32.3%	\$6,113

(a) Had income reported during the fourth quarter of 1986.

(b) Had income reported during 1986.

As the table shows, 33.6 percent of the 313 parolees who were vocationally trained or received incomplete training while they were in prison were employed two years later, compared with 32.3 percent of the 93 individuals in the sample who were untrained. The parolees who participated in training and were employed anytime in 1986 earned an average of \$5,497 compared with an average of \$6,113 for the untrained inmates who were working that year. In other words, participating in vocational training while in prison does not appear to increase the likelihood that those parolees will be working two years later, and does not increase the earnings of those who are employed.

**Parolees Who Successfully Completed Vocational Training
in Prison Were No More Likely To Be Employed After Two Years,
And They Earned About as Much as Those Who Did Not
Successfully Complete Their Vocational Training Programs**

For inmates who did participate in training, the auditors also compared the employment and earnings of those who successfully completed their training programs with those who did not. As the table on the next page shows, 35 percent of the inmates who successfully completed their training were employed two years later, compared with 30 percent of those who did not. Parolees who successfully completed a vocational training program and were employed anytime during 1986 earned an average wage of \$5,310, while individuals who received incomplete training earned an average of \$5,947.

One reason why the numbers working and wages reported for Corrections clients could be lower than for the Work Incentive and Job Training programs is that clients of those two programs were employed when they successfully completed the programs, and Corrections trainees were not. To determine whether this difference was reducing the percentage of Corrections inmates who were

working after two years, the auditors looked at the results for those who got jobs right after they left prison. They found that 113 of the 223 inmates who completed their training programs had obtained employment at their initial parole assessment.

Only 36.3 percent of the 113 were employed two years later. Thus, the fact that the definition of successful completion of Corrections training does not include placement does not lower the percentage of the successful program completers who are still working.

<u>Inmates Who...</u>	<u>Trained Inmates in Sample</u>	<u>Inmates Working After Two Years (a)</u>		<u>Average Wages for Inmates Who Worked in 1986(b)</u>
		<u>No.</u>	<u>Percent</u>	
Successfully Completed Vocational Training While In Prison	223	78	35.%	\$5,310
Did not Successfully Complete (Received Incomplete Training)	90	27	30.%	\$5,947
Total	313	105	33.6%	\$5,497

(a) Had income reported during the fourth quarter of 1986.

(b) Had income reported during 1986.

Employment assessments by parole officers reported a higher level of employment than the auditors could verify. The auditors compared the information they obtained from the wage base file with the Department's assessment information for 126 individuals in the sample. Those individuals all had employment assessments that were completed between October 1986 and May 1987. The auditors expected to find some differences in the number of individuals who were shown to be working because of differences in how the data were compiled. Assessment data are collected every six months, only full-time employment is counted, and parolees' employment status is reported by the parolees and not verified. On the other hand, wage base information is recorded on a quarterly basis, both full-time and part-time employment are counted, and information is supplied by employers reporting wages. Wage base information is reported for individuals who are self-employed, or who are working in other states. Also, a few of the employment assessments were missing or incomplete.

The auditors found that employment assessments by the parole officers always reported a higher level of employment than did the information found in the wage base file. Parole assessments indicated 89 of the 126 former inmates, or 71 percent, were working, but only 62 of the 126, or 49 percent, had wages in the wage base file. The difference in reported employment is largest for the group with vocational training. Assessments completed by the parole officers showed 54, or 72 percent, of this group were working during the period examined, and they were only including full-time employment. The auditors were only able to verify that 35 individuals, or 47 percent of this group were working, although they included anyone who had earnings as employed.

Personal characteristics did not appear to affect former inmates' employment status two years later. The auditors analyzed the sample to determine if a statistical relationship existed between employment and personal

characteristics such as sex, ethnic origin, or marital status. The auditors found that employment status bore no relationship to the inmates' personal characteristics. In other words, no particular group of inmates was more likely to be employed two years later than any other.

The auditors also questioned whether training might be a significant factor in whether inmates returned to prison. From the entire group of 851 individuals provided by the Department of Corrections, the auditors knew the location of 723 individuals. There was no information about the location of the other 128. The auditors determined that 124 of the 723 people, or 17.2 percent of the total, had returned to prison since their release in fiscal year 1985. They found that 16.5 percent of the inmates who had participated in training were back in prison, compared with 18.1 percent of the inmates who did not receive any training. Thus, former inmates who participated in a training program while in prison -- whether they completed it or not -- were no less likely to return to prison since their release in fiscal year 1985 than former inmates who received no training.

Conclusion

Former inmates who participated in vocational training programs while in prison were no more likely to be employed two years later than inmates who did not receive any training, and their wages were no higher. Among the inmates who did participate in training, those who successfully completed their training were no more likely to be employed two years later than those who did not, and their wages were no higher. Inmates' personal characteristics did not appear to influence their likelihood of completing training, or of being employed two years later. And inmates who participated in training were no less likely to return to prison.

Although vocational training appears to have little effect on inmates' employment or earnings, the long-term effects assessed in this report are not the specified objectives of the Department's vocational training program. The auditors were not able to assess the program's effect on inmates' ability to obtain entry-level employment upon release, which is a specified objective of the program. In addition, there may be other valid reasons for providing vocational training to inmates. For example, training provides a meaningful and structured activity for inmates, and it may not be more costly than other such activities. In addition, the majority of the inmates who responded to the auditors' survey -- which is discussed in a section of this report that follows -- did indicate the program was helpful to them.

Kansas Industrial Training Program

The Kansas Industrial Training program was established to encourage the growth of new and existing industries in Kansas by providing customized training for those industries' employees. The program provides employers with desired training, coordination with other vocational and human resources programs, and applicant referral and screening. From fiscal years 1985 through 1987, 46 industries were served and approximately 6,865 individuals were trained.

Because the goals of the Kansas Industrial Training program are so different from those of the other three programs, the auditors evaluated it in a different way. To help determine the success of the Kansas Industrial Training program, the auditors surveyed all 14 companies that participated in the program in fiscal year 1985. The survey asked employers to provide information about and rate the employees who were trained under the program in such areas as the quality and quantity of their work, absenteeism, and job safety. A copy of the survey results is available from the Division's offices.

Of the 14 companies surveyed, 11 were still in business. Seven of those 11 companies responded to the survey. These seven companies responded that, of those employees trained during the program, 71 percent were still employed and have received an average salary increase of 22 percent.

In almost every case company officials considered these employees' performance to be at least comparable to other employees' performance, and 41 percent of the respondents rated these employees' performance as above average.

Generally, these companies responded that the services provided by the Kansas Industrial Training program were important to their growth. These companies reported they had increased in size by an average of 17 percent since participating in the program. The average size of a company has expanded from 133 to 156 employees.

All seven companies rated the assistance provided by the Kansas Industrial Training officials and local educational agencies as good to excellent. Quality and content of the training were rated as excellent by 54 percent of the respondents, good by 40 percent, and average by six percent.

All of the participating companies said they realized benefits and savings from the training program. Companies experienced reduced start-up costs, less scrap and waste, and increased productivity. In fact, one company reported that it had saved \$21,000 monthly by reducing assembly errors after participating in the Kansas Industrial Training program. All of the companies said they would recommend the program to other new or expanding businesses.

Are There Better Ways to Determine What Types of Training Should be Provided?

The preceding sections of this report showed that clients who completed job training programs were doing better in some ways, several years later, than clients who did not successfully complete the programs. To determine whether the occupations these individuals were being trained in or the ways that training was provided influenced those results, the auditors reviewed the types and methods of training being provided through Kansas job training programs.

For the Job Training Partnership Act program and the Department of Corrections' vocational training programs, they also computed the percent of trainees in each occupational category who successfully completed the programs, and who were working two years later. Because it was not possible to conclusively determine whether clients were working two years later in the occupations they

were trained for, the auditors determined what types of industries they were employed in, and whether their area of training might be related to that industry.

The auditors also interviewed staff of the Kansas Occupational Information Coordinating Committee and reviewed the Committee's publication, "Job Openings and Training in Kansas." For each program, they reviewed the procedures used to determine what training areas are offered. Finally, they reviewed available literature and interviewed officials from other states in an effort to identify other systems for selecting training areas.

The auditors found that the majority of the Work Incentive program clients were initially placed in clerical, sales, and service occupations, but those clients were less likely than average to be working two years later. Three-fourths of the successful Job Training Partnership Act clients were placed in jobs related to their training, but they were no more likely to be working two years later than other clients. And individuals who received training through the Department of Corrections generally were not employed in areas related to their training. Finally, although the type of training provided to job training clients appeared to influence both placement rates and earnings, it made no difference to their employment status two years later.

The auditors also found that the State's primary source of information about job openings and training is the Kansas Occupational Information Coordinating Committee. Three of the four vocational training programs discussed in this report use the information compiled and published by that Committee. The auditors identified several steps that could be taken to improve the accuracy of the Committee's occupational information. They also found steps should be taken to improve the State's ability to evaluate the effectiveness of these training efforts. These and other findings are discussed in the sections that follow.

Most Work Incentive Training Program Clients Were Initially Employed In Clerical, Sales, and Service Occupations, But Those Individuals Were Less Likely Than Average To Be Employed In Any Type of Job Two Years Later

For the Work Incentive Training program, the auditors were unable to compare the occupations clients were trained in to those they were placed in because relatively few clients in this program receive job-specific vocational training. For those who do, training occupations were not coded. As a result, the auditors had to review the employment rates for clients placed in different types of occupations.

As the table at the top of the next page shows, 99 of the 152 clients' initial placements were in clerical/sales and service occupations (65.1 percent). Only 39 of those 99 individuals, or 39.4 percent, were working during the fourth quarter of calendar year 1986. In contrast, 58.5 percent of the clients placed in other occupations were employed two years later. This may mean that it is easier to place clients in those occupations with minimal services, but without adequate training those clients may be less able to maintain their employment.

<u>Area of Employment</u>	<u>Number of WIN Clients Placed In Area</u>	<u>Number Working After Two Years</u>	<u>Percent Working After Two Years</u>
Clerical, Sales and Service occupations	99	39	39.4%
All other occupations	53	31	58.5%
Total	152	70	46.0%

Three-Fourths of the Successful Job Training Partnership Act Clients Were Placed in Jobs Related To Their Training

Training areas were coded for 424 of the 451 Job Training Partnership Act clients who successfully completed the program. For those individuals, the auditors were able to compare the occupations they were trained in with the occupations they were placed in. The following table shows the number of clients trained in each field who completed the program and the number and percent of those trained who were initially placed in jobs related to their training. It also shows the number and percent of the successful clients who were working in any field two years later, and the number and percent of the clients who were trained and placed in the same area who are still working.

<u>Occupation</u>	<u>Number of JTPA Clients That Trained & Completed In Each Occupation</u>	<u>JTPA Clients Initially Placed In Their Training Area</u>		<u>Number Trained & Placed In Area Trained And Working In Any Field 2 Years Later</u>		<u>Number Trained But Not Placed In Area Trained And Working In Any Field 2 Years Later</u>	
		<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Professional, Technical & Managerial	53	31	58.5%	18	58.1%	12	54.4%
Clerical/ Sales	68	52	76.5	34	65.4	6	37.5
Service	78	71	91.0	34	47.9	5	71.4
Agriculture, Fishery, Forestry	3	2	66.7	1	50.0	0	0.0
Processing	10	7	70.0	4	57.1	1	33.3
Machine Trades	58	40	69.0	24	60.0	12	66.7
Benchwork	38	26	68.4	13	50.0	4	33.3
Structural	73	57	78.1	27	47.4	6	37.5
Miscellaneous	<u>43</u>	<u>28</u>	<u>65.1</u>	<u>10</u>	<u>35.7</u>	<u>11</u>	<u>73.3</u>
Total	424	314	74.1%	165	52.5%	57	51.8%

As the table on the preceding page shows, most of the clients who successfully completed the program were trained in services, structural (construction trades) clerical and sales, machine trades (machine operators and mechanics) and professional, technical, or managerial occupations.

The table also shows that 314 of the 424 clients were initially placed in jobs that related to their training. This figure represents over half of all clients who were trained and nearly three-quarters of those who successfully completed the program. This would seem to indicate that jobs are available in the areas in which clients are being trained. However, as the last two columns of the table show, being trained and placed in the same area did not make it more likely that clients would be employed two years later. As the table shows, approximately 52 percent of both the clients who were placed in the fields they trained for and the clients who were not placed in the field they trained for were working 2 years later. The exceptions were for clients trained and placed in the following occupations: clerical and sales, structural, professional, agriculture, fishery and forestry, technical, and managerial occupations, and processing.

Almost half the trainees may have been working in a training-related occupation during the last quarter of 1986. The auditors had hoped to be able to conclusively determine how many of the clients the Job Training Partnership Act placed were working at the end of 1986 in an occupation related to the training they had received. They were not able to do so, because the occupational coding system used to keep track of the job training program's training and placements is different from the occupational coding system that is used in the supply and demand comparisons, and still different from the coding structure used to classify industries. Industries generally employ individuals who are trained in a number of different occupations.

To obtain a general idea of whether clients' current work might be related to the training they received, the auditors identified the occupations indicated by the codes in their data and used a table provided by the Kansas Occupational Information Coordinating Council to determine what types of industries employed people in those occupations. They then determined whether the Standard Industrial Code of the client's employer was included in that group. Although there was no way to determine what these clients' current jobs actually were, it was possible to determine in this manner that the client could be working in an occupation related to his or her training.

The auditors analyzed the occupations of the 230 people in their sample who were working in the fourth quarter of 1986 and had training codes in this manner. This analysis showed that 110 of these 230 individuals, or 47.8 percent, could be working in the area for which they were trained.

The Majority of Employed Clients from Both Programs Were Working In Services, Manufacturing, and Wholesale And Retail Trade at the End of 1986

To determine what types of industries Work Incentive and Job Training program trainees and comparison group members were working in during the last quarter of 1986, the auditors categorized the employers for each group by standard industrial code. They obtained similar information for the Kansas workforce as a whole. The table on the next page summarizes this information.

<u>Industrial Area</u>	<u>Percent of Statewide Workforce In Each Area (FY 1986)</u>	<u>JTPA Clients Currently Working</u>	<u>WIN Clients Currently Working</u>
Wholesale & Retail Trade	25.1%	22.6%	24.2%
Government	19.7	6.4	7.0
Services	19.3	32.9	40.0
Manufacturing	17.8	25.4	19.0
Transportation & Utilities	6.6	2.5	3.9
Mining & Construction	6.0	6.9	2.4
Finance, Insurance & Real Estate	<u>5.5</u>	<u>3.3</u>	<u>3.5</u>
Total	100.0%	100.0%	100.0%

As the table shows, when compared with the workforce as a whole, Job Training clients are more likely to be working in the manufacturing and service areas. They were slightly less likely to be working in transportation/utilities, and trade, and much less likely to be working in the public sector. Work Incentive clients are about as likely as the workforce as a whole to be working in manufacturing and trade, but far more likely to be working in services. This difference may reflect the increased availability of on-the-job training in the Job Training program, which is frequently used to train clients in manufacturing occupations. Work Incentive clients are also less likely to be working in mining/construction, transportation/utilities, and in the public sector.

The higher representation of clients from both programs in service industries is probably related to the growth and number of jobs in those areas, and their lower wage and skill levels. The slightly lower levels of employment shown for job training program clients in mining/construction, transportation/utilities, and finance/real estate occupations may reflect both the smaller size of these industries, and their specialized nature. Most training provided by the job training programs is six months or less in duration. The lower representation of program clients in government employment probably reflects current policy, which places an emphasis on private sector employment.

**Parolees Who Received Vocational Training
In a Correctional Institution
Did Not Generally Work in a Related Field**

For individuals who received vocational training in a correctional institution, the auditors were able to determine what type of training they had, but there was no information available about the types of jobs those individuals were initially placed

in. To determine whether the 223 parolees in their sample who completed vocational training were employed in a training-related field two years later, the auditors reviewed the wage base file for the type of business in which each person was employed. They then determined whether the two might be related, using the same method described earlier for the Job Training Partnership Act program.

The table also shows that 78 individuals, or 35 percent of the successful trainees, were employed in any field after two years. Construction, food service, and horticulture trainees were more likely than average to be employed in any field, but some other training areas were also well represented among the employed. For example, at least half of the individuals trained in sales, reprographics, and word processing were employed in any field two years later.

**Parolees Who Completed Vocational Training and Were Working
After Two Years in Any Field and Related Fields (a)**

<u>Training Completed</u>	<u>Number Completing</u>	<u>Employed In Any Field After Two Years</u>		<u>Employed In a Related Field After Two Years</u>	
		<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Construction	32	14	43.8%	10	31.3%
Building Maintenance	25	4	16.0	2	8.0
Auto Mechanics	24	7	29.2	3	12.5
Cleaning Technology	19	8	42.1	0	0.0
Welding	19	6	31.6	0	0.0
Machine Shop	14	5	35.7	0	0.0
Drafting	13	5	38.5	0	0.0
Reprographics	13	7	53.8	0	0.0
Food Service	12	5	41.7	4	33.3
Heat/Air Condition	11	2	18.2	0	0.0
Sales	11	7	63.6	1	9.1
Electronics	10	2	20.0	0	0.0
Horticulture	8	3	37.5	2	25.0
Word Processing	6	3	50.0	0	0.0
Barbering	3	0	0.0	0	0.0
Sheet Metal	2	0	0.0	0	0.0
Clerical	1	0	0.0	0	0.0
Total	223	78	35.0%	22	9.9%

(a) Working after two years is determined by wages paid in the fourth quarter of 1986 as shown in the wage base file maintained by the Department of Human Resources. Additional parolees may be self-employed or working in other states.

The auditors found that only 22 parolees, or 10 percent of the total, were employed in areas related to their training during the fourth quarter of 1986. The following table shows the 17 different types of vocational training, the number of individuals completing that training, and the number of individuals in training-related jobs. As the table shows, construction was the most frequently chosen area of both training and employment.

Nationwide Concerns About Current Work Programs for Aid to Dependent Children Clients

A recent General Accounting Office report, Work and Welfare: Current AFDC Work Programs and Implications for Federal Policy summarizes a study of work programs for AFDC recipients in 38 states (including Work Incentive Training Program Demonstrations, Community Work Experience programs, Employment Search programs, and Work Supplementation programs.) The report's main findings are summarized below.

Programs are serving a minority of the AFDC caseload and are usually concentrating on the people who need the least assistance in entering the workforce. The report indicates those programs are providing mainly low-cost services such as job search assistance that are helpful for those participants who are job-ready, but do not solve the employability problems of those with little education or work experience. The large number of programs authorized by Title IV of the Social Security Act results in division of responsibility and duplication of effort between state agencies, complex and conflicting regulations, and unintentional incentives created by disparate funding levels. States appear to be spreading their resources thinly to serve as many people as possible rather than providing more intensive -- and expensive -- services to fewer people. These programs are also unable to provide as much child care, transportation, or other support services as clients need.

Few services are being provided to young unmarried women with children under six. The GAO study notes that the people being left out of the work programs include many who might have the greatest need for the services and could yield the greatest savings to the welfare system. For example, only a minority of programs required women with children younger than six years old to register or participate. Although there is some question whether this group of individuals should be required to participate in programs, especially given the scarcity of adequate child care in some areas, research shows that young, unmarried women who enter Aid to Dependent Children rolls when their children are younger than three years old are the group at greatest risk of spending at least 10 years on public assistance.

Welfare recipients who need education, training, or support services also appear to be underserved. Another group the GAO study indicates may be underserved by the currently available work programs are welfare recipients who need education, training, or support services before they are considered to be ready for jobs. Like women with young children, people with low levels of education and work experience are at risk of becoming long-term AFDC recipients, yet research shows that they benefit most from employment and training programs. Thus, serving them could produce the greatest benefits in the long run.

In recent testimony before Congress on the basis of those findings, GAO officials suggested Congress consider legislation that:

- encourages states to target AFDC work programs to those recipients who are most at risk for long welfare stays
- encourages states to provide more intensive services, such as remedial education, high school completion, and vocational training
- encourages the provision of support services during and after participation in a work program
- provides for performance standards that reflect gains in employability and the potential for jobs found to lead to self-sufficiency
- consolidates the current multiplicity of AFDC work programs into one comprehensive program
- requires the collection of standardized information about program participants, activities, and outcomes

The Type of Training Provided Appears to Influence Both Placement Rates and Earnings, But Does Not Affect the Number of Clients Working After Two Years

To determine whether the type of services clients received had any relationship to whether they were placed in jobs and were working after two years, the auditors performed a statistical analysis of the number of clients who received different types of training who were successfully placed in jobs and were working after two years. This information was available only for the Job Training Partnership Act program. That analysis showed that the type of training provided had a significant effect on the percentage of clients placed.

<u>Type of Training</u>	<u>Number of Participants</u>	<u>Placed In Jobs</u>		<u>Working After 2 Years</u>	
		<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
On the Job Training	256	198	77.3%	108	54.6%
Classroom Job Training	224	123	54.9	61	49.6
Direct Placement	95	95	100.0	47	49.8
Other Classroom, Work Experience & Other	<u>80</u>	<u>35</u>	43.8	<u>18</u>	51.4
Total	655	451	68.9%	234	51.9%

As the table above shows, all the clients who received direct placement services (which does not include any actual training) were successfully placed in jobs, as were 77 percent of the clients who received on-the-job training. Under on-the-job training contracts, employers are paid a portion of the clients' wages for a period of time that varies, depending on the type of job. Employers frequently hire trainees who complete their training successfully, although they are not contractually obligated to do so.

The table shows that just over half the clients who participated in classroom training for specific occupations were successfully placed. And about 44 percent of the clients who participated in generic classroom training (which included remedial education and job seeking skills), work experience, and other types of training were successfully placed.

Although the percent of participants placed differed significantly between the several types of training, the percent working after two years was about the same. Thus, although the different types of services produced markedly different results relating to program success, they did not produce long-term differences in participants' employment status.

On-the-job training produced higher initial wages, but wages increased faster for clients who received classroom training. The auditors also examined wages for both 1985 and 1986 for those individuals who received specific types of services. The following table summarizes wages and

wage increases by type of training for the 234 clients who received specific services and were employed two years later.

<u>Type of Training</u>	<u>Number Placed and Working Two Years Later</u>	<u>Mean 1985 Wage</u>	<u>Mean 1986 Wage</u>	<u>Dollar Change</u>	<u>Percent Change</u>
On the Job Training	108	\$9,522	\$10,610	\$1,088	11.4%
Classroom Job Training	61	8,633	10,373	1,740	20.2
Direct Placement	47	7,896	9,077	1,181	15.0
Other Classroom, Work Experience & Other	<u>18</u>	<u>5,168</u>	<u>6,269</u>	<u>1,101</u>	<u>21.3</u>
Total	234	\$8,659	\$9,934	\$1,277	14.8%

As the table shows, wages were highest for those who received on-the-job training in both 1985 and 1986. However, wages increased the most for those receiving both types of classroom training.

Individuals Who Received Training and Services From the Job Training Partnership Act and the Department of Corrections Responded Positively About Their Training in the Auditors' Survey

To determine participants' opinions on the effectiveness of vocational training services, the auditors surveyed a sample of people who received training or services from the Job Training Partnership Act, Work Incentive Training program, and the Department of Corrections. The response rates of the surveys were low. The rates for the Job Training Partnership Act and Department of Corrections surveys were approximately 20 percent and the rate for the Work Incentive Training program was nine percent. Because of the low number of responses to the survey of this program, these results may not be characteristic of all clients. The responses to the survey were mixed.

A majority of the Work Incentive Training program respondents were not satisfied with the services they received. In addition, most of the respondents that answered did not think that the services they received helped them get or keep a job. Forty-six percent said that they would not recommend the training or services to others.

A large majority of the Job Training Partnership Act respondents reported that the training and services were helpful to them in both getting and keeping a job. Approximately 80 percent of them were also satisfied with the classroom, on-the-job, and work experience training. Fewer were satisfied with the counseling and job placement services (66 percent and 52 percent respectively). Seventy percent of the respondents said that they would recommend the training to others.

Ninety percent of the Department of Corrections respondents reported being satisfied with the training and services they received and most thought the training was helpful to them in keeping a job. However, nearly 70 percent did not think the training was helpful in getting a job after they got out of prison. Sixty-four percent of the respondents said they would recommend the training to others.

Conclusion

In the Work Incentive program, the majority of clients were initially placed in clerical, sales, and service occupations, but those clients were less likely than average to be working two years later. In the Job Training Partnership Act program, three-fourths of the successful clients were placed in jobs related to their training, but they were no more likely to be working two years later than other clients. Individuals who received training through the Department of Corrections generally were not employed in areas related to their training. Although the type of training provided to job training clients appeared to influence both placement rates and earnings, it made no difference to their employment status two years later. Survey respondents responded positively about the services they received from the Job Training Partnership Act's and the Department of Correction's training programs.

The State's Primary Source of Information About Occupational Supply and Demand Is the Kansas Occupational Information Coordinating Committee

The Kansas Occupational Information Coordinating Committee was required to be established by the 1976 Vocational Education Act. This federal act required the creation of similar organizations in each state as well as a National Occupational Information Coordinating Committee. Under those requirements, the National council provides guidelines and coordination policies, and each state develops its own occupational information system within those guidelines and policies.

The Kansas Occupational Information Coordinating Committee does basic research every three years to determine the occupational demand in the State, and obtains information about the vocational training that is provided in Kansas annually. This information is published each year under the title "Job Openings and Training in Kansas." This publication is used as a reference document by career and employment counselors Statewide, and is also used to support a career information system, "Kansas Careers," located at Kansas State University. It is also used by three of the four vocational training programs discussed in this report.

Three Vocational Training Programs Use This Committee's Information in Determining What Training to Provide to Their Clients

The Work Incentive Training program, the Job Training Partnership Act program, and the Department of Corrections all use information provided by the

Kansas Occupational Information Coordinating Committee to select training areas, but each program is also subject to other considerations or constraints that influence those choices.

By regulation, the Work Incentive Training program must consider a number of factors in selecting training for clients. A list of criteria for appropriate work and training is included in the Work Incentive program regulations (45 C.F.R. §224.34). Those criteria require program workers to consider such factors as the availability of supportive services like day care, commuting distance to the job, and wage and working hours associated with the job in determining whether a specific type of employment is appropriate for an individual client. When training is to be provided, the quality of that training must meet local employers' requirements and the training must be likely to lead to employment that will meet the appropriate work criteria.

According to program officials, it has been their practice to use the report "Job Openings and Training in Kansas," published annually by the Kansas Occupational Information Coordinating Committee as one consideration in determining whether training programs are appropriate. To conserve the Work Incentive Training program's limited funds, most training is funded through other resources, such as Pell grants.

The Job Training Partnership Act program is required by statute to consider labor market information. The Job Training Partnership Act requires the Governor to designate either the State Occupational Information Coordinating Committee or some other organizational unit to be responsible for oversight and management of a Statewide comprehensive labor market and occupational supply and demand information system.

In Kansas, the Governor has designated the Kansas Occupational Information Coordinating Committee as that agency. Service delivery areas are required to take the Committee's supply and demand information into account in planning their training programs. The program also concentrates on providing training that is short-term, and that results in private sector employment.

The Department of Corrections must consider a variety of factors in selecting its vocational training programs. Department officials told the auditors that they consider several factors in determining what types of training to provide. Those factors include the abilities and interests of the inmates, the limitations of a prison setting, and the job market. They obtain job market information from both the Kansas Occupational Information Coordinating Committee and the Department of Labor.

Because the Kansas Industrial Training program is an economic incentive for industrial expansion or relocation, its training areas are determined by the industries it serves. Companies requesting services are asked to prepare a training plan indicating how many employees they plan to add or hire, and what type of training those employees will need. Program staff evaluate the training plans submitted by the firms and negotiate with them to determine the type, duration, and cost of services to be provided. In evaluating training plans, staff place a priority on employment in industry, not the service sector.

The Information Available to Help Determine What Occupations to Provide Training For Can Be Improved

This audit showed that 75 percent of the clients who received training and successfully completed the Job Training Partnership Act program were initially employed in jobs that were related to their training. Thus, that program is evidently providing most of its training in areas where jobs are available. On the other hand, one in four individuals were evidently placed in an area that did not relate to their training. The auditors were not able to determine whether this occurred because of the clients' choice, or because jobs were not available in the training area. Comparable information is not available for all programs.

When clients are not placed in their training areas because jobs are not available, that situation may result in frustrated clients and a waste of training resources. Yet, programs' ability to train clients in areas where jobs are available depends on accurate and timely information about their availability, as well as the availability of training resources.

Concerns that are sometimes expressed by individuals who use the occupational supply and demand information produced by the Kansas Occupational Information Coordinating Committee are that Statewide demand information does not reflect variations in the types of industries and employment patterns that are present in different regions of the State, and that some segments of the workforce are not fully represented because they have a significant number of people who are self-employed. About one in 10 Kansas workers is self-employed. In addition, no studies have been done (except at the national level) to determine how valid the system of projecting job demand that the Kansas Committee uses is, so it is hard to tell if employer needs are being met.

In their interviews and reviews of other information, the auditors were unable to identify any other systems of projecting occupational supply and demand that would be likely to provide better results over the long term. For instance, one method of determining employer demand that is sometimes advocated is surveying employers. However, according to Kansas Occupational Information Coordinating Committee staff, this method has been tested both nationwide and at the State level, and was shown to result in estimates of demand that were too high. Committee staff indicated this may occur because employers tend to be overly optimistic and they want to have a large work force to select from.

The auditors did identify several steps that could be taken to improve the occupational information provided by the Kansas Committee. These are as follows:

- **Comparing actual employment trends to projections.** Employers are now surveyed each three years to determine their staffing, but those actual numbers are not compared to the staffing pattern that was projected on the basis of the last survey cycle. Taking this additional step would enable the Committee to determine how valid or accurate its projections are, and to improve the accuracy of those projections over time.
- **Making projections of employment trends at local levels, not just Statewide.** This would improve training programs' ability to prepare clients for the types of jobs that are available in their area. Committee staff

indicated they plan to start providing this information to Job Training Partnership Act service delivery areas in the near future.

- **Improving the system for obtaining placement data for individuals who complete vocational training programs.** H.B. 2075, which was considered during the 1987 legislative session, would have established a program that produced an annual report of employment placement rates and average salaries earned by persons completing most of the vocational education programs in the State during the prior year. With the exception of the Kansas Industrial Training program, the vocational training programs discussed in this report all collect Social Security numbers. These numbers could be included in such a system fairly easily if one were established, although it would be advantageous to coordinate and possibly enhance the coding those programs use to identify the types of vocational training and placements they provide. Making such a system available to those programs could greatly improve the accuracy of their projections of employee earnings as well.

Steps should be taken to improve the job training programs' information about their program results. Each program discussed in this report has a different system for obtaining follow-up data about client employment and wages, and for using that information to evaluate program effectiveness.

During the course of this audit, the auditors found that extensive information is collected for the Work Incentive and Job Training programs. However, that information was not always complete, accurate, or easy to use, as discussed below:

- **Information about the Work Incentive Training program is not centralized or complete.** The Department of Social and Rehabilitation Services and the Department of Human Resources both maintain records for Work Incentive Training program clients. For the purposes of this report, the auditors relied on the Department of Human Resources' records because they were computerized. They found that the Work Incentive program shares a common data base with Job Service clients. While doing so probably reduces the cost of maintaining program records, that data base does not identify the training code for program clients, and contains only limited information about the services they receive. In addition, that file does not include information about the supportive services, such as child care, that are provided by the Department of Social and Rehabilitation Services.

Addressing these concerns would improve the information available about clients who complete the Work Incentive Training program. However, given the current limited funds of this program and the uncertainty of its future, it would not be cost-effective to make changes in its information systems at this time.

- **The impact study used by the Job Training Partnership Act program to evaluate its program effectiveness has produced inaccurate results.** During the course of this audit, the Job Training Partnership Act program was in the process of converting its management information system from a mainframe computer to a microcomputer system. In addition, the program was instituting a new follow-up reporting system

that the Department of Labor is requiring for all such programs nationwide. The auditors did not review either of these systems as a part of this audit.

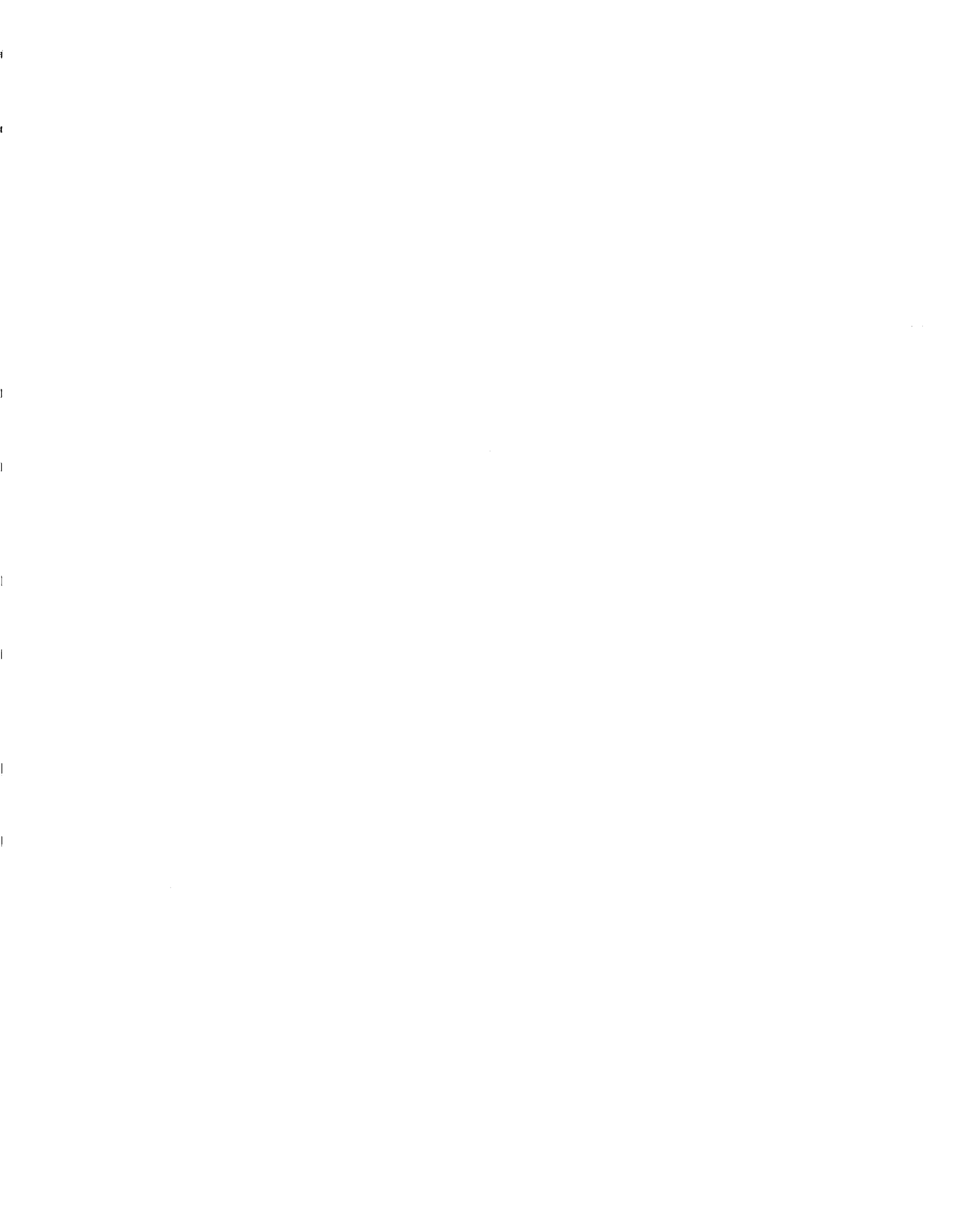
Much of the computerized data collection for this audit was based on methods that were developed to assess the effectiveness of the Comprehensive Employment Training Act program several years ago. This "impact study" was used as supplemental information, not as the program's basic evaluation tool, and written documentation of the report's methodology could not be located. During the course of the audit, Department of Human Resources data processing staff and the auditors discovered a number of errors in the assumptions and methodology of that report that make its results inaccurate.

- **The Kansas Industrial Training program has not instituted a formal evaluation system to measure the effectiveness of the training it provides.** Because the Kansas Industrial Training program has different goals than the other three programs reviewed in this report, it should be evaluated differently. During their conversations with the auditors, Vocational Education staff indicated they were interested in using a survey methodology to evaluate the program. They provided the auditors with a draft interview form which was used as the basis for the mail survey used for this report. Based on the survey results, that survey instrument seems to provide appropriate information about the program's effectiveness. Face-to-face interviews would probably provide a worthwhile improvement in evaluation results because the auditors had some difficulty getting employers to return their completed survey forms.

Recommendation

The following steps should be taken by agencies operating job training programs to improve the quality of information they gather to evaluate program results:

- a. If the Work Incentive Training program's funding becomes more secure in the future, or new programs are added to work with public assistance clients, program information should be centralized in one agency and additional client information such as training codes and a complete listing of services received including support services should be maintained.
- b. If the Department of Human Resources uses the Job Training Partnership Act's impact study to evaluate the program in the future, that study should be thoroughly and carefully reviewed by program staff and data processing staff, and corrected to produce accurate results.
- c. The Department of Commerce should institute a formal evaluation system to measure the effectiveness of the Kansas Industrial Training Program.



APPENDIX A

Cost Per Participant In Kansas Job Training Programs

Title IIA Job Training Partnership Act:

FY 1986 expenditures	\$13,036,110
FY 1986 participants	9,486
Cost per participant	\$1,374
Cost per adult completion	\$2,212

Overall Job Training Partnership Act:

Expenditures	\$18,432,326
Participants	14,371
Cost per participant	\$1,283

Work Incentive Program:

FY 1986 expenditures	\$1,918,914
FY 1986 participants	8,200
FY 1986 placements	1,711
Cost per participant	\$234
Cost per placement	\$1,122

Kansas Industrial Training Program

FY 1986 expenditures	\$517,913
FY 1986 participants	711
FY 1986 completed training	675
Cost per participant	\$728
Cost per completed training	\$767

(Two projects received an additional \$226,000 for short-term adult training from Vocational Education Carl Perkins Funds)

Department of Corrections

FY 1986 expenditures	\$1,530,814
FY 1986 participants	827
FY 1986 completions	430
Cost per participant	\$1,851
Cost per completion	\$3,560



APPENDIX B

Work Incentive Training Program

Placement of Successfully Completed Clients by Occupation and The Number Employed After Two Years (a)

<u>Type of Occupation</u>	<u>Working In Occupation At End of Services</u>		<u>Number Working In Any Job After 2 Years</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Professional, Technical And Managerial	5	3.3%	3	60.0%
Clerical & Sales	46	30.3	19	41.3
Service Occupations	53	34.9	20	37.7
Agriculture, Fishery, Forestry & Related Occupations	2	1.3	1	50.0
Processing Occupations	3	2.0	3	100.0
Machine Trades Occupations	7	4.6	4	57.1
Benchwork Occupations	9	5.9	6	66.7
Structural Work Occupations	6	3.9	3	50.0
Miscellaneous Occupations	<u>21</u>	<u>13.8</u>	<u>11</u>	53.0
Total	152	100.0%	70	46.1%

(a) Working after two years is determined by wages paid in the fourth quarter of 1986 as shown in the wage base file maintained by the Department of Human Resources. Additional clients may be self-employed or working in other states.



APPENDIX C

Work Incentive Training Program

Descriptive Characteristics of the Clients Served, Successfully Completed, and Working After Two Years (a)

<u>Characteristics</u>	<u>Total Clients Served</u>		<u>Clients Successfully Completed</u>		<u>Working After Two Years</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent(b)</u>
<u>Local Office</u>						
Kansas City	275	34.4%	50	18.2%	21	42.0%
Topeka	193	24.1	40	20.7	19	47.5
Wichita	<u>332</u>	<u>41.5</u>	<u>62</u>	18.7	<u>30</u>	48.4
Total	800	100.0%	152	19.0%	70	46.1%
<u>Handicapping Conditions</u>						
Handicapped	24	3.0%	3	12.0%	1	3.3%
Not Handicapped	<u>776</u>	<u>97.0</u>	<u>149</u>	19.2	<u>69</u>	46.3
Total	800	100.0%	152	19.0%	70	46.1%
<u>Ethnic Group</u>						
White	339	42.4%	70	20.6%	38	54.3%
Black	394	49.3	72	18.3	30	41.7
Hispanic	25	3.1	4	16.0	1	25.0
Other	<u>42</u>	<u>5.2</u>	<u>6</u>	14.6	<u>1</u>	16.7
Total	800	100.0%	152	19.0%	70	46.1%
<u>Dislocated Worker</u>						
Dislocated Worker	54	6.8%	10	18.5%	5	50.0%
Not a Dislocated Worker	<u>746</u>	<u>93.2</u>	<u>142</u>	19.0	<u>65</u>	45.8
Total	800	100.0%	152	19.0%	70	46.1%
<u>Previous Year Status</u>						
Served	508	63.5%	72	14.2%	35	48.6%
Not Served	<u>292</u>	<u>36.5</u>	<u>80</u>	27.4	<u>35</u>	43.8
Total	800	100.0%	152	19.0%	70	46.1%

(a) Working after two years is determined by wages paid in the fourth quarter of 1986 as shown in the wage base file maintained by the Department of Human Resources. Additional clients may be self-employed or working in other states.

(b) The percent working after two years is of those who successfully completed.



APPENDIX D

Job Training Partnership Act

Descriptive Characteristics of the Clients Served, Successfully Completed, and Working After Two Years (a)

<u>Characteristics</u>	<u>Total Clients Served</u>		<u>Clients Successfully Completed</u>		<u>Working After Two Years</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent(b)</u>
<u>SDA</u>						
1	69	10.5%	56	81.2%	30	53.6%
2	110	16.8	73	66.4	44	60.3
3	221	33.8	119	53.9	57	47.9
4	158	24.1	119	75.3	65	54.6
5	<u>97</u>	<u>14.8</u>	<u>84</u>	86.6	<u>38</u>	45.2
Overall	655	100.0%	451	68.9%	234	51.9%
<u>Sex</u>						
Male	360	55.0%	272	75.6%	138	50.7%
Female	<u>295</u>	<u>45.0</u>	<u>179</u>	60.7	<u>96</u>	53.6
Total	655	100.0%	451	68.9%	234	51.9%
<u>ADC Status</u>						
On ADC	127	19.4%	64	50.4%	39	60.9%
Not on ADC	<u>528</u>	<u>80.6</u>	<u>387</u>	73.3	<u>195</u>	50.4
Total	655	100.0%	451	68.9%	234	51.9%
<u>Economically Disadvantaged</u>						
Yes	630	96.2%	434	68.9%	227	52.3%
No	<u>25</u>	<u>3.8</u>	<u>17</u>	68.0	<u>7</u>	41.2%
Total	655	100.0%	451	68.9%	234	51.9%

(a) Working after two years is determined by wages paid in the fourth quarter of 1986 as shown in the wage base file maintained by the Department of Human Resources. Additional clients may be self-employed or working in other states.

(b) The percent working after two years is of those who successfully completed.

<u>Characteristics</u>	<u>Total Clients Served</u>		<u>Clients Successfully Completed</u>		<u>Working After Two Years</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
<u>Family Status</u>						
Single Parent With Children Under 6	91	13.9%	45	49.5%	29	64.4%
Single Parent With Children Over 6	76	11.6	51	67.1	27	52.9
Parent in 2-Parent Family	195	29.8	139	71.3	73	52.5
Other Family Member	57	8.7	34	59.7	19	55.9
Individual With No Dependents	<u>236</u>	<u>36.0</u>	<u>182</u>	77.1	<u>86</u>	47.3
Total	655	100.0%	451	68.9%	234	51.9%
<u>Ethnic Group</u>						
White	441	67.3%	336	76.2%	178	53.0%
Black	167	25.5	85	50.9	45	53.0
Hispanic	20	3.1	14	70.0	5	35.7
Other	<u>27</u>	<u>4.1</u>	<u>16</u>	59.3	<u>6</u>	37.5
Total	655	100.0%	451	68.9%	234	51.9%
<u>Veteran Status</u>						
Vietnam Era Veteran	42	6.4%	31	73.8%	17	54.8%
Disabled Veteran	2	.3	2	100.0	2	100.0
Other Veteran	69	10.5	48	69.6	19	39.6
Recent Veteran	13	2.0	11	84.6	7	63.6
Non-Veteran	<u>529</u>	<u>80.8</u>	<u>359</u>	67.9	<u>189</u>	52.7
Total	655	100.0%	451	68.9%	234	51.9%
<u>Handicapping Condition</u>						
Physically Handicapped	55	8.4%	37	67.3%	22	59.5%
Mentally Handicapped	8	1.2	4	50.0	3	75.0

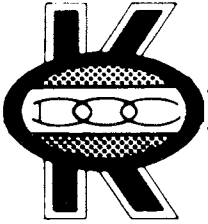
<u>Characteristics</u>	<u>Total Clients Served</u>		<u>Clients Successfully Completed</u>		<u>Working After Two Years</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Not Handicapped	<u>592</u>	<u>90.4</u>	<u>410</u>	69.3	<u>109</u>	51.0
Total	655	100.0%	451	68.9%	234	51.9%
<u>Offender Status</u>						
Offender	80	12.2%	58	72.5%	26	44.8%
Not an Offender	<u>575</u>	<u>87.8</u>	<u>393</u>	68.4	<u>208</u>	52.9
Total	655	100.0%	451	68.9%	234	51.9%
<u>Previous Work Status</u>						
Employed Full-Time	16	2.4%	15	93.8%	6	40.0%
Employed Part-Time	66	10.1	52	78.8	30	57.7
Unemployed	373	57.0	263	70.5	139	52.9
Not in Labor Force	<u>200</u>	<u>30.5</u>	<u>121</u>	60.5	<u>59</u>	48.8
Total	655	100.0%	451	68.9%	234	51.9%
<u>Average Age</u>	31.9		32.0		31.5	
<u>Highest Grade Completed</u>	12		12.1		11.9	



APPENDIX E

Agency Responses

On July 21, 1987, a copy of the draft audit report was sent to the Departments of Commerce, Corrections, Education, Human Resources, and Social and Rehabilitation Services, for review and comment. Their written responses are included in this appendix.



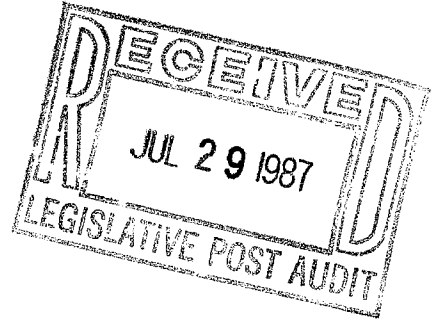
KANSAS DEPARTMENT OF CORRECTIONS

MIKE HAYDEN, GOVERNOR

RICHARD A. MILLS, SECRETARY

LONDON STATE OFFICE BUILDING — 900 SW JACKSON
TOPEKA, KANSAS — 66612-1284
913-296-3317

July 29, 1987



Mr. Meredith Williams
Legislative Post Auditor
Legislative Division of Post Audit
Mills Building
109 West 9th - Suite 301
Topeka, Kansas 66612-1285

Dear Mr. Williams:

I appreciate the opportunity to review and comment on the draft audit report, Job Training Programs In Kansas, Part II: Longer-Term Results For Program Participants.

As a general comment I would stress the importance of vocational training for inmates in Kansas. The majority of inmates upon admission to the correctional system are age 26 or under. Roughly half have less than a high school education and no vocational training. At the time of the offense for which they were committed the majority of inmates were unemployed and the longest period of employment averaged one year or less. Given these facts, common sense dictates that the lack of employment or inability to maintain a job must play a major role in the criminal behavior of many Kansas inmates. Additionally, providing vocational training to incarcerated men and women provides meaningful activities and hope to an inmate population serving on the average a minimum sentence of four years or less. Since the majority of those incarcerated will return to the community it seems worthwhile to try to return them with some job skill.

With respect to the specific recommendations contained in the audit report, I would offer the following observations.

RECOMMENDATION A

"If the work incentive training programs funding becomes more secure in the future, or new programs are added to work with public assistance clients, program information should be centralized in one agency and additional client information

Mr. Williams
Page 2
July 29, 1987

such as training codes and a complete listing of services received, including support services, should be maintained."

COMMENT

The Department of Corrections is in complete agreement with this recommendation. In our 1986 budget request JTPA funds sufficient to institute centralized data processing and a centralized placement system were requested and authorized by the 1986 Legislature. However, when the JTPA funds were apportioned, less funds were available than were anticipated. The Department of Corrections devoted those available funds to programs rather than central office staffing. In working with the Kansas Department of Human Resources, Department of Corrections officials have consistently maintained requests for JTPA funding levels adequate to do this type of record keeping.

RECOMMENDATION C

"The Department of Commerce should institute a formal evaluation system to measure the effectiveness of the Kansas Industrial Training program."

COMMENT


While this particular recommendation is not directed to the Kansas Department of Corrections' vocational training program, we believe that such a formal evaluation system would be equally important to measure the effectiveness of the KDOC vocational training program. A two-year follow-up evaluation system was in place during the late 1970's for those inmates who participated in vocational training at the Kansas State Industrial Reformatory at Hutchinson. Unfortunately, the funding for that evaluation system was discontinued and no similar formal evaluation system has been maintained in the 1980's.

We welcome the comments of the Legislative Division of Post Audit as constructive and useful. However, we would urge the Post Audit Committee to adopt no recommendations which would abolish vocational training for inmates based upon the results of this Post Audit. Instead, we would hope that that recommendations concerning more complete evaluation of the effectiveness of vocational training be adopted.

Mr. Williams
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July 29, 1987

If we may be of further assistance, please feel free to contact me or my staff.

Sincerely,

A handwritten signature in cursive script, appearing to read "Richard A. Mills". The signature is written in dark ink and is positioned above the typed name.

RICHARD A. MILLS
Secretary of Corrections

RAM:dja

cc Dr. Steven Davies, Ph.D.
Deputy Secretary, Institutional Services

STATE OF KANSAS



DEPARTMENT OF COMMERCE

400 S.W. 8th, 5th Floor
Topeka, Kansas 66603-3957
Phone (913) 296-3481
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Mike Hayden, Governor

Harland E. Priddle, Secretary

July 28, 1987

Mr. Meredith Williams
Legislative Post Auditor
109 West 9th, Suite 301
Mills Building
Topeka, KS 66612

Dear Mr. Williams:

Thank you for this opportunity to respond to the draft performance audit report, Job Training Programs in Kansas, Part II: Longer-Term Results For Program Participants. Our response will address the Kansas Industrial Training (KIT) program.

We are pleased by the results of the auditors' survey of companies participating in KIT in fiscal year 1985. We are particularly pleased that all of the companies responding to your survey realized benefits and savings from the program and would recommend the program to other new or expanding businesses.

We note with great satisfaction that all of the companies rated the assistance provided by KIT officials and local educational agencies as good to excellent. The survey also revealed that the quality and content of the training were voted good to excellent by 94 percent of those responding.

The specific concerns of the performance auditors was that the KIT program has not instituted a formal evaluation system to measure the effectiveness of the training it provides. The auditors recommended that the Department of Commerce institute a formal evaluation system to measure the program's effectiveness. We think this suggestion has merit and plan to act on it during this program year.

It should be explained that some project follow-up already takes place. First, monthly trainee attendance reports are required in order for the company to receive reimbursement. Second, all projects funded in conjunction with the Kansas Vocational Education Administration (Voc-Ed) require a close-out report which shows how many people started and completed training.

Mr. Meredith Williams
July 28, 1987
Page Two

The amount of staff time devoted to KIT has, in the past, limited longer term follow-up and evaluation. The Department of Commerce receives no administrative funds from the state to manage KIT. However, the establishment in fiscal year 1987 of the job training coordinator position, funded by federal Job Training Partnership Act dollars, should enable us to increase our follow-up and evaluation activities. Since the Department of Commerce has administered the KIT program in close coordination with Voc-Education, any plan to implement an evaluation system will best be accomplished jointly with Voc-Education.

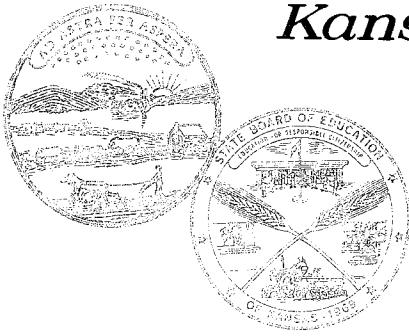
We wish to thank the Legislative Division of Post Audit for its continued evaluation of the KIT program. The survey results and recommendations included in the final report should assist us in our continuing efforts to improve this important economic development tool.

Sincerely,

A handwritten signature in cursive script that reads "Harland E. Priddle" with "by D. G. J." written below it.

Harland E. Priddle
Secretary

HEP:SJ:mf



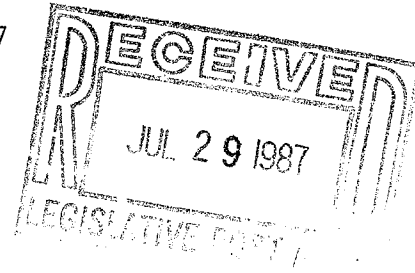
Kansas State Department of Education

Kansas State Education Building

120 East 10th Street Topeka, Kansas 66612-1103

July 29, 1987

Mr. Meredith Williams, Auditor
Legislative Division of Post Audit
Mills Building
109 West 9th, Suite 301
Topeka, Kansas 66612



Dear Mr. Williams:

We appreciate the opportunity provided by your office to have worked with members of the Post Audit staff throughout the audit process, and the opportunity to review a draft of the job training programs audit report. The Kansas State Department of Education is not specifically mentioned in the audit report. However, we do work closely with agencies that were mentioned to coordinate JTPA activities. The appropriate members of my staff have reviewed the report and will build into their JTPA related work activities the intent of the final recommendations as they relate to activities in which the Department of Education is involved. Dr. Fred Gainous, of my staff, will attend the August 3, meeting representing the Department.

Again, we appreciate the involvement and the opportunity to review the draft.

Sincerely,

A handwritten signature in cursive script that reads 'Lee Droegemueeller'.

Lee Droegemueeller
Commissioner of Education

KANSAS

DEPARTMENT OF HUMAN RESOURCES



EMPLOYMENT AND TRAINING ADMINISTRATION
401 S.W. Topeka Boulevard, Topeka, Kansas 66603-3182
(913) 296-3031

Mike Hayden, Governor

Dennis R. Taylor, Secretary

July 31, 1987

Meredith Williams
Legislative Post Auditor
Legislative Division of Post Audit
109 West 9th, Suite 301
Mills Building
Topeka, KS 66612-1285

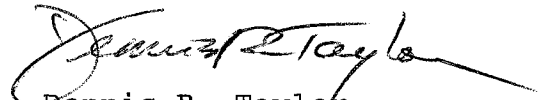
Dear Mr. Williams:

We are in receipt of the draft performance audit report, Job Training Programs In Kansas, Part II: Longer-Term Results for Program Participants.

Upon review of this draft audit report, we wish to commend your staff for their thorough discussion of job training programs in Kansas. Not only is this report of value to Kansas, but it is one of the first such comprehensive reports in the country.

We appreciate the opportunity to be of assistance to you and your staff. If we may be of assistance in the future, do not hesitate to contact us.

Sincerely,



Dennis R. Taylor
Secretary

DRT:ba

cc: Trudy Racine
Armand Corpolongo
Randy Williams
Linda Clanton



STATE OF KANSAS

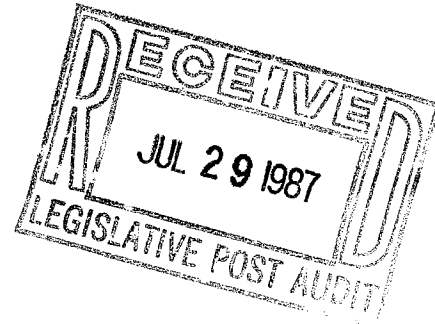
MIKE HAYDEN, GOVERNOR

STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

OFFICE OF THE SECRETARY

DOCKING STATE OFFICE BUILDING
TOPEKA, KANSAS 66612-1570
(913) 296-3271
KANS-A-N 561-3271

July 29, 1987



Mr. Meredith Williams
Legislative Post Auditor
Mills Building, Room 301
Topeka, KS 66612

Dear Mr. Williams:

We have reviewed the copy of the draft performance audit reports, Job Training Program In Kansas Part II: Longer-Term Results For Program Participants and are providing the following comments as you requested.

We are pleased to see that the percentage of WIN clients who successfully completed the program and were working after two years was significantly higher than for those who did not complete the program. This confirms that specialized employment/training and support services for Public Assistance recipients does have an impact on ability to become independent.

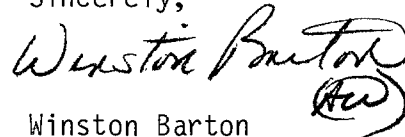
We also note that for JTPA clients who successfully completed, the increase in wages was significant compared to WIN in which clients who gained employment were apt to continue at similar wage levels. We believe this reflects a need for skill training opportunities for PA clients if we are to assure a liveable wage and further reduce potential recidivism on assistance. Also, client satisfaction with employment and training programs appeared to be higher for JTPA, which has funding to provide education and skill training.

We also note that with the cutback in WIN funding and limited services, a majority of clients are placed in clerical or service occupations which are less likely to result in continuation of work after two years. Again, this points to a need for funding of more extensive training services for PA clients.

We have noted the suggestions for improved reporting procedures and will review this in regard to the information being collected.

We appreciate this opportunity to comment.

Sincerely,

A handwritten signature in cursive script that reads "Winston Barton". To the right of the signature, there is a small circular stamp containing the initials "AW".

Winston Barton
Secretary

WB:JS:MB:ck

cc: Janet Schalansky
Marjorie Byington
Aileen Whitfill