

***STATE OF LOUISIANA
LEGISLATIVE AUDITOR***

**Coordination of Workforce Preparation
Programs in Louisiana**

June 1993



Performance Audit

***Daniel G. Kyle, Ph.D., CPA
Legislative Auditor***

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Daniel G. Kyle, Ph.D., CPA

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Coordination of Workforce Preparation Programs in Louisiana

June 1993



**Performance Audit
Office of Legislative Auditor
State of Louisiana**

**Daniel G. Kyle, Ph.D., CPA
Legislative Auditor**

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DANIEL G. KYLE, PH.D., CPA
LEGISLATIVE AUDITOR

OFFICE OF
LEGISLATIVE AUDITOR
STATE OF LOUISIANA
BATON ROUGE, LOUISIANA 70804-9397

1600 NORTH THIRD STREET
P.O. BOX 94397
TEL (504) 339-3800
FAX (504) 339-3870

June 18, 1993

Honorable Samuel B. Nunez, Jr.
President of the Senate
Honorable John A. Alario, Jr.
Speaker of the House of Representatives
and
Members of the Legislative Audit Advisory Council

Dear Legislators:

This is our performance audit of the Coordination of Workforce Preparation Programs in Louisiana. Workforce preparation programs include adult remedial and vocational education services provided by state vocational institutes, the Job Training Partnership Act (JTPA), and other state and federal programs. The audit was conducted under the provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended. All performance audits are conducted in accordance with generally accepted government auditing standards.

The report presents our findings, conclusions, and recommendations as well as responses from all agencies involved in the audit. We have also identified and reported several matters for legislative consideration.

Sincerely,

A handwritten signature in cursive script that reads "Daniel G. Kyle".

Daniel G. Kyle, Ph.D., CPA
Legislative Auditor

DGK/tl

(ADULTED)



Office of Legislative Auditor

Executive Summary

Performance Audit Coordination of Workforce Preparation Programs in Louisiana

Workforce preparation programs provide remedial and vocational education services to unskilled, unemployed, and displaced workers. Our performance audit of the coordination of workforce preparation programs found that:

- ♦ Louisiana spent \$221 million on these programs in fiscal year 1991-92. Two-thirds of the expenditures were funded by the federal government. The remaining expenditures (\$74 million) were funded by the state. *Eighty-two percent of the state funded expenditures were for operating and managing state technical institutes.*
- ♦ Louisiana's workforce preparation programs are *fragmented and not adequately coordinated*. Five state agencies administer these programs. Seven state boards, committees, and councils are responsible for coordinating the programs.
- ♦ While federal laws require that workforce preparation programs provide the same types of services to similar target populations, they also mandate that states coordinate program efforts to avoid duplication.
- ♦ Some programs are inadequately coordinated locally, with coordination varying between programs and among regions. This has resulted in service overlap and duplication.

Audit Objectives

The Legislative Audit Advisory Council directed the Legislative Auditor to conduct a performance audit of adult education, vocational education, and job training programs in Louisiana. The audit had the following objectives:

- ♦ Identify the types and determine the costs of workforce preparation programs administered by the state.
- ♦ Evaluate the adequacy of coordination among agencies providing workforce preparation services, including the identification of potential duplication and overlap of services.

Program Funding

We estimated that the total cost for workforce preparation programs in Louisiana was \$221.4 million in fiscal year 1991-92. The state's share was 33 percent of the total cost or \$73.6 million. The remaining 67 percent, or \$147.8 million, came from the federal government. More than 60 percent of the federal funds for workforce preparation programs were appropriated to the Louisiana Department of Labor for the Job Training Partnership Act. Of the state share, \$60.4 million (82%) was appropriated to the Department of Education for the operation and management of 44 technical institutes. (pages 14-16)

Responsibility for Administering Workforce Preparation Programs Is Divided

The state's responsibility for administering workforce preparation programs is divided among five state agencies. The Department of Education and the Department of Labor bear the largest share of the responsibility. The other state agencies responsible for administering these programs are the Department of Economic Development, the Department of Social Services, and the Offices of Elderly Affairs and Women's Services within the Office of the Governor. (pages 9-14)

The administration and service delivery of Louisiana's workforce preparation programs are not integrated even though these programs provide similar and related services to similar target populations, including unskilled, unemployed, and displaced workers. Services for these programs are currently provided under three categories: adult education, vocational education, and job training.

**State
Coordination
of Workforce
Preparation
Programs Is
Fragmented**

The responsibility for coordinating workforce preparation programs is fragmented. Seven state boards, committees, and councils share responsibility for coordinating these programs: the Board of Elementary and Secondary Education (BESE); the Governor's Employment and Training Coordinating Council; the Interagency Coordinating Council for Adult Literacy, Retraining, and Continuing Education; the Louisiana Employment Security Advisory Council; the Louisiana Occupational Information Coordinating Committee; the Louisiana Welfare Reform Coordinating Committee; and the State Council on Vocational Education. These organizations function primarily at the state level. (pages 17-22)

The legislature may wish to amend state statutes to clearly define the coordination responsibilities of the following three bodies: the Board of Elementary and Secondary Education (BESE); the Louisiana Employment Security Advisory Council; and the Interagency Coordinating Council for Adult Literacy, Retraining, and Continuing Education.

**Local Programs
Lacked
Adequate
Coordination**

At the local level where workforce preparation programs deliver services, we reviewed such services in 4 service delivery areas which included 11 parishes. We found lack of adequate coordination among some programs. The extent of coordination varied between programs and among regions we reviewed. We found overlap and duplication of services in some areas. For example, nearly all workforce preparation programs offered assessment, counseling, and remedial adult education services. The majority of programs offered job attainment or readiness services. (pages 23-25)

**Federal Laws
Cause Overlap
of Program
Administration**

State administration of workforce preparation programs is primarily governed by a number of federal acts which require states to provide similar types of workforce preparation services to similar target populations. These federal acts include the following: the Adult Education Act; the National Literacy Act; the Carl D. Perkins Vocational and Applied Technology Education Act; the Job Training Partnership Act (JTPA); and the Family Support Act. Although this results in an overlap of

program administration and service delivery, federal laws mandate that states coordinate their efforts to avoid duplication. (pages 7-9)

Recommendations (pages 26-27)

- ◆ The Department of Education, the Department of Labor, and the Department of Social Services should integrate their client assessment services. This would include making the client assessment process uniform statewide and eliminating multiple testing.
- ◆ The Department of Education, the Department of Labor, and the Department of Social Services should streamline remedial education services for adults.
- ◆ The Department of Education, the Department of Labor, the Department of Social Services, and the Governor's Office of Women's Services should consolidate job attainment and job readiness services.
- ◆ The state Board of Elementary and Secondary Education (BESE) should improve its oversight of the State Council on Vocational Education. The board should use its authority to make the state council become more involved in coordination issues.

Matters for Legislative Consideration (pages 27-28)

- ◆ **The legislature may want to centralize the authority for coordinating workforce preparation programs statewide.**
- ◆ **The legislature may want to require that the Board of Elementary and Secondary Education (BESE) coordinate with workforce preparation programs outside the Department of Education. State law, LSA-R.S. 17:6(A), authorizes the board to supervise and control the operation of state technical institutes. However, state law does not place any responsibility on the board to coordinate**

with programs outside the Department of Education.

- ♦ **The legislature may want to amend state law, LSA-R.S. 23:1659, which requires the Louisiana Employment Security Advisory Council to take all appropriate steps to reduce and prevent unemployment and to encourage and assist in the adoption of practical methods of vocational training, retraining, and vocational guidance. The state law could be modified to require that the council coordinate with state workforce preparation programs.**
- ♦ **The legislature may want to define coordination responsibilities for the Interagency Coordinating Council for Adult Literacy, Retraining, and Continuing Education. The literacy council is required under the National Literacy Act to serve in an advisory role to state officials for literacy and adult education issues with respect to the labor market, economic development, and individual needs of the state. However, the act does not specifically require the literacy council to coordinate with other workforce preparation programs in the state.**

Agency Responses

All agency responses are included in Appendix F of this report. We had a total of 13 responses from state agencies, offices, boards, committees, and councils. We were unable to insert agency responses in the body of the report because of the large number of the agencies involved and the general nature of many of the responses.

Chapter One: Introduction

Audit Initiation and Objectives

The Legislative Audit Advisory Council directed us to conduct a performance audit of adult education, vocational education, and job training programs in Louisiana. The council specifically raised its concerns about potential duplication and overlap of services offered by these programs.

A study of this type involves a broad spectrum of issues, such as multiple state and federal programs, multiple state agencies, numerous planning and coordinating agents, and joint program administration at the state and local levels. To manage the study and issue a timely report, we focused our study on the workforce preparation aspect of these programs. The audit had the following two objectives:

- ◆ Identify the types and determine the costs of workforce preparation programs administered by the state.
- ◆ Evaluate the adequacy of coordination among agencies providing workforce preparation services, including the identification of potential duplication and overlap of services.

Report Conclusions

The administration and service delivery of Louisiana's workforce preparation programs are not integrated even though these programs provide similar and related services to similar target populations, such as unskilled, unemployed, and displaced workers. Services for these programs are currently provided under three categories: adult education, vocational education, and job training.

The state's responsibility for administering workforce preparation programs is divided among five state agencies. The Department of Education and the Department of Labor bear the largest share of the responsibility. The other state agencies which are also responsible for administering these types of programs are the Department of Economic Development, the Department of Social Services, and the

Offices of Elderly Affairs and Women's Services within the Office of the Governor.

State administration of workforce preparation programs is primarily governed by a number of federal laws which require states to provide similar types of workforce preparation services to similar target populations. This results in overlap of program administration and service delivery. However, federal laws do mandate that states coordinate their efforts to avoid duplication. The responsibility for coordinating workforce preparation programs in Louisiana is shared by seven state organizations which function primarily at the state level.

At the local level where workforce preparation programs deliver services, we reviewed such services in 4 service delivery areas which included 11 parishes. We found lack of adequate coordination among some programs. The extent of coordination varied between programs and among regions we reviewed. We found overlap and duplication of services in some areas. For example, nearly all workforce preparation programs offered assessment, counseling, and remedial adult education services.

We estimated that the total cost for workforce preparation programs was \$221.4 million in fiscal year 1991-92. The state's share was 33 percent of the total cost or \$73.6 million. The remaining 67 percent, or \$147.8 million, came from the federal government.

Background

The 1990 census data show that in Louisiana:

- ◆ 31.8 percent of persons aged 25 or over had less than a high school education;
- ◆ 23.6 percent of the state's population lived below the poverty level; and
- ◆ 9.6 percent of the state's civilian labor force was unemployed during the 1990 census.

The above statistics reinforce the need for evaluating the state's current system of workforce preparation programs. The lack of proper coordination among workforce preparation programs can result in fragmentation of responsibilities, duplication of services, and failure to provide clients with

necessary education and training that is responsive to business and industry needs. During the past several years, there has been much interest in evaluating workforce preparation programs nationally. Various state and federal reports have identified problems with existing workforce preparation programs and have suggested new models to improve the effectiveness and efficiency of those programs.

A 1991 report of the Louisiana Legislative Task Force on Job Training Aspects of Economic Development reported lack of coordination among various state departments, private training facilities, and the business community. This has resulted in failure to readily match the skills and needs of clients to local programs. The report also mentioned a severe lack of flexibility between the business community needs and the current structure of job training programs. For example, vocational-technical training is often too slow to respond to industry needs, and not enough Job Training Partnership Act funds are used for upgrading skills of the underemployed.

Another Louisiana report noted that the state's vocational-technical efforts are reactive in nature. The report, Employment Training: A Perspective, was issued in 1992 by the Louisiana Legislative Fiscal Office. According to the report, the current vocational-technical system in Louisiana emphasizes primarily low pay and low skill service-oriented jobs and does not plan vocational training based on global economic criteria which demand high-skilled technical training.

Other states like Massachusetts, New York, North Carolina, Tennessee, Texas, Utah, and Wisconsin have recently issued reports about various aspects of workforce preparation programs. A 1992 Utah legislative audit specifically focused on the coordination issue. The audit, A Review of Coordination of Utah's Employment and Training Programs, found the need for strategic planning among various employment and training programs to avoid providing similar services to overlapping client populations. The report recommended that Utah implement a strategic planning system for workforce development.

The U.S. General Accounting Office reported in its 1990 report, Training Strategies: Preparing Noncollege Youth for Employment in the U.S. and Foreign Countries, that insufficient attention is given in the United States to preparing noncollege youth for employment. According to the report, about 9 million (27%) of the nation's 33 million youth aged 16 to 24 do not have

the necessary skills to meet employer requirements for entry level jobs.

The General Accounting Office report included the following policy considerations: strive to ensure that all children learn academic skills necessary to perform effectively in postsecondary education or the workplace; develop more school-employer linkages, particularly to expand combined education and work programs; and assist youth to obtain suitable entry-level employment. The report further suggested coordination between the U.S. Departments of Education and Labor in helping state and local officials and business and labor representatives work together more effectively.

The need for such coordination was highlighted by a 1990 report of the National Center on Education and the Economy. The report, America's Choice: High Skills or Low Wages!, noted that the nation's postsecondary education and job training programs lack coordination and "the result is a crazy quilt of competing and overlapping policies and programs, with no coherent system of standardization or information exchange services on which various providers and agencies can rely."

The U.S. General Accounting Office also noted the same problem in its 1992 report, Multiple Employment Programs. According to the General Accounting Office, there were 125 federal programs which provided employment and training assistance to adults and out-of-school youth in federal fiscal year 1991. The report noted that the fragmentation of services has created the potential for overlap and confusion among service providers and individuals seeking assistance. For example, many of these programs provided similar services such as assessment, counseling, remedial education, or basic skills training to the same target populations.

Scope and Methodology

This audit was conducted under the provisions of Title 24 of the Louisiana Revised Statutes of 1950, as amended. All performance audits are conducted in accordance with generally accepted government auditing standards as promulgated by the Comptroller General of the United States. Preliminary audit work began in August 1992, and fieldwork was completed in February 1993.

We defined workforce preparation programs as those state and federally funded programs that provide adults the following services: adult education, vocational education, and job training. These programs primarily target individuals who lack basic educational and/or marketable employment skills and are economically disadvantaged. Many of these clients need services from more than one workforce preparation program.

To address the audit objectives, we reviewed state and federal laws and regulations as well as state financial information related to state and federally funded workforce preparation programs. We interviewed state and local officials who were responsible for administering these programs and delivering services to clients. We also interviewed officials and reviewed documents (including minutes of the meetings) belonging to various state boards, committees, and councils responsible for planning and ensuring coordination among these programs and services.

To study the coordination, overlap, and duplication issues at the local level, we selected 4 of 18 service delivery areas for the federal Job Training Partnership Act Program in the state--Caldwell, Jefferson, Lafayette, and Shreveport. The site selection was primarily based on geographical representation that included different parts of the state as well as rural and urban areas.

In addition to the Job Training Partnership Act Program, each of the four selected regions included at least a technical institute, an adult education program, and a Project Independence Program. These 4 service delivery areas included the following 11 parishes: Bossier, Caddo, Caldwell, East Carroll, Franklin, Jackson, Jefferson, Lafayette, Madison, Richland, and Tensas.

We reviewed courses and services offered in the selected service delivery areas to identify overlap and duplication of services. We also evaluated the extent of coordination among local workforce preparation programs through interviews and questionnaires. These interviews and questionnaires focused on each program's procedures and practices dealing with sharing *information with other programs, referring clients to other programs, and tracking clients to ensure they have obtained employment after completing the required training.*

We did not assess the effectiveness of workforce preparation programs and look for fraud and abuse in this audit. The only computer generated data we used in this audit were

financial information. This information came from two sources: the state Division of Administration's Financial Accountability Control System (FACS) and federal financial reports prepared by state agency personnel. FACS information and federal financial reports are separately audited by the Legislative Auditor's Office.

Report Organization

The remainder of this report is organized as follows:

- ◆ **Chapter Two** discusses the administration and cost of Louisiana's workforce preparation programs.
- ◆ **Chapter Three** addresses the coordination of various workforce preparation programs.
- ◆ **Appendix A** lists statewide adult education programs.
- ◆ **Appendix B** lists regional management centers and technical institutes in Louisiana.
- ◆ **Appendix C** depicts statewide Quickstart programs.
- ◆ **Appendix D** shows service delivery areas under the Job Training Partnership Act (JTPA).
- ◆ **Appendix E** provides estimated state and federal funds for workforce preparation programs for fiscal years 1990-91 through 1992-93.
- ◆ **Appendix F** contains agency responses to this report. We had a total of 13 responses from state agencies, offices, boards, committees, and councils. We were unable to insert agency responses in the body of the report because of the large number of the agencies involved and the general nature of many of the responses.

Chapter Two: Administration of Programs

Chapter Conclusions

The state's responsibility for administering workforce preparation programs is divided among five state agencies. The Department of Education and the Department of Labor bear the largest share of the responsibility.

State administration of workforce preparation programs is primarily governed by a number of federal laws which require states to provide similar types of workforce preparation services to similar target populations. This results in overlap of program administration and service delivery. However, federal laws do mandate that states coordinate their efforts to avoid duplication.

We estimated that the total cost for workforce preparation programs was \$221.4 million in fiscal year 1991-92. The state's share was 33 percent of the total cost or \$73.6 million. The remaining 67 percent, or \$147.8 million, came from the federal government.

Federal Laws Cause Overlap of Program Administration

Federal Laws Require States to Offer Similar Services to Similar Target Populations

Various federal laws require states to provide similar types of workforce preparation services to the same types of clients. This results in overlap of program administration and service delivery when such laws are implemented at the state level by different state agencies. However, federal laws do mandate that states coordinate their efforts to avoid duplication.

The state administration of workforce preparation programs is primarily governed by five federal acts: Adult Education Act, National Literacy Act, Carl D. Perkins Vocational and Applied Technology Education Act, Job Training Partnership Act (JTPA), and Family Support Act. As identified in federal laws, implementation of program objectives and coordination requirements under these acts is delegated to state governments.

Under these acts, adult education and vocational training are primarily provided to individuals who lack basic educational and/or marketable employment skills and are economically disadvantaged as shown in Exhibit 1 below.

Exhibit 1		
Federal Laws Providing Similar Services to Similar Target Populations		
Federal Laws	Primary Target Populations Served	Types of Services Provided
Adult Education Act	Individuals (16 years or older)	Pre-college instruction
National Literacy Act	Unemployed and marginally employed adults	Reading and writing
Carl D. Perkins Vocational and Applied Technology Education Act	Economically disadvantaged, single parents, unemployed, displaced homemakers and single parents, and men and women seeking jobs in non-traditional occupations	Basic educational skills and vocational training
Job Training Partnership Act (JTPA)	Economically disadvantaged individuals, dislocated workers, welfare recipients, other individuals facing barriers to employment, and women entering non-traditional occupations	Basic educational skills and vocational training
Family Support Act	Economically disadvantaged adults with children	Education, training, and employment
Source: Prepared by Legislative Auditor's staff using federal laws.		

Under the **Adult Education Act** (PL 100-297), federal funds are awarded to states to provide adult education (instruction below the college level) to individuals who are 16 years or older. The target population includes individuals who are not enrolled in secondary schools, lack sufficient mastery of basic educational skills to enable them to function effectively in society, are educationally disadvantaged, and need to upgrade their skills or learn new ones.

The purpose of the **National Literacy Act** of 1991 (PL 102-73) is to enhance efforts to eliminate the problem of illiteracy. Similar to the Adult Education Act, the target population for the Literacy Act includes individuals who are marginally employed or unemployed with low basic skills and limited opportunity for long-term employment and advancement.

The **Carl D. Perkins Vocational and Applied Technology Education Act** (1990 Amendments, PL 101-392) focuses on improving educational programs leading to academic and occupational skill competencies needed to work in a technologically advanced society. Under the act, basic educational skills and vocational training are provided to the target populations, including the economically disadvantaged, the unemployed, displaced homemakers and single parents, and men and women seeking jobs in non-traditional occupations.

The **Job Training Partnership Act** (PL 97-300) establishes programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to economically disadvantaged individuals, welfare recipients, *dislocated workers*, and *other individuals facing serious barriers* to employment. To address the unique needs of disadvantaged population groups, funds are appropriated under this federal act to provide job training and remedial education to *displaced homemakers*, *women entering non-traditional occupations*, and elderly citizens.

The **Family Support Act** of 1988 (PL 100-485) is the basis for the Job Opportunities and Basic Skills Training Program (JOBS). The purpose of JOBS is to assure that economically disadvantaged adults with children obtain education, training, and employment that will help them avoid long-term welfare dependence.

**Responsibility
for
Administering
Workforce
Preparation
Programs Is
Divided**

**Five State Agencies Administer Workforce
Preparation Programs in Louisiana**

Louisiana offers to its citizens a variety of workforce preparation services throughout the state. Two state agencies--the Department of Education and the Department of Labor--are primarily responsible for administering most of these services. In addition, three other state agencies--the Department of Economic Development, the Department of Social Services, and the Offices of Elderly Affairs and Women's Services within the Office of the

Governor--share some responsibilities for administering these programs. Exhibit 2 below lists state agencies responsible for workforce preparation programs, the federal acts these agencies implement, and the types of services they provide.

Exhibit 2		
State Agencies Responsible for Providing Workforce Preparation Services Fiscal Year 1992-93		
State Agency	Federal Acts Implemented	Programs/Services Offered
Department of Education	Adult Education Act Carl D. Perkins Vocational and Applied Technology Education Act Job Training Partnership Act	Adult education and vocational training, including the Quickstart Program
Department of Labor	Job Training Partnership Act	Adult education and vocational training
Office of the Governor: Elderly Affairs Women's Services	Job Training Partnership Act Job Training Partnership Act	Vocational training services for older persons Vocational training services for displaced homemakers
Department of Social Services	Family Support Act	Adult education and vocational training through Project Independence and the Louisiana Job Employment and Training Program
Department of Economic Development	Not applicable	General informal coordination of vocational training programs, which includes providing assistance to Quickstart
Source: Prepared by Legislative Auditor's staff from information obtained from statewide workforce preparation programs.		

The Louisiana Department of Education offers adult education and vocational education services through 41 adult

education learning centers and 44 technical institutes statewide. In addition, the department provides such services at some state correctional facilities. The department is responsible for implementing adult education and vocational education programs under the Adult Education Act, the Carl D. Perkins Vocational and Applied Technology Education Act, and the Job Training Partnership Act.

Through its statewide local adult education programs, the department offers adult education services for all individuals 16 years of age and above with less than a high school education and not presently enrolled in the K-12 system. Participants in adult education programs are taught reading, writing, arithmetic, social studies, science, advanced math, and life-coping skills. Appendix A lists all local adult education programs that are administered by the department.

The department's vocational education program offers occupational training designed to provide employment opportunities for students at the secondary, postsecondary, and adult levels. Through its 44 technical institutes, the department offers training in 66 different occupational areas for individuals 16 years or older. Appendix B shows state technical institutes and their regional management centers.

The department's Quickstart Program is a government-business effort designed to keep pace with employer demands. Quickstart training in Louisiana is partially directed toward helping new industries locate in our state and become productive in a short period of time. The program provides the participating industry with a pool of skilled and productive employees who are ready to meet job requirements. As of January 1993, the department operated a total of 13 Quickstart programs in the state (see Appendix C for locations of technical institutes operating Quickstart programs).

The department also administers the Education Coordination and Grants Program under the Job Training Partnership Act (JTPA). The program primarily offers remedial education, often called special-needs or dropout prevention classes. Program services are provided to participants (14 years and older) through cooperative agreements with 18 service delivery areas (SDAs) which coordinate education and training services.

The Louisiana Department of Labor is responsible for administering programs authorized under the Job Training Partnership Act. The programs are federally funded and services are offered through 18 service delivery areas in Louisiana (see Appendix D for locations of service delivery areas). Private Industry Councils (PIC) provide policy guidance and oversight of programs within each service delivery area. The chief elected official in each service delivery area appoints council members. Below is a brief description of programs and services under the Job Training Partnership Act.

Title II-A assists economically disadvantaged individuals and individuals facing serious barriers to employment. The funds are used to provide skills assessment, job counseling, remedial education, development of job-seeking skills, work experience, and occupational training to targeted individuals. A small portion of Title II-A funds is used for providing job training to economically disadvantaged individuals who are 55 years of age or older.

Under Title II-B, funds are used to offer work experience during the summer for economically disadvantaged youth, ages 14-21. In addition, the act requires service delivery areas to assess the reading and mathematics skill levels of all Title II-B participants and offer them basic and remedial education.

Title III targets those workers who have become unemployed because of plant closings or permanent layoffs. Services provided to dislocated workers include assessment, job search assistance, job training, pre-layoff assistance, and relocation assistance.

The Offices of Elderly Affairs and Women's Services within the Office of the Governor provide vocational training to elderly citizens and women. The Office of Elderly Affairs contracts with the Department of Labor to administer the Job Training Partnership Act's Older Worker Program which provides four types of training: out-of-area job search assistance, classroom training, work experience, and on-the-job training. Services must be designed to place older individuals into unsubsidized employment in the private or public sector. The office subcontracts with local agencies to provide direct services to people 55 years of age or older in every parish.

The Office of Women's Services provides an intensive 13-week electromechanical training program for women who are disadvantaged, unemployed, or are dislocated workers. The training program is funded under the Job Training Partnership Act and is offered in Baton Rouge, Lake Charles, and New Orleans. The office also offers various types of clerical training in Lafayette and Shreveport for displaced homemakers. These training programs are funded under the Job Training Partnership Act.

The Louisiana Department of Social Services is responsible for administering Project Independence which is Louisiana's Jobs, Opportunities, and Basic Skills (JOBS) Program under the federal Family Support Act of 1988. The purpose of the program is to alleviate welfare dependency on a permanent basis. Similar to JOBS, the department also administers the Louisiana Job Employment and Training Program (LaJET) which serves food stamp recipients.

Participants in Project Independence receive case management and counseling services, adult education services, and vocational training. The vocational training includes job skills training, job readiness activities, job development and placement, job search training, on-the-job training, and community work experience. In addition, participants receive supportive services including child care, transportation, tools, uniforms, and supplies. The services are provided through parish offices.

The Louisiana Job Employment and Training Program (LaJET) primarily offers job search and job readiness training to food stamp recipients. The program is funded by the U. S. Department of Agriculture under the federal Food Security Act of 1985. The Department of Social Services provides services to participants through contractual agreements with local entities and the Louisiana Department of Labor. For fiscal year 1992-93, the Department of Social Services and the Department of Labor agreed to provide services in five parishes--Bossier, Lafayette, St. Landry, Vernon, and Washington.

The Louisiana Department of Economic Development does not currently have any direct role in administering workforce preparation programs. Under state law (LSA-R.S. 36:108), the department is directed to coordinate its efforts with

the Department of Education, the Board of Elementary and Secondary Education (BESE), and the technical institutes. The department plays an advisory role in the Department of Education's Quickstart Program.

**Workforce
Preparation
Programs Cost
Approximately
\$221 Million in
Fiscal Year
1991-92**

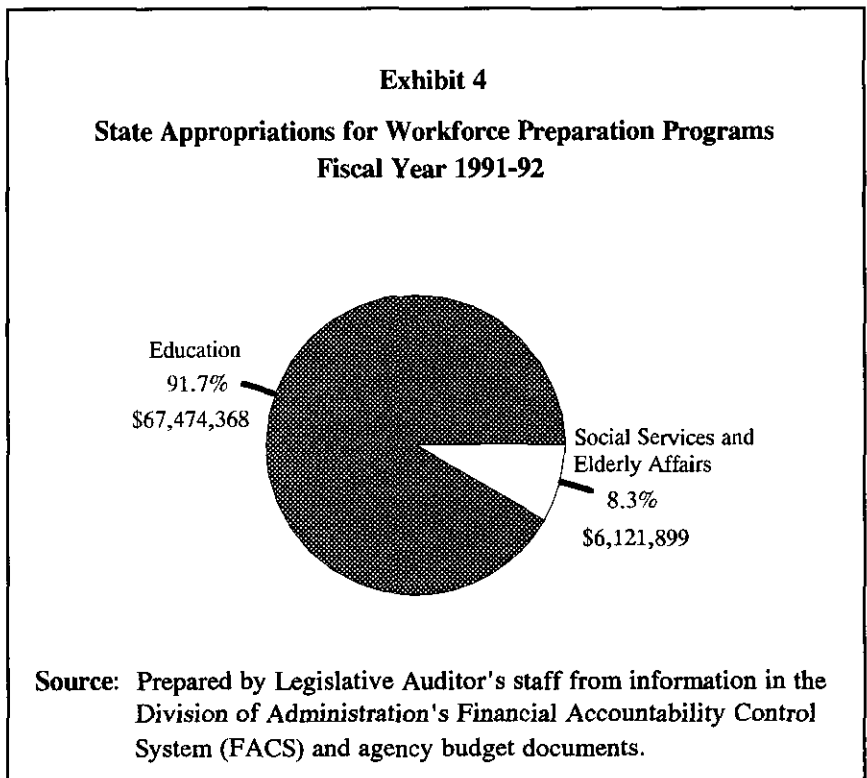
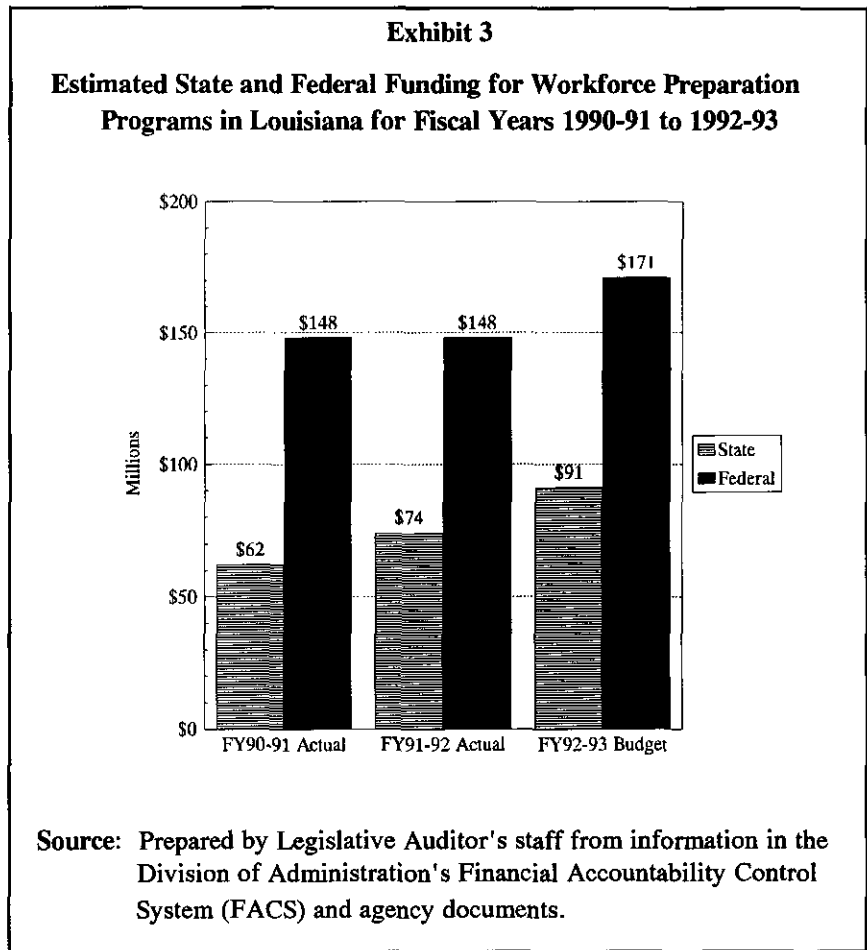
**Most of the Cost for Workforce Preparation
Programs Is Funded by the Federal Government**

We estimated that the total cost for workforce preparation programs was \$221.4 million in fiscal year 1991-92. The state's share was 33 percent of the total cost or \$73.6 million. The remaining 67 percent, or \$147.8 million, came from federal sources.

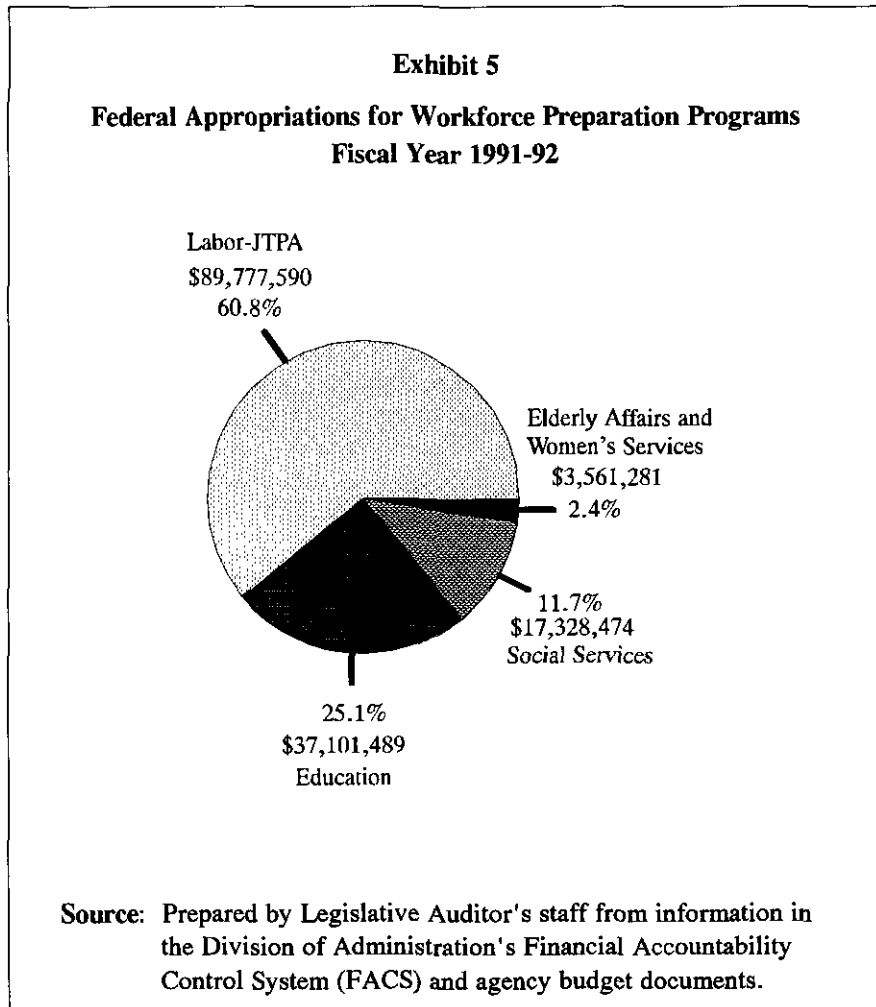
During the past three years, the ratio of state and federal spending for workforce preparation programs has remained nearly the same. For each of fiscal years 1990-91, 1991-92, and 1992-93, the state has paid about one-third of the total cost for workforce preparation programs. Funds for the remaining two-thirds of total cost have come from federal sources. Exhibit 3 on page 15 shows state and federal spending on Louisiana's workforce preparation programs. Appendix E shows sources of funding for all workforce preparation programs for fiscal years 1990-91, 1991-92, and 1992-93.

For fiscal year 1991-92, the state appropriated most of its workforce preparation funds to the Louisiana Department of Education's adult and vocational education programs. As Exhibit 4 on page 15 shows, these programs received \$67.5 million, or 91.7 percent, of the state's share of \$73.6 million for workforce preparation programs. The remaining \$6.1 million (8.3%) went to the Department of Social Services and the Governor's Office of Elderly Affairs.

Of \$67.5 million appropriated to the Department of Education for adult and vocational education programs during fiscal year 1991-92, a total of \$62.2 million (92.2%) was for vocational education programs including \$60.4 million for the cost of operating the state's technical institutes. The remaining \$5.2 million (7.8%) was for the department's adult education programs (see Appendix E).



More than 60 percent of the federal funds for workforce preparation programs were appropriated to the Louisiana Department of Labor for Job Training Partnership Act programs. Of \$147.8 million in federal funds received for the state's workforce preparation programs in fiscal year 1991-92, a total of \$89.8 million (60.8%) was appropriated to the Louisiana Department of Labor for the Job Training Partnership Act programs (see Exhibit 5). The Louisiana Department of Education received \$37.1 million (25.1%) for its adult and vocational education programs. A total of \$17.3 million (11.7%) in federal funds was appropriated to the Louisiana Department of Social Services for Project Independence and the Louisiana Job Employment and Training (LaJET) Program. The Offices of Elderly Affairs and Women's Services within the Office of the Governor received a total of \$3.6 million (2.4%) for vocational training of women and elderly citizens in Louisiana.



Chapter Three: Coordination of Programs

Chapter Conclusions

The responsibility for coordinating workforce preparation programs is fragmented. We identified seven state boards, committees, and councils that share the responsibility for coordinating these programs. These organizations function primarily at the state level.

We found that the State Council on Vocational Education was not adequately meeting its responsibility for coordinating workforce preparation programs.

At the local level, we reviewed workforce preparation services in 4 service delivery areas which included 11 parishes. We found lack of adequate coordination among some programs. The extent of coordination varied between programs and among regions we reviewed. We found overlap and duplication of services in some areas. For example, nearly all workforce preparation programs offer assessment, counseling, and remedial adult education services.

At the State Level, Coordination of Workforce Preparation Programs Is Fragmented

Seven State Boards, Committees, and Councils Share Coordination Responsibilities

At the state level, the responsibility for coordinating workforce preparation programs is fragmented and vague in some instances. We identified seven state organizations that share the responsibility for coordinating various workforce preparation programs in Louisiana. Exhibit 6 on page 18 lists those organizations and briefly describes their coordination responsibilities.

We reviewed state and federal laws to identify legal responsibilities of the seven state organizations that we identified as coordinating agents for workforce preparation programs. We then compared required coordination responsibilities of each organization to what it did as recorded in its meeting minutes for the period from July 1991 through January 1993. We then followed up on our findings with officials of these organizations and reviewed all relevant documents that they provided to us.

Exhibit 6	
State Entities Responsible for Coordinating Workforce Preparation Programs	
Coordinating Entity	Coordination Responsibilities
Board of Elementary and Secondary Education (BESE)	<ul style="list-style-type: none"> • Supervise and control public elementary and secondary schools, vocational-technical training, and special schools under its jurisdiction. • Plan, develop, and provide (in conjunction with the Department of Education) a coordinated and comprehensive program of career education.
Governor's Employment and Training Coordinating Council	<ul style="list-style-type: none"> • Recommend state JTPA plan. • Develop appropriate linkages with other state programs. • Assess the extent to which related federal, state, and local programs and services represent a consistent, integrated, and coordinated approach. • Identify, in coordination with the appropriate state agencies, the employment, training, and vocational education needs throughout the state.
Interagency Coordinating Council for Adult Literacy, Retraining, and Continuing Education	<ul style="list-style-type: none"> • Serve in an advisory role to the Governor, the Department of Education, and other state agency officials for literacy and adult education planning that takes into account the labor market, economic development, and individual needs.
Louisiana Employment Security Advisory Council	<ul style="list-style-type: none"> • Take steps to reduce and prevent unemployment. • Encourage and assist in the adoption of practical methods of vocational training, retraining, and vocational guidance.
Louisiana Occupational Information Coordinating Committee (LOICC)	<ul style="list-style-type: none"> • Plan, develop, coordinate, and manage a statewide occupational information system. • Serve as liaison to the National Occupational Information Coordinating Committee.
Louisiana Welfare Reform Coordinating Committee	<ul style="list-style-type: none"> • Provide oversight of Project Independence to ensure cooperation at all levels of government and to avoid duplication among agencies and programs. • Review the use of JTPA and other federal funds for similar programs and issue reports as necessary.
State Council on Vocational Education (SCOVE)	<ul style="list-style-type: none"> • Meet with BESE to advise on state plan development. • Determine at least once every two years if vocational education, employment, and training programs in Louisiana are consistent, integrated, and coordinated (focus on coordination between vocational education and JTPA). • Advise the Governor, BESE, Governor's Employment and Training Coordinating Council, and others on findings and recommendations.
Source: Prepared by Legislative Auditor's staff using state and federal laws.	

Four of the seven coordinating organizations have overlapping responsibilities because of federal requirements. Under various federal laws dealing with adult education, vocational education, and job training programs, the state is required to establish the following four organizations that have overlapping responsibilities for coordinating workforce preparation programs: Governor's Employment and Training Coordinating Council; Interagency Coordinating Council for Adult Literacy, Retraining, and Continuing Education; Louisiana Occupational Information Coordinating Committee; and State Council on Vocational Education. As shown in Exhibit 6 on page 18, these four organizations are involved with coordinating adult education and/or vocational training programs.

Three of the seven coordinating organizations have vague responsibilities for coordinating workforce preparation programs. As discussed below, the Board of Elementary and Secondary Education; the Interagency Coordinating Council for Adult Literacy, Retraining, and Continuing Education; and the Louisiana Employment Security Advisory Council do not have clearly defined responsibilities for coordinating workforce preparation programs.

The Board of Elementary and Secondary Education is required by state law, LSA-R.S. 17:6(A), to supervise and control the public elementary and secondary schools, vocational-technical training, and special schools under its jurisdiction. Under this law, the board is not directly responsible for coordinating with programs outside the Louisiana Department of Education. The board, however, oversees the State Council on Vocational Education which is responsible for coordinating workforce preparation programs. The state council serves in an advisory role to the board. (For details about the state council, see page 21.)

The board is also responsible under state law, LSA-R.S. 17:1993(7), to require regional directors for vocational education to establish working relationships with local economic development councils, the State Board of Commerce and Industry, and the Department of Labor. However, the purpose of these working relationships is limited to only determining vocational education curricula and programs based on manpower needs in each region.

The National Literacy Act of 1991 authorizes states to establish an Interagency Coordinating Council on Adult Literacy, Retraining, and Continuing Education. The act requires the

council to serve in an advisory role to state officials for literacy and adult education planning with respect to the labor market, economic development, and individual needs in the state. However, the law does not specifically require the council to coordinate with other state agencies regarding workforce preparation programs. Also, the council lacks legislative mandate or authorization.

The Louisiana Employment Security Advisory Council oversees the state's unemployment compensation system. State law (LSA-R.S. 23:1659) requires that the advisory council take all appropriate steps to reduce and prevent unemployment and to encourage and assist in the adoption of practical methods of vocational training, retraining, and vocational guidance. However, the law does not specify coordination requirements for the advisory council.

Three Coordinating Organizations Met Their Legal Requirements

Of the seven coordinating organizations, only four organizations had specific responsibility for coordinating workforce preparation programs. Three of these organizations met their legal coordination requirements: Governor's *Employment and Training Coordinating Council, Louisiana Occupational Information Coordinating Committee, and Louisiana Welfare Reform Coordinating Committee*. However, one organization, the *State Council on Vocational Education*, did not adequately meet its legal coordination requirements.

The Governor's Employment and Training Coordinating Council oversees Job Training Partnership Act (JTPA) programs in Louisiana. As required by Section 122 (b) of the federal Job Training Partnership Act, the council recommended the Governor's coordination and special services plan and developed appropriate linkages with other programs in the state. Our review of minutes of council meetings (from July 1991 through January 1993) and other documents showed that the council members met regularly with representatives of state technical institutes, Job Training Partnership Act (JTPA), and Project Independence.

The Louisiana Occupational Information Coordinating Committee is responsible for coordination of a statewide occupational and labor market information system. Our review of minutes of council meetings (from July 1991 through

January 1993) and other documents showed that the council met its coordination requirements as outlined in Section 125(a) of Public Law 97-300 of the Job Training Partnership Act and Executive Order EWE 92-13. The committee was carrying out its functions primarily through publications and distribution of literature related to occupations and labor supply and demand. It was also serving as liaison to the National Occupational Information Committee.

The Louisiana Welfare Reform Coordinating Committee is primarily responsible for providing oversight of Project Independence. Our review of committee minutes (from July 1991 through January 1993) and other documents showed that the committee was overseeing the implementation, operation, and coordination with other programs of Project Independence as required by Section 458(C) of the Louisiana Welfare Reform Act. The committee discussed a coordination report in its April 1992 meeting, which noted the importance of coordination and described the local and statewide coordination strategies.

The State Council on Vocational Education Did Not Adequately Meet its Coordination Requirements

Section 112 of the Carl D. Perkins Vocational and Applied Technology Act of 1990 (PL 101-392) requires the state council to evaluate the extent to which vocational education, employment, and training programs in the state represent a consistent, integrated, and coordinated approach. The state council is also required to advise the Board of Elementary and Secondary Education (BESE) on the adequacy and effectiveness of coordination between vocational education and the Job Training Partnership Act programs.

Although the state council provided its input into the state's current vocational education plan and participated in several regional and national conferences, we concluded that the state council did not adequately meet the above requirements. Our conclusion was based on our interview with state council officials and review of minutes of state council meetings as well as other documents provided to us by state council officials.

In our review of minutes of state council meetings held from July 1991 through January 1993, we found only four instances where state council members discussed activities relating to coordination of workforce preparation programs. However, we did not find any documentation to show that the

state council carried out those activities. The following is a description of those coordination related activities.

- ◆ In its August 1991 meeting, the state council chairperson said he intended to meet with state technical institute directors in an open forum to learn about their successes, problems, and any other issues at their schools. We did not find any evidence to suggest that the meeting ever took place.
- ◆ We found no evidence to show that the state council took actions in response to the concerns expressed by its staff member in a February 1992 state council meeting. The staff member was concerned that there was not enough communication and participation with other vocational education related parties inside and outside the state.
- ◆ According to minutes of the March 1992 state council meeting, the chairperson had planned to contact other states and to meet with his counterparts as well as state department heads representing economic development, technical institutes, labor, and the Job Training Partnership Act Program. The purpose of these meetings was to find out how other states administer these programs. State council documents did not show that this activity took place.
- ◆ In its July 1992 meeting, the state council executive director said that he planned to produce a bimonthly newsletter to keep state council members updated on Board of Elementary and Secondary Education meetings. We found no evidence that the state council produced this newsletter.

The State Council on Vocational Education had three executive directors in the past two years, according to state council officials. The officials also told us in February 1993 that the state council was once again without an executive director. They said that the personnel changes were disruptive and the resources of the state council were not being properly used.

**At the Local
Level,
Workforce
Preparation
Programs
Lacked
Adequate
Coordination**

Local Programs Lacked Adequate Coordination and, in Some Instances, Offered Duplicative Services

At the local level where workforce preparation services are delivered, we reviewed such services in 4 service delivery areas which included 11 parishes and found lack of adequate coordination among some programs. The extent of coordination among workforce preparation programs varied from one region to another as well as between programs.

We found, in some instances, overlap and duplication of services. For example, nearly all workforce preparation programs were responsible for providing assessment, counseling, and remedial adult education services. In addition, the majority of workforce preparation programs provided job attainment or readiness services.

To assess the extent of coordination among programs as well as identify any overlap or duplication of services, we reviewed types of services offered, analyzed questionnaires, and interviewed officials of workforce preparation programs in 4 service delivery areas which included 11 parishes. These parishes were Bossier, Caddo, Caldwell, East Carroll, Franklin, Jackson, Jefferson, Lafayette, Madison, Richland, and Tensas.

Our study focused on workforce preparation services offered by the Louisiana Department of Education's Adult Education Program, state technical institutes, the Job Training Partnership Act (JTPA) Program, Project Independence, the Louisiana Job Employment and Training (LaJET) Program, and the Office of Women's Services. We reviewed a total of 30 programs in 11 selected parishes.

We asked local program officials questions regarding their coordination efforts. Our questions focused on the following three indicators of coordination among programs.

- ◆ Referring Clients - Various workforce preparation programs can make client referrals after they have served a client or when they cannot provide services needed by an individual.
- ◆ Sharing Information - Officials of each workforce preparation program should know the services provided by other workforce preparation programs in their region in order to make client referrals and avoid duplication of services.

- ♦ **Tracking Clients** - While serving a client, if necessary, a workforce preparation program can follow the client through multiple service providers including the client's placement into an employment position. Only the Job Training Partnership Act and Project Independence programs are required to track their clients.

State organizations responsible for coordinating workforce preparation programs function primarily at the state level. Consequently, these organizations have little impact at the parish level where adult education, vocational education, and job training services are actually delivered.

We asked officials of the 30 programs if they had any involvement with the seven state coordinating organizations mentioned earlier in the report. Officials of 21 of the 30 programs (70%) said that they had involvement with one, two, or none of the seven coordinating organizations. Officials of the remaining nine programs (30%) had involvement with three or four of these organizations. Based on the information provided to us by the officials, we found that the nature and extent of involvement between the coordinating organizations and local programs varied. Their involvement included sharing information, attending meetings, and approving programs and contracts on a periodic to regular basis.

All state administered workforce preparation programs provided assessment and counseling services. Adult education, technical institute, Job Training Partnership Act, Project Independence, Louisiana Job Employment and Training, and Office of Women's Services programs offered assessment and counseling services to clients in the 11 parishes we studied. Service providers conduct client assessment to match client needs with workforce preparation services offered.

We found that the assessment process was not uniform across all workforce preparation programs. For example, service providers used several different assessment tests to determine client placement. In some cases, clients went through duplicative assessment processes because service providers did not accept the results of client assessments conducted by other service providers. Of the 30 local programs we reviewed, at least 12 programs (40%) required additional assessment testing of clients.

Nearly all workforce preparation programs provided remedial education. The level of remedial instruction varied from program to program. The remedial education included providing instruction in basic reading, writing, and arithmetic, as well as instruction for obtaining a General Equivalency Diploma (GED).

In all 11 parishes, we found that parish adult education programs were the primary providers of adult education services. In addition, three of the six technical institutes we reviewed provided adult remedial instruction. Job Training Partnership Act and Project Independence programs contracted with either parish adult education programs or other providers for providing adult education services to their clients. The Governor's Office of Women's Services also offered remedial instruction along with specialized job training to its clients.

Four of the six workforce preparation programs offered job attainment or readiness services. Job Training Partnership Act (JTPA), Project Independence, Louisiana Job Employment and Training (LaJET), and Office of Women's Services programs provided job attainment or readiness services in the 11 parishes we reviewed. Such services included preparing clients for job interviews; teaching them resume' writing, communication skills, and time management; and building client self-esteem and confidence. Parish adult education programs and technical institutes generally did not offer such services.

Some officials said that services offered by technical institutes did not meet industry needs. Despite the Louisiana Department of Education's recent efforts in the Quickstart Program, four officials told us that services offered by the technical institutes did not meet the needs of a rapidly changing market economy. These officials represented the Louisiana Department of Economic Development, the Governor's Office of Women's Services, and two local service delivery areas of the Job Training Partnership Act Program. The officials said that often technical institute courses either did not provide students with employment skills needed by high technology industries or took too long to complete.

Louisiana Needs an Integrated System for Workforce Preparation Programs

Recommendations

The administration and service delivery of the state's workforce preparation programs are not integrated, even though these programs provide similar and related services to similar client populations. Services for these programs are currently provided under three categories: adult education, vocational education, and job training. The workforce preparation programs offer services to the state's unemployed, unskilled, and displaced workers. *A common objective of these programs is to help clients obtain meaningful and unsubsidized employment.*

To achieve program objectives and to comply with state and federal laws, it is important that state agencies as well as other entities involved with workforce preparation programs *coordinate their planning and service delivery efforts.* This may involve implementing a uniform system that integrates all workforce preparation programs for sharing information with each other, referring clients to appropriate programs, and tracking clients to ensure that they have obtained unsubsidized employment.

Specifically, the state agencies and organizations involved with workforce preparation programs should consider the following:

1. The Department of Education, the Department of Labor, and the Department of Social Services should integrate their client assessment services. This would include making the client assessment process uniform statewide and eliminating multiple testing.
2. The Department of Education, the Department of Labor, and the Department of Social Services should streamline remedial education services for adults.
3. The Department of Education, the Department of Labor, the Department of Social Services, and the Governor's Office of Women's Services should consolidate job attainment and job readiness services.
4. The state Board of Elementary and Secondary Education (BESE) should improve its oversight of the State Council on Vocational Education. The board should use its authority to make the

state council become more involved in coordination issues.

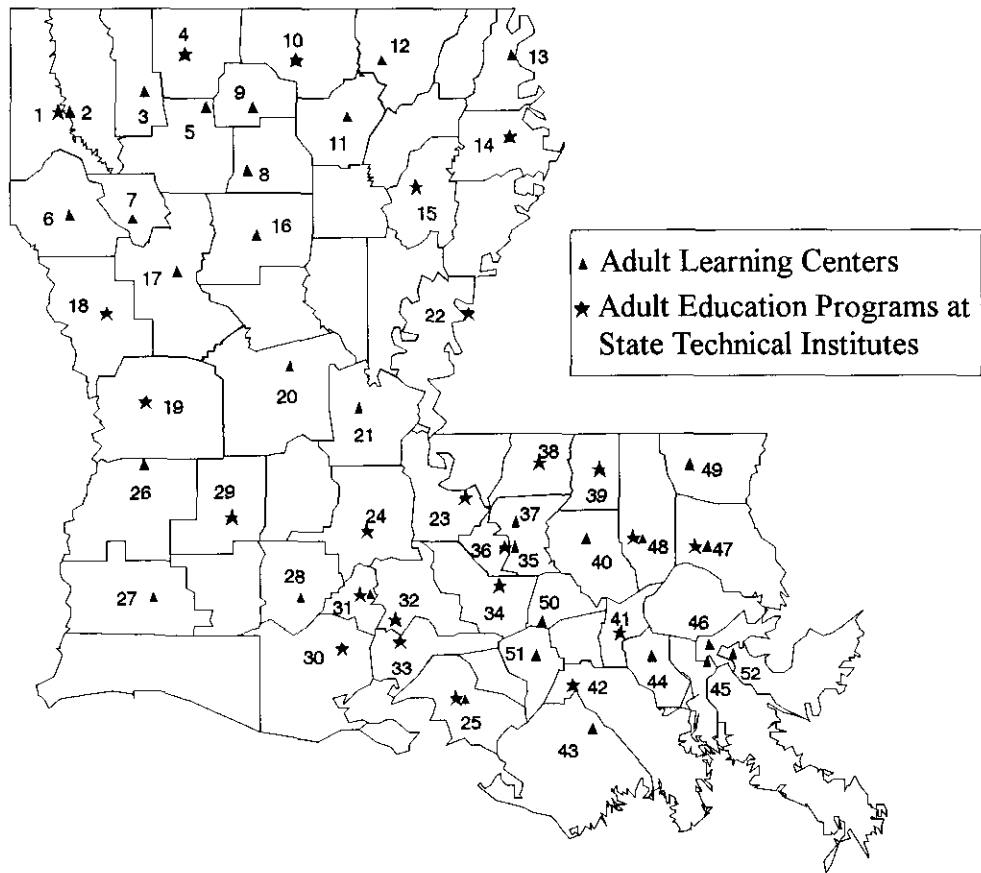
Matters for Legislative Consideration

1. The legislature may want to centralize the authority for coordinating workforce preparation programs statewide.
2. The legislature may want to require that the Board of Elementary and Secondary Education (BESE) coordinate with workforce preparation programs outside the Department of Education. State law, LSA-R.S. 17:6(A), authorizes the board to supervise and control the operation of state technical institutes. However, state law does not place any responsibility on the board to coordinate with programs outside the Department of Education.
3. The legislature may want to amend state law, LSA-R.S. 23:1659, which requires the Louisiana Employment Security Advisory Council to take all appropriate steps to reduce and prevent unemployment and to encourage and assist in the adoption of practical methods of vocational training, retraining, and vocational guidance. The state law could be modified to require that the council coordinate with state workforce preparation programs.
4. The legislature may want to define coordination responsibilities for the Interagency Coordinating Council for Adult Literacy, Retraining, and Continuing Education. The literacy council is required under the National Literacy Act to serve in an advisory role to state officials for literacy and adult education issues with respect to the labor market,

economic development, and individual needs of the state. However, the act does not specifically require the literacy council to coordinate with other workforce preparation programs in the state.

Appendixes

APPENDIX A
ADULT EDUCATION PROGRAMS
Fiscal Year 1992-93



Source: Prepared by Legislative Auditor's staff from data obtained from the Department of Education.

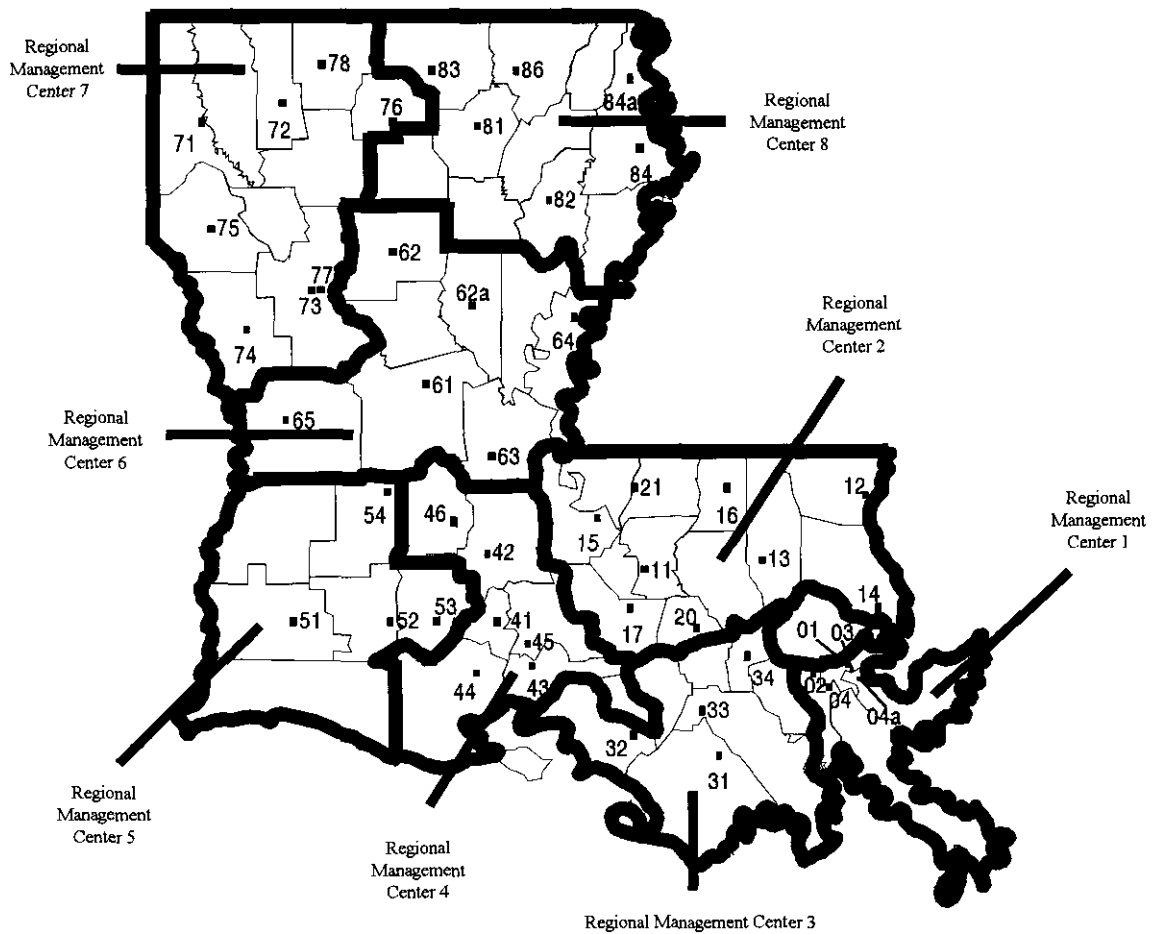
APPENDIX A (LEGEND)
ADULT EDUCATION PROGRAMS
Fiscal Year 1992-93

	Number of Learning Centers	Number of Programs at Technical Institutes		Number of Learning Centers	Number of Programs at Technical Institutes
1 Shreveport		1	27 Lake Charles	1	
2 Bossier City	1		28 Crowley	1	
3 Minden	1		29 Oberlin		1
4 Homer		1	30 Abbeville		1
5 Arcadia	1		31 Lafayette	1	1
6 Mansfield	1		32 St. Martinville		1
7 Coushatta	1		33 New Iberia		1
8 Jonesboro	1		34 Plaquemine		1
9 Ruston	1		35 Baton Rouge	3	
10 Farmerville		1	36 Port Allen		1
11 Monroe	1		37 Baker	1	
12 Bastrop	1		38 Clinton		1
13 Lake Providence	1		39 Greensburg		1
14 Tallulah		1	40 Livingston	1	
15 Winnsboro		1	41 Reserve		1
16 Winnfield	1		42 Thibodaux		1
17 Natchitoches	1		43 Houma	1	
18 Many		1	44 Luling	2	
19 Leesville		1	45 Gretna	2	
20 Alexandria	1		46 New Orleans	3	
21 Marksville	1		47 Covington	2	1
22 Vidalia		1	48 Hammond	1	1
23 New Roads		1	49 Franklinton	1	
24 Opelousas		1	50 Donaldsonville	2	
25 Centerville	2	1	51 Napoleonville	1	
26 DeRidder	1		52 Chalmette	1	

Source: Prepared by Legislative Auditor's staff using information from the Department of Education.

Note: The above list includes 41 learning centers and 24 adult education programs at state technical institutes.

APPENDIX B
STATE TECHNICAL INSTITUTES
Fiscal Year 1992-93



Source: Prepared by Legislative Auditor's staff from data obtained from the Department of Education.

APPENDIX B (LEGEND)
STATE TECHNICAL INSTITUTES
Fiscal Year 1992-93

Regional Management Center 1

- 01 New Orleans Regional Technical Institute
- 02 Jefferson Technical Institute
- 03 Sidney N. Collier Technical Institute
- 04 West Jefferson Technical Institute
- 04a Port Sulphur Technical Institute

Regional Management Center 2

- 11 Baton Rouge Technical Institute
- 12 Sullivan Technical Institute
- 13 Hammond Area Technical Institute
- 14 Slidell Technical Institute
- 15 Memorial Technical Institute
- 16 Florida Parishes Technical Institute
- 17 West Jefferson Technical Institute
- 20 Ascension Technical Institute
- 21 Folkes Technical Institute

Regional Management Center 3

- 31 South Louisiana Regional Technical Institute
- 32 Young Memorial Technical Institute
- 33 Thibodaux Area Technical Institute
- 34 River Parishes Technical Institute

Regional Management Center 4

- 41 Lafayette Regional Technical Institute
- 42 T. H. Harris Technical Institute
- 43 Teche Area Technical Institute
- 44 Gulf Area Technical Institute
- 45 Evangeline Technical Institute
- 46 Ville Platte Technical Institute

Regional Management Center 5

- 51 Sowela Regional Technical Institute
- 52 Jefferson Davis Technical Institute
- 53 Southwest Louisiana Technical Institute
- 54 Oakdale Technical Institute

Regional Management Center 6

- 61 Alexandria Regional Technical Institute
- 62 Huey P. Long Technical Institute
- 62a Rod Brady Technical Institute
- 63 Avoyelles Technical Institute
- 64 Concordia Technical Institute
- 65 Lamar Salter Technical Institute

Regional Management Center 7

- 71 Shreveport-Bossier Regional Technical Institute
- 72 Northwest Louisiana Technical Institute
- 73 Natchitoches Technical Institute
- 74 Sabine Valley Technical Institute
- 75 Mansfield Technical Institute
- 76 Ruston Technical Institute
- 77 Louisiana Technical Resource Center
- 78 Claiborne Technical Institute

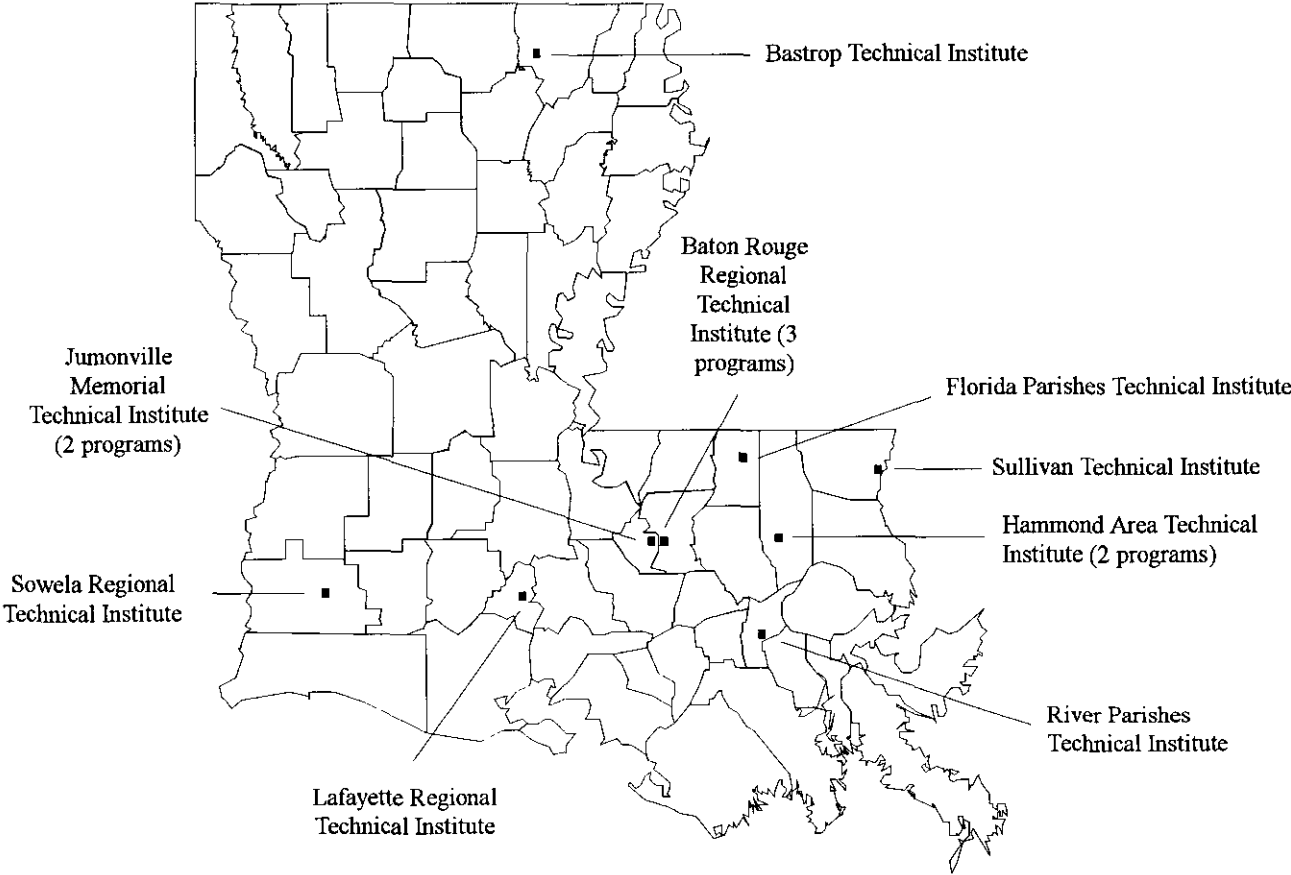
Regional Management Center 8

- 81 Delta-Ouachita Regional Technical Institute
- 82 Northeast Louisiana Technical Institute
- 83 North Central Technical Institute
- 84 Tallulah Technical Institute
- 84a Lake Providence Technical Institute
- 86 Bastrop Technical Institute

Source: Prepared by Legislative Auditor's staff from data obtained from the Department of Education.

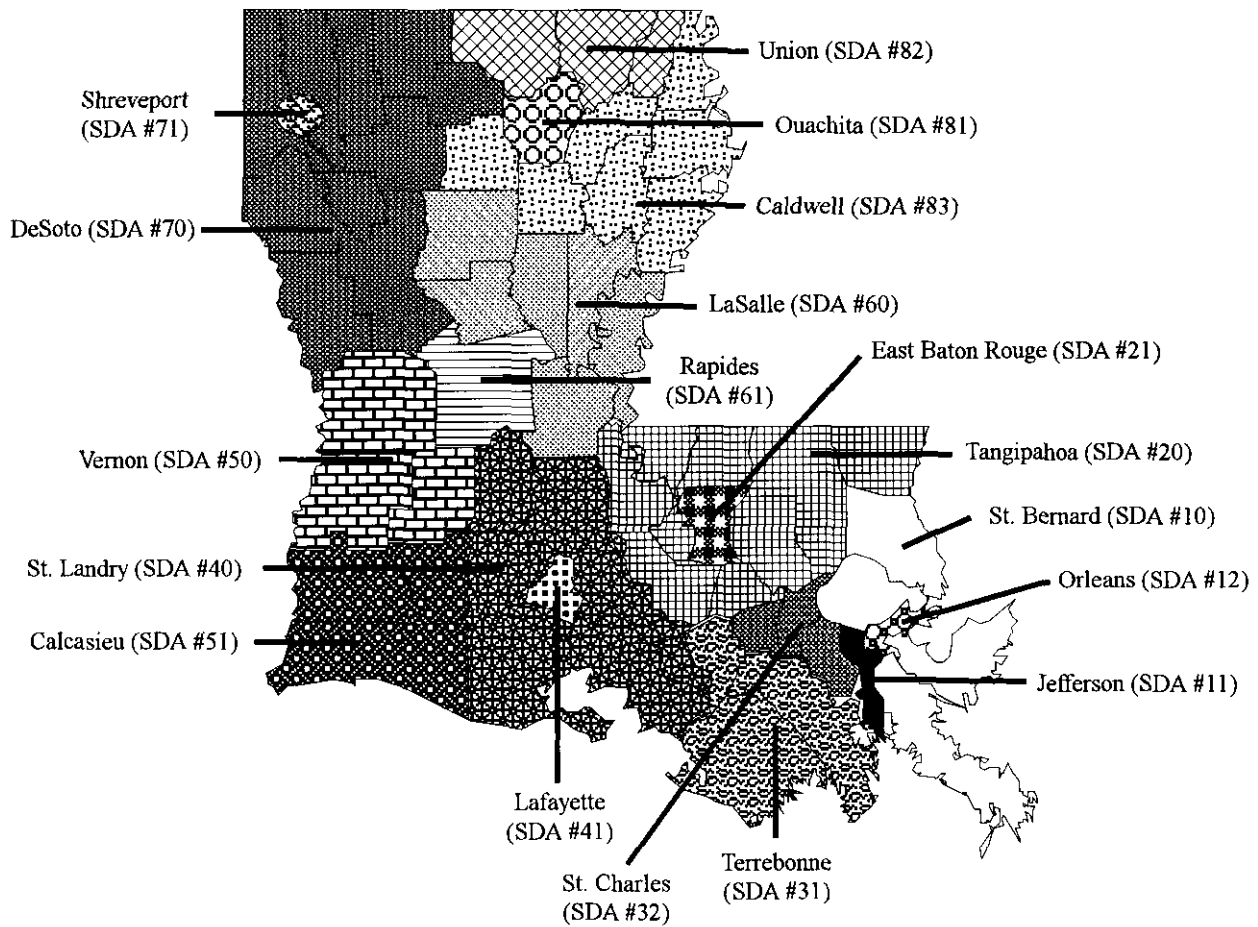
Note: The eight regional management centers include 44 technical institutes, 3 branch schools (#04a, #62a, and #84a), and one technical resource center (#77).

APPENDIX C
QUICKSTART PROGRAMS
Fiscal Year 1992-93



Source: Prepared by Legislative Auditor's staff from data obtained from the Department of Education.

APPENDIX D
JOB TRAINING PARTNERSHIP ACT (JTPA)
Service Delivery Areas (SDAs)
Fiscal Year 1992-93



Source: Prepared by Legislative Auditor's staff from data obtained from the Department of Education.

APPENDIX E

ESTIMATED STATE AND FEDERAL FUNDS FOR WORKFORCE PREPARATION PROGRAMS

Fiscal Years 1990-91, 1991-92, and 1992-93

Programs	1990-91		1991-92		1992-93	
	State	Total	State	Federal	State	Federal
DEPARTMENT OF LABOR						
Joint Training Partnership Act	\$99,090,839	\$99,090,839	\$89,777,590	\$89,777,590	\$98,492,442	\$98,492,442
DEPARTMENT OF EDUCATION						
Regional Vo-Tech Management Centers	\$53,085,141	66,699,460	\$60,402,205	8,452,272	\$75,662,299	10,582,200
Adult Education	4,716,299	8,099,219	4,932,655	4,165,113	4,704,480	5,237,649
Vocational Education	1,104,334	16,397,421	1,211,692	20,086,670	2,289,468	25,478,932
JTPA	637,370	5,483,744	303,372	4,397,434	635,522	8,305,923
Quickstart Program	514,908	514,908	624,454		1,000,000	1,000,000
DEPARTMENT OF SOCIAL SERVICES						
Project Independence	1,538,087	6,780,580	5,770,823	14,339,782	6,490,362	16,002,410
Louisiana Job Employment and Training Program (LaJET)	224,777	2,964,491	212,322	2,988,692	187,996	2,933,872
OFFICE OF THE GOVERNOR						
Office of Women's Services	833,115	833,115	591,079	591,079	639,115	639,115
Office of Elderly Affairs	138,262	3,405,379	138,754	2,970,202	148,471	3,325,404
Totals	\$61,959,178	\$148,309,978	\$210,269,156	\$147,768,834	\$91,118,598	\$170,997,947
	29.5%	70.5%	100.0%	66.8%	34.8%	65.2%
						100.0%

Source: Prepared by Legislative Auditor's staff.

Note: The accounting procedures for workforce preparation programs differed among the state agencies because of various uses of the Financial Accountability Control System (FACS) by the agencies and because one agency, the Department of Labor, uses an accounting system other than FACS. As a result, several sources were required to generate the financial data shown. These sources included audited financial statements, fiscal-year-end FACS documents, federal financial reports prepared by state agency personnel, and the Single Audit Interagency Grant Schedule. The funds reported on these sources were adjusted for interagency transfers of federal funds between state agencies. The sources for these adjustments are the Single Audit Interagency Grant Schedule and Single Audit Schedule of Federal Financial Assistance. Totals shown in these schedules are on a cash basis, thus will differ from the actual totals for reporting purposes. However, cash basis totals approximate the reported totals, which are on a modified accrual basis of accounting. State funds included the General Fund, self-generated revenues, interagency transfers, the Louisiana Quality Education Support Fund 8(g), et cetera.

Appendix F

Agency Responses

Response of
Board of Elementary and
Secondary Education



STATE OF LOUISIANA
BOARD OF ELEMENTARY AND SECONDARY EDUCATION

P. O. BOX 94064, CAPITOL STATION
BATON ROUGE 70804-9064
TELEPHONE: (504) 342-5840

June 2, 1993

MEMORANDUM

TO: Legislative Auditor
FR: Dr. John A. Bertrand, President *JAB*
RE: Performance Audit, preliminary draft

I have requested that Dr. Arveson and his staff respond to the findings of this audit. The superintendent and his staff are responsible for the administration of the programs discussed and will be able to answer, in detail, the questions you have.

In regard to the State Vocational Council, the Board, at its May meeting took action to request that the Council begin sending minutes of its meetings so that the Board may stay informed of their activities.

If you have any questions, please do not hesitate to call.

JAB:js

**Response of
Department of Education**



STATE OF LOUISIANA
DEPARTMENT OF EDUCATION

P. O. BOX 94064
BATON ROUGE, LOUISIANA 70804-9064

June 1, 1993

Mr. Martin B. Fortner, Jr.
Performance Audit Manager
Office of Legislative Auditor
P. O. Box 94397
Baton Rouge, Louisiana 70804

Dear Mr. Fortner:

We have received and reviewed the preliminary draft of your study of the state's Adult Education, Vocational Education, and Job Training Programs. The attachments should clarify efforts on the part of the Department to coordinate workforce preparation programs.

We will look forward to discussing each of these efforts during the exit conference scheduled for June 3 in my office.

If my office can be of additional assistance to you and/or your staff, please contact me at your convenience.

Sincerely,

A handwritten signature in cursive script that reads "Raymond G. Arveson".

Raymond G. Arveson
Superintendent of Education

RGA:JJG:lm

Attachment

cc: Robert G. Crew
Marlyn J. Langley
Moselle A. Dearbone
Chris W. Strother
John J. Guilbeau
William S. Abbott

OFFICE OF VOCATIONAL EDUCATION
Louisiana Technical Institutes
Secondary Vocational Education Programs
Job Training Partnership Act
(Title III and Eight-Percent Programs)

ISSUES OF CONCERN
Regarding
June 1993 Performance Audit
Coordination of Workforce Preparation Programs In Louisiana

1. Lack of Collaboration/Coordination

The following are collaborative efforts in which the Louisiana Office of Vocational Education in the Department of Education participated in FY 1992-93:

November 6, 1992 A Coordination Meeting was held with other State Agencies as well as other Offices within the Department of Education. ATTACHMENT 1 includes the participants and minutes of that meeting.

December 2, 1992
to Present A Workforce Development Task Force was established by the Governor to coordinate workforce development activities across the state. ATTACHMENT 2 includes the members, purpose and minutes of the Task Force.

January 21, 1993 Panel discussion "Collaboration with Existing Services" at Chapter I Bureau Conference on Family Literacy ATTACHMENT 3 includes agencies represented on the panel.

March 25, 1993 Meeting with Technical Institute Directors to discuss Amendments to the Job Training Partnership Act. The Louisiana Department of Labor also met with the Directors on that date to discuss areas of coordination and collaboration among programs.

May 4-5, 1993

Family Literacy Conference was a major effort toward coordination among agencies and programs. ATTACHMENT 4 includes the program agenda for the meeting.

May 21, 1993

Foundation for the Mid-South/Community Development Sessions. ATTACHMENT 5 includes the meeting agenda.

May 1993

Vocational Education met with JTPA Service Delivery Area Directors and Office Staff to discuss coordination efforts for JTPA and Education. Provided a list of priorities for JTPA 8½ services, High Schools that Work pilot program, Tech Prep Program, etc.

December 1992
thru Present

Interagency Transition Team was established to coordinate school-to-work transition services to individuals with disabilities. ATTACHMENT 6 includes Team members, purpose, and meeting minutes. Also included in this attachment is a letter of commitment signed by each of the eighteen (18) SDAs to support the effort of transition services for individuals with disabilities.

On June 15, 1993, the JTPA Bureau in the Department of Education will facilitate a strategy session for a Quarterly Coordination Meeting for offices in the Education Department as well as other agencies in the State. A list of offices/programs to be included in the meetings is included in ATTACHMENT 7.

The Louisiana Association of School Executives will host a three day workshop on June 8-10, 1993 entitled "Serving Students with a Collaboration Model: Implementing the Collaboration Model at the School Level." The Office of Vocational Education has been invited to the workshop to discuss services provided.

On June 16-18, 1993, the Chapter I Bureau in the Department is hosting a meeting on Family Literacy and has invited the Office of Vocational Education to present two one-hour sessions on the JTPA Program.

The Office of Vocational Education and the Office of Lifelong Learning will work together in FY 1993-94 to provide coordination and facilitation to SDAs on school-to-work transition programs and remediation programs across the state.

The state coordinator and the seven project coordinators of the JTPA Title III Dislocated Workers Program in the Office of Vocational Education meet with representatives of other funding sources to coordinate financial assistance that is provided to participants and with regional and technical institute directors to coordinate training for participants on an on-going basis.

The seven project coordinators for the JTPA Title III Program administered by the Office of Vocational Education meet with technical institute personnel to coordinate participant assessment before and during enrollment in a training program.

The state coordinator for the JTPA Title III Program in the Office of Vocational Education attends meetings of other agencies and is a Board Member of the Louisiana Occupational Information Coordinating Committee (LOICC). ATTACHMENT 8 includes information and membership of LOICC.

R.S. 17:1993, Paragraph 7, provides that BESE require each regional technical institute director to establish a working relationship with local economic development councils. Regional directors are members of their local chambers of commerce and regularly attend and participate in local economic development meetings. Some serve on economic development committees appointed by the Parish President Mayor, Police Jury, or Chamber of Commerce, depending upon the governmental body or group responsible for economic development. Additionally, many technical institute directors serve on local JTPA Private Industry Councils.

2. State Council on Vocational Education

The State Council on Vocational Education serves as an advisory body to the State Board of Elementary Education (BESE). The Office of Vocational Education provides related support to the Council in

order that they may effectively carry out their responsibilities under the mandates of the federal legislation. Through BESE's Vocational Education Committee, the Department of Education will advise BESE of any recommendations concerning The State Council on Vocational Education. ATTACHMENT 9 includes State Council on Vocational Education Membership and related legislation as well as BESE membership.

3. Technical Institutes Addressing Industry Needs

- ▶ Where and what are the "high technology jobs" in Louisiana?
- ▶ Louisiana's Technical Institutes train to the jobs identified as needed by business and industry.
- ▶ JTPA Service Delivery Areas through recommendations from their Private Industry Councils (of which a majority representation is local business and industry) solicit proposals for training based on demonstrated need in their particular service area.
- ▶ Within the course offerings, the specific skills, specialized curriculum, and length of training are further collaborated by the institute and industry.
- ▶ The length of courses vary and the rate of completion is dependent on the individual student.
- ▶ Quickstart programs are specifically designed for the requesting industry. ATTACHMENT 10 includes a list of Quickstart Programs.

4. Workforce Preparation Programs Offering Job Attainment or Readiness Services

- ▶ Louisiana's Technical Institutes do, in fact, offer these type programs (also called employability skills). The skills are offered by either:
 1. integration into course curriculum or
 2. stand alone "finishing" unit of instruction includes approximately 50-60 hours (mock interviews, resume, research a company, employment information, etc.)

- ▶ Participants in the various programs are receiving job readiness services; however, that does not mean these services are being duplicated.

5. Assessment

- ▶ The JTPA amendments of 1992 which become effective July 1, 1993 require each SDA to provide a comprehensive assessment of each individual eligible participant. For the first time JTPA will be allowed to accept the assessments performed by other state and local service providers. This, in itself, will eliminate much duplication and will foster coordination. The State Job Training Coordination Council has been working toward a uniform assessment system and coordination of assessment efforts across the state.

6. Duplication of Remedial Programs

- ▶ Remediation instruction, though provided in separate learning environments, should not be viewed as duplication of services. The increased need for literacy training has necessitated the establishment of additional training sites at various education facilities.
- ▶ On-site remediation or remediation integrated into skill training can be advantageous.
- ▶ Adult Education and JTPA are funding positions for remedial education instruction in the Technical Institutes, and JTPA is also funding positions for remedial education instruction in the public schools. This is a good example of collaboration rather than duplication.

**RESPONSE TO LEGISLATIVE PERFORMANCE AUDIT
RELATIVE TO ADULT EDUCATION WORKPLACE PREPARATION ISSUES**

**ADULT EDUCATION
JUNE 1, 1993**

DEFINITION

Adult Education is an academic program for all individuals 16 years of age and above with less than a high school education and not enrolled in the K-12 system. Enrollees include non-readers to those individuals who need little preparation to be authorized to take the GED test and qualify for a high school equivalency diploma.

TARGET POPULATION

The 1990 Census reflects that there are 905,263 individuals in Louisiana that qualify for adult education services.

The adult education program served 45,857 undereducated adults in 1991-92, which translates to 5.1% of the target population.

DUPLICATION

Duplication and overlap of services with other providers does not necessarily occur just because Adult Education, Vo-tech, JTPA, and Project Independence are serving similar clients. There is no documentation that duplication is taking place.

FUNDING

Federal regulation dictate the expenditure of Federal funds and the target population they are to serve.

Lack of adult education funds is the single greatest obstacle to providing academic services to undereducated adults in Louisiana.

Inadequate funding limits coordination by the Adult Education program with other workplace preparation programs.

STUDENT ASSESSMENT

BESE policy (Bulletin 741) requires that to qualify for recommendation to take the GED test, a student shall be a veteran or member of the Armed Forces or shall enroll in an Adult Education program and take the California Achievement Test at the high school level. An average score of 13.0 grade level, with no subject matter area below 12.0 grade level, shall be attained by the individual to be authorized to take the GED test.

Student assessment is necessary on entry into the program in order to develop an Individualized Prescription Instruction (IPI) plan that provides progress toward attainment of basic skills and competencies that support their educational needs and satisfy their selected goal.

STUDENT GOALS

79% of the examinees who took the GED test in 1992 did so to qualify for education and training beyond the post-secondary level.

COORDINATION

The very nature of the Adult Education program dictates that coordination of Adult Education services can best be accomplished at the local level. Examples of coordination are as follows:

Vo-Tech Schools	Appendix A
Parish Sheriffs	Appendix B
Special Need Groups	Appendix C
Workplace Literacy	Appendix D.

The cooperative Adult Education vo-tech program is domiciled in more than half (24) of the vo-tech schools to provide academic services for those individuals who do not have the appropriate academic skills to meet their needs and qualify for additional training. This program provides the opportunity for an individual to complete his high school education and learn a skill simultaneously.

ADDITIONAL INFORMATION

Adult Education presented the Department of Social Services welfare reform task force with a proposition that adult education could provide academic services to their Project Independence clients on a statewide basis. Adult Education would also generate the necessary reports and information required by Department of Social Services. This was possible because the Adult Education delivery system was in place and could provide the services at a lower cost than other providers.

The report does not mention the 521 part-time Adult Education classes that are provided statewide for those individuals who cannot attend the center based program.

Response of

State Council on

Vocational Education



STATE COUNCIL ON VOCATIONAL EDUCATION

7916 Wrenwood Boulevard - #D • Baton Rouge, Louisiana 70809 • (504) 922-0771 • FAX (504) 922-0773

May 26, 1993

Mr. John "Red" Bourg
Chairman
Baton Rouge

Ms. Sibal T. Holt
Vice-Chair
Baton Rouge

Mr. Edwin Lombard
Secretary
New Orleans

Mr. William Brasher
Homer

Mr. D. F. Burkhalter
Monroe

Mr. Walter Chappell
New Orleans

Mr. Carl Crowe
Baton Rouge

Mr. Gordon Flory
Baton Rouge

Ms. Gayle Flowers
Shreveport

Mr. E. W. Hayes
Kinder

Mr. Alvin Jones
New Orleans

Mr. Frank Letellier
New Orleans

Ms. Gen Solar
Lafayette

Mr. James S. Vilas
Executive Director

Ms. Joyce E. Stephens
Projects Coordinator

Mr. Martin B. Fortner, Jr.
Legislative Auditor
State of Louisiana
P. O. Box 94397
Baton Rouge, LA 70804-9397

Dear Mr. Fortner:

I take this opportunity to respond to the assertion that the State Council on Vocational Education is not adequately meeting its responsibility for coordination of workforce preparation programs. I hope the following information will give you insight to our activities in spite of the unusual circumstance of our Council being without a Director for nearly a year (from August, 1991, through the present). It might be noted that we are currently in the final stages of the selection process for a new Director that we have hope will be on board by June 18th, 1993.

In December of 1991, a work plan or plan of activity for the year of 1992 was presented to our Vocational Education Council (see document attached). In keeping with these planned activities for coordination, Mr. John R. Bourg, who was President of the Vocational Education Council at that time, met with the Technical Institute Directors on several occasions (on 3-4-92, on 3-25-92, again on 10-9-92 and 12-17-92). The purpose of these meetings was to enhance dialogue among the three bodies (Technical Institute Directors, the SCOVE and the State Department of Education) and to receive input from the directors in terms of long-range planning for Vocational Education in this state.

In February of 1992, public hearings were held in Shreveport, Louisiana, at Woodlawn High School, as well as a training seminar on Tech Prep for all Board members and other Vocational Education personnel. The Council has participated in meetings with the Department of Labor, the Department of Economic Development, as well as various businesses in hopes of creating for business a quicker response from the Vocational Education system when the need arises.

To this end, it was suggested that the Council make contact with the other State SCOVEs. This became the initial charge of Mr. James Vilas, who for a

Mr. Fortner – Page 2
May 26, 1993

short period of time was the Director of the State Council, beginning in July of 1992. Mr. Vilas, after a basic orientation, attended the National SCOVE Conference in order to facilitate this charge of meeting with other SCOVEs and seeing how they have promoted a quick response to businesses in their various areas. Mr. Vilas did make a report to the Council about the Conference and what he had learned. The Council also participated with the Department of Labor in soliciting information in order to prepare their 1992 Workforce Preparation Program Report. Mr. Vilas, in his short tenure, developed a pamphlet about the SCOVE (see document attached) and distributed this pamphlet to all Technical Institute Directors, BESE Board members, State Department of Education, and other SCOVEs nationwide.

In October of 1992, members of the State Council, along with the Department of Labor, facilitated a meeting between State Apprenticeship Directors and the State Department of Vocational Education in hope of developing some standard method of resolving the problems within the Apprenticeship training programs in the state. It was agreed that similar meetings would occur throughout the year in order to give Directors direct access to all entities concerned with Apprenticeship training.

Due to the lack of a Director, as well as the changing of Board members throughout the midst of all of this, we have not done an evaluation of the effectiveness of the coordination of Carl Perkins and the Job Training Partnership Act in achieving their purposes. As you know, the responsibility of the evaluation only became effective in July of 1991 with the revision of Carl Perkins (just as we lost our Director). We are charged to make an evaluation every two years. With the permanent placement of a Director by June 18th, we do plan to have a report completed by the end of 1993. We have appointed several committees which we believe will help the new Director facilitate this evaluation and report.

We hope that by having members of the SCOVE sit as members of the State Advisory Board for Literacy, the State Council of Employment and Training as well as the Louisiana Association for Business and Industry, we have strengthened the role of the State Council by being able to make recommendations to these bodies as well as the State Department of Education and the State Department of Labor in terms of joint planning and collaboration.

I am confident that when you do your next audit of the SCOVE, you will find that our board will be among those who have fulfilled their coordination duties.

Respectfully,



Sibal S. Holt
Acting Chair

Response of

Interagency Coordinating Council
for Adult Literacy, Retraining,
and Continuing Education



EDWIN W. EDWARDS
GOVERNOR

State of Louisiana

OFFICE OF THE GOVERNOR

Baton Rouge

70804-9004

POST OFFICE BOX 94004
(504) 342-7015

M E M O R A N D U M

TO: Dan G. Kyle
Legislative Auditor

FROM: Dr. Jerry Pinsel, Director
Office of Lifelong Learning

DATE: May 28, 1993

RE: Response to Preliminary Draft (ie study of the state's adult
education, vocational education, and job training programs)

Thank you very much for sharing a preliminary draft regarding your study of the state's adult education, vocational education, and job training programs. Your study provides the summary analysis which will help to underscore the reality that all of us (deeply concerned about the preparedness of our workforce) have recognized for some time: there is a **critical** need for streamlining and co-ordinating of services to in school and out-of-school youths and adults.

Hence, we are going to need to approach workforce preparation in a two-pronged manner. First, we must address the retraining needs of the current workforce/labor pool. Secondly, we must create a seamless continuum of formalized education (K-postsecondary/H.E.) for the preparation of our future workforce/labor pool. Our success must be reflected in **outcome** (value added) measures, **uniformly**, ACROSS departments and agencies.

In order to accomplish this, bold measures will be required. The data suggesting that this needs to happen abound.

Know that our office stands prepared to work with your office, and with the various departments and agencies involved in workforce preparation, to act upon your recommendations.

Joint Responses of
the Department of Labor
and related parties including:

Louisiana Occupational Information
Coordinating Committee

and

Louisiana Employment Security
Advisory Council



State of Louisiana

DEPARTMENT OF LABOR

OFFICE OF THE SECRETARY

POST OFFICE BOX 94094

BATON ROUGE, LOUISIANA 70804-9094

(504) 342-3011

EDWIN W. EDWARDS
GOVERNOR

GAYLE F. TRULY
SECRETARY

May 26, 1993

RECEIVED

MAY 27 1993

LEGISLATIVE AUDITOR

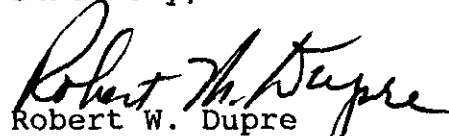
Mr. Martin B. Fortner, Jr.
Performance Audit Manager
1600 North Third Street
Post Office Box 94397
Baton Rouge, Louisiana 70804-9397

Dear Mr. Fortner:

Attached are responses from the Louisiana Employment Security Advisory Council and Job Training Partnership Act. Louisiana Occupational Information Coordinating Committee information was correct as written.

If there are any questions or additional information needed, please contact me at (504) 342-7837.

Sincerely,


Robert W. Dupre
Deputy Secretary

RWD:mws

Attachment



EDWIN W. EDWARDS
GOVERNOR

State of Louisiana

DEPARTMENT OF LABOR

OFFICE OF LABOR


Post Office Box 94094
Baton Rouge, Louisiana 70804-9094
May 25, 1993

RECEIVED
GAYLE F. TRULY
SECRETARY

MAY 27 1993

LEGISLATIVE AUDITOR

TO: Ms. Gayle F. Truly, Secretary of Labor

FROM:  Robert S. Fore, Federal Training Programs Director

SUBJECT: Performance Audit of June 1993 Conducted by the Office of Legislative Auditor

Per your instructions I have reviewed the subject report.

My comments with regard to the Job Training Partnership Act (JTPA) portion of the report are as follows:

1. Page 2, Paragraph 2 - The fact that JTPA service delivery areas (SDAs) all offer client assessment and remediation should not be seen as duplication. Both of these services are mandated by the JTPA. Further, JTPA funds are formula allocated and dedicated to serve residents of a particular service delivery area. Coordinating these activities in metropolitan areas might be more cost effective. However, in rural areas transportation and scheduling would present a significant problem.
2. Page 3, Paragraph 3 - The Legislative Task Force on Job Training must be unaware of the private industry councils (PIC) which are present in every JTPA service delivery area. These PICs by law have a majority of members from the private business sector. The PIC chair is required by law to be a private business person. The whole purpose of the PIC is to provide business sector input into programs offered in each service delivery area.

Funds may be used to upgrade the skills of employed/unemployed workers under Title II-A of the JTPA. However, these workers still have to meet the JTPA family income criteria. It is this income criteria that usually keeps us from serving these individuals.

3. Pages 27 - 29 - This part of the report appears to take the position that any duplication of function or services is unwarranted. First, if several programs are providing the same or similar service and they are filled to capacity we can hardly say this is a duplication. Maybe this should be considered as augmentation. Second, while some of these programs may have a common mission, they also have federally

mandated services that must be provided. Further, JTPA has performance standards on participant job placement, wages earned, welfare participation, etc. These mandates are conducive to duplication of some program services.

It is true that JTPA service providers use different assessment instructions. This reflects the differences in program approach, type of clients and individual preference of SDAs. The new amendments to JTPA effective July 1, 1993, will require an even more comprehensive assessment of clients. For the first time JTPA will be allowed to accept the assessments performed by other state and local service providers. This will eliminate a lot of duplication and promote more coordination. It should be pointed out however, that the use of multiple testing instruments in the assessment process is not uncommon since different tests measure different aptitudes, proficiencies or interests.

JTPA requires the remediation of a significant number of participants each year. As noted in the report JTPA coordinated with other agencies to provide this instruction where possible. The tremendous need for literacy training has necessitated the establishment of additional training sites at both the SDA as well as in other educational facilities.

4. Page 31, Recommendations

I concur that the integration of services to save funds and provide better services is a worthy objective. Much has been done toward this goal and the JTPA amendments will help to facilitate this. The "one-stop shopping" concept has a lot of support in the new Clinton administration. However, they too are trying to work through some of the legal, logistical and programmatic issues that have surfaced.

Overall I am very pleased with the comments on JTPA and the services it is providing.

RSF:jg



State of Louisiana
DEPARTMENT OF LABOR
OFFICE OF EMPLOYMENT SECURITY
POST OFFICE BOX 94094
BATON ROUGE, LOUISIANA 70804-9094
(504) 342-3013

EDWIN W. EDWARDS
GOVERNOR

GAYLE F. TRULY
SECRETARY

INTERNAL MEMO RECEIVED

MAY 27 1993

TO: Bob Dupre
FROM: Joe Gerace
DATE: May 21, 1993
SUBJECT: LEGISLATIVE AUDITOR'S PRELIMINARY DRAFT

LEGISLATIVE AUDITOR

Please refer to page 24 relating to the Louisiana Employment Security Advisory Council. It would be more appropriate if stated as follows: The Louisiana Employment Security Advisory Council acts as a body which reviews and makes recommendations on matters relating to the state's Employment Service program and Unemployment Insurance system. State Law LSA R.S. 23:1659 requires that the Advisory Council aid and advise the administrator who shall take all appropriate steps to reduce and prevent unemployment: To encourage and assist in the adoption of practical methods of vocational training, retraining and vocational guidance. Delete the last sentence "However, the Law does not specify coordination requirements for the Advisory Council." because there are two coordinating organizations in place meeting those requirements. They are the Governor's Employment and Training Coordinating Council and the Louisiana Occupational Information Coordinating Committee (LOICC).

Referring to page 25, the Louisiana Occupational Information Coordinating Committee's (LOICC) responsibilities as written is true and acceptable.

Response of

**Governor's Employment and
Training Coordinating Council**



EDWIN W. EDWARDS
GOVERNOR

State of Louisiana

DEPARTMENT OF LABOR

GOVERNOR'S EMPLOYMENT & TRAINING COORDINATING COUNCIL

P. O. BOX 94094

BATON ROUGE, LOUISIANA 70804-9094

(504) 342-3132

GAYLE F. TRULY
SECRETARY

June 3, 1993

Mr. Martin B. Fortner, Jr.
Performance Audit Manager
Office of Legislative Auditor
State of Louisiana
P.O. Box 94397
Baton Rouge, LA 70804-9397

Dear Mr. Fortner:

As Chairperson of the Governor's Employment and Training Coordinating Council, I am pleased to respond on behalf of the Council to the Legislative Auditor's report on "Coordination of Workforce Preparation Programs in Louisiana".

The Legislative Auditor indicated in his report that the Governor's Council has met its legal responsibilities for the coordination of workforce preparation programs. Additionally, the Council feels that more than simply meeting its legal requirements, the Council has strived to improve the coordination, administration, and quality of the programs it reviews through its recommendations and comments.

The Governor's Employment and Training Coordinating Council will continue to meet its legal requirements. Furthermore, the Council is willing to work with other coordinating agencies in order to better serve Louisiana's citizens that are in need of training, and to meet the demands of today's technical job market.

The Governor's Council is open to suggestions that would produce greater coordination and efficiency in Louisiana's Workforce Preparation Programs and looks forward to participating in that effort.

Sincerely,

A handwritten signature in cursive script that reads "Mary B. Willis".

Mary B. Willis
Chairperson

MBW:AD:nj

Responses of

Governor's Office of
Elderly Affairs

and

Governor's Office of
Women's Services



EDWIN W. EDWARDS
GOVERNOR

STATE OF LOUISIANA
GOVERNOR'S OFFICE OF ELDERLY AFFAIRS
P.O. BOX 80374
BATON ROUGE, LA. 70898-0374
(504) 925-1700

May 25, 1993

Mr. Martin B. Fortner, Jr.
Performance Audit Manager
Office of Legislative Auditor
1600 North Third Street
P.O. Box 94397
Baton Rouge, Louisiana 70804-9397

Dear Mr. Fortner:

We have reviewed your performance audit on the state's adult education, vocational education and job training programs.

Though, there were no recommendations that would impact our program, designed to provide services for the elderly, we found the report very informative. We will try to utilize these recommendations as outlined for the Department of Social Services, the Department of Education and the Department of Labor, where possible, in our older adult program.

If you have further questions or need more information regarding the Older Adult Program, please let us know.

Sincerely,

A handwritten signature in black ink, appearing to read "Bobby Fontenot".

Bobby Fontenot
Director

BF:RMD:rmd



EDWIN W. EDWARDS
GOVERNOR

State of Louisiana
OFFICE OF WOMEN'S SERVICES
150 THIRD STREET, 4TH FLOOR-P.O. BOX 94095
Baton Rouge, LA 70804-9095
(504) 342-2715
FAX (504) 342-2768

BOBETTE B. APPLE
EXECUTIVE DIRECTOR

May 28, 1993

Martin B. Fortner, Jr.
Performance Audit Manager
Office of the Legislative Auditor
P.O. Box 94397
Baton Rouge, LA 70804

Dear Mr. Fortner:

Thank you for the opportunity to review the preliminary draft of your study of the state's adult education, vocational education and job training programs.

While I do not find any factual errors in the draft, I feel that there are many other issues that affect the availability and usefulness of workforce preparation training as it is offered in Louisiana, especially to women that were not mentioned in this report.

I hope that this study will lead to more productive discussions regarding training for Louisiana citizens.

Sincerely,

A handwritten signature in cursive script that reads "Bobette Apple".

Bobette Baskind Apple, Executive Director
Governor's Office of Women's Services

BBA:MS:pr

*Joint Response of
Department of Social Services*

and

*Louisiana Welfare Reform
Coordinating Committee*



State of Louisiana
Department of Social Services
OFFICE OF THE SECRETARY
755 THIRD STREET 2ND FLOOR
P.O. BOX 3776 - PHONE - 504/342-0286
BATON ROUGE, LOUISIANA 70821

EDWIN W. EDWARDS
GOVERNOR

GLORIA BRYANT-BANKS
MSW, ACSW, BCSW
SECRETARY

May 26, 1993

Mr. Martin B. Fortner, Jr.
Performance Audit Manager
Office of Legislative Auditor
Baton Rouge, La. 70804-9397

Dear Mr. Fortner:

Reference is made to your correspondence of May 19, 1993 which contained a preliminary draft of the audit report on *Workforce Preparation Programs in Louisiana*.

With great anticipation, we have reviewed the preliminary report and appreciate the comments and recommendations made. It is a pleasure to know that the report cites the Louisiana Welfare Reform Coordinating Committee as being one of three committees which met their legal requirements for coordination.

We, are aware of the need for further coordination of effort with other entities. Our goal is to eliminate duplicity of services wherever possible and appropriate. Of course, we in the Department of Social Services must be mindful of the federal mandates to meet placement standards in accordance with programmatic regulations so as to avoid fiscal sanctions. The Department of Health and Social Services and the United State Department of Agriculture, the respective funding sources for Project Independence (PI) and the Louisiana Job Employment and Training (LaJET) Program, have been working diligently to coordinate employment and training discrepant requirements at the national level. This coordination at the national level will further facilitate the efforts we are making in Louisiana to integrate workforce preparation programs.

On page nine of the report, may we point out that there are six federal acts (not five), which govern state administration of workforce preparation programs. The Food Security Act of 1985 which mandated the workforce preparation program (LaJET) for food stamp recipients was omitted.

Your efforts in this study are appreciated.

Sincerely,



Gloria Bryant-Banks
Secretary

GBB/VWB/ltd

Response of

Department of
Economic Development



Edwin W. Edwards
Governor

State of Louisiana
DEPARTMENT OF ECONOMIC DEVELOPMENT

June 1, 1993

Kevin P. Reilly
Secretary

MEMORANDUM

TO: Martin B. Fortner, Jr.
Performance Audit Manager
Office of the Legislative Auditor

FROM: Kevin P. Reilly, Sr.
Secretary of Economic Development

RE: Response to Draft Audit
Coordination of Workforce Preparation Programs in Louisiana

The draft fairly presents the current state of workforce preparation programs in the State of Louisiana.

While federal funding sources require similar training regimens for different populations and therefore dictate separate programs, there is a need for a coordinated effort to maximize the use of state and federal resources. Clearly, any coordination effort must carry the requisite level of authority to effect change.

In addition, the state should explore core components of all training programs and seek a mechanism to consolidate those components into one entity that serves all programs. Two areas that come to mind are testing/referral and program evaluation of outcome variables.

In conceptualizing a plan we believe that the effort should be split into two interdependent but distinct groups: i.e. formal education and existing workforce/labor training.

Thank you for allowing us to comment on the audit.


KPR:ST:gmw
\steve\audit.res\