

# Evaluation of the Center for Employment Training Replication Sites

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## Interim Report

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## Interim Report on the Evaluation of the CET Replication Sites: Executive Summary

The Evaluation of the CET Replication Sites has its origins in the remarkable performance of a single employment and training program: the Center for Employment Training. CET is a community-based employment and training organization with headquarters in San Jose, California. CET received extensive attention in the early 1990s through the involvement of its San Jose headquarters in two major studies of employment and training programs for disadvantaged individuals. Both studies reported that participants in CET-San Jose's programs achieved substantial and statistically significant gains in employment and earnings as compared to a control group not receiving CET services.<sup>1</sup> CET-San Jose's results were particularly noteworthy in relation to the results of outwardly similar programs. Among 16 employment and training providers participating in these two studies, CET-San Jose alone produced statistically measurable employment and earnings gains for its clients.

Encouraged by these results, the U.S. Department of Labor sought to investigate how CET-San Jose's successes could benefit out-of-school youth and, in 1995, began an evaluation of efforts to replicate CET. In doing so, the Department of Labor anticipated the increased emphasis on services to out-of-school youth that would be mandated in the Workforce Investment Act of 1998 (WIA). WIA requires that a minimum of 30 percent of youth funds shall be used to provide activities to out-of-school youth, and encourages local programs to develop long-term, intensive services for youth. The Evaluation of the CET Replication Sites targeted out-of-school youth exclusively, and sought to provide them with intensive and comprehensive services leading to employment. This report's findings thus appear at a critical junction in the reform of employment and training services for out-of-school youth.

The Evaluation of the CET Replication Sites involved 12 sites in total. Six sites were located in eastern and mid-western states, and had begun their efforts to replicate CET-San Jose's services in the early 1990s. Six additional sites were selected randomly from among those located in western states that had been operating CET programs between 5 and 20 years. All of the western sites were divisions of the CET corporation, as were two of the eastern and mid-western sites. The remaining eastern and mid-western sites included two community-based organizations and two administrative entities under the Job Training Partnership Act, the federally-funded employment and training program that preceded WIA.

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<sup>1</sup>Cave, Bos, Doolittle, and Toussaint, 1993; Burghardt, Rangarajan, Gordon, and Kisker, 1992.

To investigate the potential benefits of CET-San Jose for out-of-school youth, the Evaluation of the CET Replication Sites was designed to examine the implementation experiences of these twelve sites, and to measure their impacts on a range of important outcomes, such as employment and earnings. This report addresses the first of these goals. It relies on data collected between 1996 and 1999 to document and explore the implementation experiences of the replication sites. A second report, scheduled for completion in 2002, will utilize long-term data on individual outcomes of CET applicants who were randomly assigned to a program group eligible for CET services or to a control group not eligible to receive these services.

### **Implementing the CET Model**

Our analysis of implementation experiences at the twelve replication sites focused on four distinctive elements of the CET model:

- employment and training services designed to mirror the workplace,
- intensive participation in such services,
- the close involvement of industry in the design and operation of the program, and
- organizational capacity and stability.

These elements also provide the organizing principle for our findings, as discussed in detail below. In summary, most replication sites successfully implemented most elements of the CET model, but several sites had difficulty sustaining their programs for the full demonstration period.

### **Findings on Employment and Training Services**

Employment and training services that mirror the workplace provide the core feature of the CET model. Occupational training emphasizes job-specific skills, and trainees advance at their own pace by demonstrating their attainment of specific competencies. Even basic skills training is designed to mirror the workplace. Individuals requiring assistance with English, reading, or math receive this instruction in the context of tasks that they might encounter in the jobs for which they are being trained. Trainees do not terminate from CET programs until they find employment, and CET provides active job placement assistance to locate positions for its trainees. These features reflect a key assumption of the CET approach, that trainees should learn in an environment that resembles the workplace.

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Overall, the replication sites were largely successful in achieving this goal. Trainees learned in classroom settings that mirrored the working world, and advanced by demonstrating their competency in job-specific skills. Active job placement assistance, however, proved more difficult to replicate. Many sites had difficulty funding and maintaining full-time staff positions for job developers to assist trainees in their search for jobs. Sites that were most successful in creating a work-like environment were the most mature of the replication sites.

### **Findings on Participation**

While most training programs offer a part-time schedule of classes, the CET model requires a full-time commitment from trainees. This requirement accustoms trainees to a regular work schedule, and provides the time necessary for them to acquire the skills of their intended trade. It also allows them to pick these skills up quickly, which minimizes the opportunity cost of participation in training. We consider intensive participation in services to be crucial to CET's success.

All but two replication sites implemented curricula that provided intensive training in a relatively limited period of time. Youth who completed CET training averaged more than 800 hours of classroom attendance, and 75 percent gained employment. The average wage at placement for these youth was \$7.88 per hour. These figures compare favorably with program outcomes for out-of-school youth served in mainstream employment and training programs, suggesting that most replication sites achieved the goal of providing intensive training that quickly leads to employment in good jobs.<sup>2</sup>

While encouraging, this finding must be interpreted with caution. It is based on the subset of youth who completed training rather than the larger group of youth who were eligible for or began training. This subset appears to have received more services than the larger group, and may have achieved better outcomes as a result. In addition, the participation findings in this report are based on preliminary data for only eight of twelve sites. A more in-depth analysis of participation and outcomes, utilizing data from a long-term survey of all randomly assigned youth, will be included in a future report on program impacts.

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<sup>2</sup>In JTPA Program Year 1997, out-of-school youth who completed occupational training programs averaged 406 hours of classroom attendance, and 58 percent were employed at the time of termination. The average wage at placement for these youth was \$6.69 per hour. The more crucial comparison for the demonstration, however, is between program and control group members, but these data were not available at the time this report was prepared.

### **Findings on Industry Involvement**

Employer involvement is a critical aspect of the CET model. Close connections with industry enhance the responsiveness of CET programs to employers, facilitating the design of services that meet employers' needs. These connections also provide CET programs with access to jobs for their graduates. CET programs develop connections with industry actively. Rather than seek out employers only when trainees are ready for placement, CET programs involve employers in the design of their programs. The recruitment of industry representatives as instructors further enhances connections with employers. In each of these ways, CET programs integrate employer needs.

Six of the twelve replication sites successfully implemented these aspects of the CET model. Employers were welcomed as active participants in the design of these sites' programs, and meeting the needs of employers was recognized as essential for the successful placement of trainees. Five other sites achieved close ties with industry in some aspects of their programs, but not in others. These sites developed ties with industry in a subset of their training programs only, or relied on industry for program design, but not as a source of instructors. One site, however, failed to recognize the value of industry involvement entirely, and largely ignored local employers in the design and operation of its training program.

### **Findings on Organizational Capacity and Stability**

Although inherently difficult to replicate, organizational capacity and stability play a clear role in the past success of CET. CET-San Jose is the headquarters of substantial community-based organization that has existed for 33 years. In this time, it has evolved from a single center to a network of more than 30 sites. Simultaneously, it has developed a cadre of highly experienced and dedicated managers. Although difficult to replicate, this feature cannot be ignored. CET as an organization has proven highly resilient, and has withstood three decades of change in policy and funding priorities for employment and training organizations.

The most basic elements of organizational capacity were stable funding and staff. Without these, replication sites focused on survival instead of their mission—to prepare trainees for employment. Only stable organizations could pursue the more advanced goals of developing training programs that provided a work-like environment, assuring the intensive participation of trainees, and involving employers in their programs. These goals demanded substantial commitments of time and energy

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from training organizations and their staff. They also required steady funding over an extended period of time.

We identified five of the twelve replication sites as highly stable. One of the five was part of a much larger community development corporation that had been in operation for 30 years, while the remaining four had been in operation for more than 20 years. These sites had developed close ties to their local communities, including funders and employers, and had weathered many challenges in their long histories. Less experienced replication sites, by contrast, were prone to major upheavals when unanticipated obstacles arose. Of the seven less experienced replication sites, four shut their doors during the course of the evaluation.

## Conclusions

- **The CET model proved challenging to implement in its entirety, but many of its features appear adaptable to mainstream employment and training programs serving out-of-school youth.**

A majority of the 12 replication sites successfully provided a work-like training environment, involved industry in the design and operations of their services, and offered training programs that concentrated participation over a relatively short period of time. These features were implemented by sites in a wide variety of organizational and geographic contexts. Although they are not typically seen in other mainstream employment and training programs, these aspects of the CET model appear to face no inherent obstacles to their implementation, given sufficient commitment from policymakers, funders, and program operators.

- **The greatest challenge for sites was not implementing the CET model, but sustaining it.**

While most sites implemented programs consistent with the major features of the CET model, several of these programs could not be sustained. Four of the twelve replication sites shut their doors before the demonstration had ended, and three others faced serious difficulties in maintaining program operations.

- **Future attempts to replicate the CET model should consider organizational stability as a critical factor affecting program sustainability.**



CET-San Jose has taken more than 30 years to establish and refine its own program of employment and training services, yet replication sites sought to develop a similar model in as few as three years. Sites that were most successful in sustaining these programs had operated employment and training programs for many years, and had weathered numerous previous challenges. These sites had close connections to their communities and to local funders, and could rely on these connections to gain support for innovative programs. Sites operated by less experienced organizations faced greater difficulties in implementing the CET model, and were more likely to fail in this attempt.

- **Replicating the CET model on a larger scale than that attempted in this demonstration may require new approaches.**

As evident from the experiences of the replication sites, it can be risky for employment and training programs to innovate. Potential funders are often reluctant to support innovation, finding it safer to maintain existing program models than to attempt new ones. New approaches, such as multi-year funding or incentives for local funders to support these programs, may be necessary to replicate the CET model on a larger scale. The Department of Labor may also wish to consider organizational capacity as a factor in selecting any future replication sites. Mature, well-managed organizations appeared to have the greatest success in implementing the CET model, and may be best suited to this challenge.

- **The evaluation of the CET replication sites was successfully implemented, setting the stage for a future analysis of program impacts.**

Nearly 1,500 out-of-school youth were randomly assigned under the evaluation. The demographic characteristics of these youth were comparable to those served under mainstream employment and training programs, and the replication sites provided them with a substantial amount of CET services. The basic requirements for measuring program impacts have been met.

Data for the impact analysis will come from a long-term follow-up survey of program and control group members, which was still in process at the time of this report's publication. Our impact analyses must await the completion of this survey in late 2001. The report on program impacts will follow shortly thereafter, and is currently scheduled for completion in mid-2002. We will return to the subject of the replication of the CET model in this next report.

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## Chapter 1: Introduction

This report is the first in a two-part series on the Evaluation of the Center for Employment Training (CET) Replication Sites. Initiated by the U.S. Department of Labor (DOL) in July 1995, the evaluation is intended to document the implementation and impacts of efforts to replicate a successful training program for out-of-school youth in 12 sites across the U.S. The final report for the evaluation is scheduled for completion in June 2002. The Manpower Demonstration Research Corporation (MDRC) serves as prime contractor to the Department of Labor on the evaluation, and has been assisted by two subcontractors, Berkeley Planning Associates (BPA) and Temple University's Institute for Survey Research (ISR).

The Evaluation of the CET Replication Sites has its origins in the remarkable performance of a single employment and training program: the Center for Employment Training. CET is a community-based employment and training organization with headquarters in San Jose. It was founded in 1967, and by January 2000 its national network included 35 employment and training programs in 14 states. CET received extensive attention in the early 1990s through the involvement of its San Jose headquarters in two major studies of employment and training programs for disadvantaged individuals. Both studies reported that participants in CET-San Jose's programs achieved substantial and statistically significant gains in employment and earnings as compared to a control group not receiving services (Cave, Bos, Doolittle, and Toussaint, 1993; Burghardt, Rangarajan, Gordon, and Kisker, 1992). CET-San Jose's results were particularly noteworthy in relation to the results of outwardly similar programs. Among 16 employment and training providers participating in these two studies, CET-San Jose alone produced statistically measurable employment and earnings gains for its clients.

Encouraged by these results, the U.S. Department of Labor sought to test whether CET-San Jose's successes could be replicated. Specifically, the Department of Labor sought to test whether programs like CET-San Jose's could be developed elsewhere, and whether they could benefit the youth who participated in them. This evaluation addresses that goal in two parts. First, the evaluation asks whether the replication sites have faithfully implemented the CET model and how they have



adapted it to local circumstances. This question provides the focus for the current report. Second, the evaluation seeks to measure the impact of the services provided by replication sites on youth, and to compare these impacts to those achieved by CET-San Jose in earlier evaluation studies. This second evaluation goal will be addressed in a future report on program impacts.<sup>1</sup>

This chapter provides an introduction to this implementation report. It briefly reviews trends and policy developments related to youth unemployment, with particular attention to the last decade. It then reviews the research studies which preceded this evaluation, and provided the initial indications of CET-San Jose's distinctiveness. The chapter concludes with a discussion of efforts to replicate the CET model, and the origins of this evaluation. Chapter 2 of this report describes the research design for the evaluation and its implementation. Chapter 3 examines the success of efforts to replicate the CET model, and Chapter 4 presents baseline and participation data for sample members. Chapter 5 presents our conclusions and lessons for further replication.

## **Youth Employment in the 1990s**

The design and implementation of the Evaluation of the CET Replication Sites took place during a period of exceptional economic change. As discussed later in this chapter, the evaluation had its origins in replication efforts that began in the early 1990s. The U.S. economy was in the midst of a recession, and the national unemployment rate exceeded 7.5 percent. By the time the last youth was enrolled in the evaluation, national unemployment rates had declined to a 30-year low of 4 percent, and the economy was in the ninth year of an expansion. These economic trends reshaped the labor market for all American workers, including the out-of-school youth targeted by the evaluation.

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<sup>1</sup>Throughout this report we draw a distinction between outcomes and impacts. While outcomes refer generally to levels of employment and earnings achieved by a targeted population, impacts denote the measurement of differences in outcomes between experimental and control groups.

Changes in the labor market for youth are readily apparent from an examination of unemployment rates. Between 1992 and 1999, unemployment for out-of-school youth between the ages of 16 and 24 dropped by more than a quarter, from 11.8 to 8.6 percent.<sup>2</sup> The absolute number of youth in the labor force increased by only 2.7 percent during this period, yet the population of employed out-of-school youth increased by 7.6 percent. Unemployment declined for nearly all major subgroups of youth, but especially for males. Overall, male out-of-school youths experienced a 38 percent decline in unemployment, while white, African-American, and Hispanic males experienced declines of 42.4, 24.3, and 40.8 percent respectively. Unemployment among females fell by 7.2 percent, with decreases of 11.6, 5.9, and 8.3 percent for white, African-American, and Hispanic females. Although females had smaller unemployment declines than males, there were noteworthy developments within this population as well. In particular, out-of-school African-American females were much more likely to be in the labor market towards the end of this period. Labor force participation for African-American females increased from 62 percent in 1992 to 75.1 percent in 1999.

Employment gains for out-of-school youth translated into earnings gains as well. Among all out-of-school youth between the ages of 16 and 24, weekly wages increased by 4.8 percent between 1992 and 1999, while hourly wages increased by 8.8 percent. Hourly wages for females increased by 11.2 percent, with increases of 20.7, 17.9, and 9.7 percent respectively for whites, African-Americans, and Hispanics. Hourly wages for males increased by 7.3 percent, with increases of 7.6, 6.6, and 7.5 percent for whites, African-Americans, and Hispanics.

While these data portray a strong employment picture for out-of-school youth, not all sub-populations fared equally. As noted above, white out-of-school youth tended to experience greater decreases in unemployment, and greater increases in

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<sup>2</sup>Employment and earning figures in this section are based on BPA tabulations of the Annual Demographic Files of the Current Population Survey, March 1992 and March 1999. These data have been adjusted, using CPS-provided weights, to insure their representativeness to the national population of out-of-school youth. Earnings data provided are based on constant 1999 dollars.

wages, than their African-American and Hispanic counterparts. Similarly, out-of-school youth with greater educational attainment tended to experience greater unemployment declines and earnings gains than youth with less educational attainment. While unemployment for all youth declined by 27.1 percent, unemployment for youth without a high school diploma declined by only 8 percent. Weekly and hourly wages for out-of-school youth without high school diplomas actually grew worse between 1992 and 1999. Weekly wages dropped by 6.2 percent while hourly wages declined by 2.5 percent. These trends substantially increased the gap between out-of-school youth with and without a high school diploma. While youth without a high school diploma had unemployment rates 27.2 percent higher than youth with high school diplomas in 1992, this difference had increased to 45 percent by 1999. In 1992, youth with a high school diploma earned 41 cents more per hour than youth without a diploma, but by 1999 they earned \$1.18 more per hour. Although the economic boom of the 1990s greatly improved employment prospects for out-of-school youth in general, youth without high school diplomas fell further behind their better educated peers.

In the midst of the economic turnaround of the 1990s, policy developments at the federal, state, and local levels reshaped the programmatic context in which many disadvantaged individuals received employment and training services. Welfare reform, in particular, increased most programs' emphasis on "work-first" activities, which seek to place clients into immediate employment. Occupational training programs, such as those operated by CET and the replication sites, became less popular with welfare agencies. In addition, as local welfare agencies grappled with the implementation of welfare reform, other initiatives were often put on hold. Expenditures for new training programs, and even existing ones, were delayed or canceled while state and local agencies reconsidered their priorities in light of welfare reform.

Reforms to the workforce development system also increased uncertainty and delays in funding for employment and training providers. Among many other changes, the Workforce Investment Act of 1998 revised the governance structure for the workforce development system and empowered individuals to select services and

service providers that best meet their needs. While these changes may ultimately benefit employment and training providers, in the short-term they created uncertainty for many organizations, including those participating in the Evaluation of the CET Replication Sites. To a great extent, service providers under the Job Training Partnership Act (JTPA) relied on longstanding relationships with local administrative entities to assure continued funding for their programs. The passage of WIA changed the rules under which employment and training services were funded, and this change, in itself, was a challenge for employment and training providers.

In the longer-term, the reforms introduced by WIA seem likely to benefit employment and training providers, particularly those which serve out-of-school youth. WIA encourages the development of comprehensive, long-term services for youth, and mandates that 30 percent of youth funds be used to serve out-of-school youth. This report on efforts to replicate the CET model for out-of-school youth thus appears at a critical juncture in the reform of youth employment and training programs, and may provide useful guidance to local Workforce Investment Boards and Youth Councils established under WIA.

In summary, economic conditions for most out-of-school youth improved substantially during the 1990s, but the employment and training programs which served this population fared less well. While youth found jobs in increasing numbers, and earned higher wages, employment and training providers struggled to maintain their programs in the midst of major policy reforms. These reforms may ultimately increase the level of services for out-of-school youth, but they created new challenges for employment and training providers in the 1990s. These challenges are reflected in the experiences of the CET replication sites, which we describe further in Chapter 3.

## **Background to the Study**

The origins of the Evaluation of the CET Replication Sites can best be understood in the context of the research studies that preceded it. Foremost among these precursors were three national evaluations of employment-related services for disadvantaged individuals: the Minority Female Single Parent Demonstration (MFSP),

JOBSTART, and the National Job Training Partnership Act (JTPA) Study. CET-San Jose achieved national prominence through its participation in national evaluations of the first two of these projects. These positive results contrasted sharply with findings from the third project, the National JTPA Study. Although CET-San Jose did not participate in the National JTPA Study, the discouraging findings from this evaluation cast a shadow on employment and training services for disadvantaged youth nationally. The U.S. Department of Labor's efforts to replicate CET's successes from the MFSP and JOBSTART demonstrations were a response, in part, to the disappointing findings from the National JTPA Study. Below we describe these studies in more detail.

### **The Minority Female Single Parent Demonstration**

The Minority Female Single Parent Demonstration was initiated by the Rockefeller Foundation and implemented between 1982 and 1988. The MFSP evaluation was overseen by Mathematica Policy Research and the final evaluation report was published in 1993. The goal of the MFSP demonstration was to increase the self-sufficiency of single mothers and to decrease their reliance on welfare. Four community-based organizations (CBOs), including CET-San Jose, participated in the demonstration and nearly 4,000 women were enrolled in the study.<sup>3</sup> Half of all enrollees were randomly assigned to a control group not eligible for services from the CBOs during the 30-month period following their assignment, and half were allowed access to these programs' services.

The MFSP demonstration was designed to provide a comprehensive set of employment-related services. Given its target population of single mothers, these services included child care assistance in addition to basic education, occupational skills training, and job placement assistance. The configuration of these services in the four demonstration sites, however, varied substantially. Rather than hold the CBOs to

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<sup>3</sup>Approximately 30 percent of the CET sample in the MFSP demonstration applied at sites outside of San Jose. These sites included CET divisions in Salinas, Watsonville, Gilroy, and Oakland, California.

a rigid model of services, the Rockefeller Foundation encouraged these programs to customize their service offerings as they saw fit. In addition, service configurations evolved over the projects' 30-month period of operation as CBOs attempted to improve their offerings or as funding constraints required. Given this variation in available services across demonstration sites and over time, it may be best to consider the MFSP evaluation as a test of a generalized education, training, and job placement strategy for increasing the self-sufficiency of single mothers, rather than as a specific model for service provision.

To assess the impacts of services provided under the MFSP demonstration, Mathematica Policy Research conducted follow-up surveys of enrollees 12 and 30 months after their application to the program. These surveys provided detailed findings on employment and earnings, income, welfare receipt, educational attainment, social and psychological outcomes, and other related areas. In several of these areas, impacts were negligible for enrollees at all four participating CBOs. Neither CET-San Jose nor the other CBOs in the study produced statistically measurable improvements 30 months after application in terms of welfare receipt, employment rates, average total income, or average social and psychological outcomes. Only CET-San Jose produced measurable gains in average earnings and educational attainment.

CET-San Jose's earnings impacts for the initial 30-month follow-up period totaled \$2,062 per enrollee (Burghardt et al., 1992). These gains persisted for an extremely long period. A subsequent follow-up survey limited to CET-San Jose enrollees and conducted 60 months after program entry found program group members still averaging close to \$100 per month more in earnings than control group members (Zambrowski and Gordon, 1993). These gains were statistically significant, and unprecedented for an employment and training program.

The exceptional results for CET-San Jose in the MFSP demonstration generated intense speculation among evaluators about the reasons for its success. Although the study had not been designed to identify specific program components responsible for these results, the evaluators hypothesized that several distinctive features of the CET-San Jose program might help explain its performance. These



features were not provided by other CBOs in this demonstration and included the immediate availability of occupational training to applicants without regard to prior education or test results, close coordination with employers to assure that training courses were targeted to hiring needs, extensive job placement assistance, and assistance with locating and paying for child care.

### **The JOBSTART Demonstration**

The JOBSTART Demonstration sought to test whether an array of comprehensive employment-related services could be implemented within the constraints of the Job Training Partnership Act, and whether such services could produce gains in educational attainment, employment, earnings, and other outcomes.<sup>4</sup> Like MFSP, it utilized a classic experimental design with long-term tracking of enrollees. Unlike MFSP, which set no restrictions on age, JOBSTART targeted 17- to 21-year-old, economically disadvantaged youths who had dropped out of school. A total of 2,312 such youths were enrolled in the study, and follow-up surveys were conducted at 12, 24, and 48 months after random assignment.

Thirteen sites, including CET-San Jose, participated in the JOBSTART demonstration, which operated between 1985 and 1988. Sites were selected to provide an array of organizational types in which the JOBSTART model might be operated. These organizations included community-based organizations, Job Corps centers, adult vocational schools, and a community college. To participate in the demonstration, sites were required to implement a service model that included self-paced basic skills training, occupational skills training, training-related support services, and job placement assistance. Sites were expected to offer at least 200 hours of basic skills training and at least 500 hours of occupational skills training.

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<sup>4</sup>The design for the JOBSTART demonstration built on earlier studies, in particular, an influential evaluation of the Job Corps program (Mallar, Kerachsky, Thornton, and Long, 1982). JOBSTART, however, sought to provide an economical alternative to the high costs of Job Corps by omitting its residential component. In addition, financial constraints under JTPA prevented most JOBSTART sites from offering stipends or paid work experience to participants, a further departure from the Job Corps model.

Beyond these basic requirements, JOBSTART sites had great leeway in the provision of services. Some sites provided all services from a single site, while others brokered specific components to other organizations. In some sites, basic and occupational skills were addressed concurrently, while in others these components were provided sequentially.

JOBSTART's results showed few improvements in outcomes across the 13 sites. Overall impacts on earnings and employment were statistically insignificant. JOBSTART sites did succeed in increasing participants' educational attainment, primarily through attainment of a GED, but such improvements did not translate into economic gains. Detailed analyses of JOBSTART's results for specific subgroups offered more encouraging results. In particular, individuals with prior arrest records and youth who had dropped out of school for school-related reasons had substantial and statistically significant improvements in employment and earnings.

The most notable findings from the JOBSTART demonstration arise from an analysis of impacts by sites. Although JOBSTART was not designed to support site-level analyses, given the small sample sizes in each site, the variation in services and configurations among the 13 demonstration sites invites such examination. Of these 13 sites, CET-San Jose again was the exception. CET-San Jose's impacts on earnings averaged close to \$7,000 per enrollee over the 48-month follow-up period. These results were statistically significant, and attracted much attention to CET. As with the MFSP study, JOBSTART's evaluators could not definitively explain this result, but offered similar hypotheses for its success. These included the absence of educational requirements for entry into the program, CET-San Jose's organizational emphasis on employment as the chief goal for trainees, training courses targeted to local job openings, strong job placement efforts, substantial services provided during a relatively short period, and a strong local labor market.

### **The National JTPA Study**

Although CET-San Jose did not participate in the National JTPA Study, this evaluation's results helped prompt the Evaluation of the CET Replication Sites.

Funded by the U.S. Department of Labor and implemented between 1987 and 1989, the National JTPA Study sought to measure the impacts of JTPA-funded services for economically disadvantaged adults and out-of-school youth. Sixteen sites participated in the study, which enrolled 20,601 individuals. This total included 3,250 out-of-school youth.

The National JTPA Study was designed to test three major types of services, including classroom training in occupational skills, on-the-job training/job search assistance, and other services, which consisted of an assortment of basic education and employment-related services. Economically disadvantaged, out-of-school youth were recommended for one of these three types of services, then assigned to either an experimental or control group. Long-term outcomes were measured through follow-up surveys and Unemployment Insurance wage records.

The findings from the National JTPA Study for out-of-school youth were striking (Bloom, Orr, Cave, Bell, and Doolittle, 1993). Counter to the program's intention, eighteen months after random assignment the cumulative earnings of male out-of-school youth in the experimental group were at best no better, and for survey data, lower than their counterparts in the control group. For male out-of-school youth recommended for on-the-job training/job search assistance or other services, these negative impacts were statistically significant, suggesting that access to these services actually reduced earnings. Earnings impacts were slightly negative, but statistically insignificant, for male out-of-school youth recommended for classroom training, the strategy most similar to services offered by CET-San Jose in other studies. Analysis of these results suggested that the experiences of male out-of-school youths with a prior arrest record may have been responsible for the poor findings on male out-of-school youths in general. Impacts for female out-of-school youth were essentially negligible.

The results of the National JTPA Study for out-of-school youth generated great controversy within the workforce development system. Many observers viewed the study's findings as a blanket condemnation of employment and training services for out-of-school youth, and reacted accordingly. Proponents of these services

attacked the study's findings, implementation, methodology, and even the motivations of its authors and funders. Opponents of such services seized upon the study's findings as support for their positions. The authors of the national JTPA Study chose a more neutral position. While acknowledging the negative impacts of JTPA services for out-of-school youth, Bloom et al. (1993) offered no specific guidance on how such services might be improved. Their study had not been designed to offer such guidance, and they suggested instead that other service strategies should be attempted and evaluated to assess their potential. The Evaluation of the CET Replication Sites can be seen as a direct response to this recommendation, whereby the Department of Labor selected a promising alternative to standard JTPA services for out-of-school youth and commissioned a rigorous evaluation of its impacts. We discuss the evolution of this initiative further below.

## **The Replication of the CET Program**

Recognizing the potential of the CET approach, the Department of Labor initiated a process to replicate it in 1992 (Federal Register, 1992). The random assignment study addressed in this report was an outgrowth of these replication efforts, which preceded the Evaluation of the CET Replication Sites by several years. DOL awarded the CET parent organization, headquartered in San Jose, the first of several grants to provide technical assistance to local employment and training programs in 1992, and organizations interested in receiving such assistance were encouraged to submit applications. Selected organizations received no funding, but were eligible to receive CET's technical assistance which was to be directed toward replicating CET's services.

CET has long operated a network of employment and training centers in several western states. These new efforts to replicate the CET model focused on states in the eastern and mid-western U.S., instead, where CET had not previously operated. DOL initially selected ten organizations to receive technical assistance from CET, all

east of the Mississippi River. This geographic trend continued during additional rounds of selections in 1994 through 1997, in which 10 additional eastern and mid-western sites, plus one site in Texas and one in California, became eligible for technical assistance from CET. Figure 1.1 lists these sites by the year in which they began operations.

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**Figure 1.1**  
**Replication Site Startups, 1993-1997**

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**1993**

New Haven, CT  
Newark, NJ  
Camden, NJ  
New York City (Manhattan), NY  
Baltimore, MD  
Ft. Lauderdale, FL  
Orlando, FL  
Reidsville, NC

**1994**

Chicago, IL  
Raleigh, NC  
Alexandria, VA  
Delray Beach, FL  
Belle Glade, FL  
Socorro, TX

**1995-1996**

New York City (Bronx), NY  
Lexington, KY  
Covington, KY  
Greenville, SC  
Sacramento, CA

**1996-1997**

Philadelphia, PA  
Washington, DC  
Roanoke, VA

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Source: *CET Replication Project Summary*, Center for Employment Training, February, 2000.

Applicants for technical assistance were required to attend informational seminars at CET's headquarters in San Jose, California. During these sessions CET staff introduced technical assistance applicants to the CET program, and presented them with options for configuring their relationship with CET (Hershey and Rosenberg, 1994). Applicants could establish and operate a replication program with technical assistance from CET, or they could hand over the management of such a program to CET directly. Under the latter option replication sites would be established as new divisions of the CET corporation. CET's role would be more limited under the former option, but applicants would still receive technical assistance.

In total, 22 sites were selected and participated in the replication process. Half of these sites were directly administered by CET, and half were operated by local community-based organizations or JTPA programs. Following the selection of sites, site representatives participated in a series of technical assistance activities overseen by CET. Technical assistance activities began with two-week long orientations to CET's program at its San Jose headquarters. Key staff from the replication sites attended these sessions, which provided hands-on exposure to all aspects of the CET program. CET also provided replication sites with written course outlines, but most subsequent technical assistance was provided on an *ad hoc* basis, in response to requests for technical assistance.

At replication sites directly administered by CET, new managers and staff were recruited from CET's existing staff in the west, as well as from new hires. These sites had greater access to the experience CET had developed over its 30-year history than sites that were not part of CET, but all sites faced the same challenges. Each had to develop new relationships with funders and local employers, hire staff, develop curricula, and establish a training facility from scratch.

Early monitoring of the CET replication effort offered mixed results. In a report commissioned by the Department of Labor, based on data collected in the winter and spring of 1994, Hershey and Rosenberg (1994) found that many sites faced serious obstacles in replicating the CET program. The establishment of a training facility and funding to sustain it proved especially problematic. Once these immediate

obstacles had been overcome, sites faced additional hurdles in developing their programs. Many replication sites had difficulty implementing key elements of the CET model, as conceived by Hershey and Rosenberg (1994). The researchers cautioned, however, that their observations were very preliminary, and considered it possible that replication sites would increase their adherence to CET's model as they gained experience with it.

The Department of Labor saw sufficient promise in the replication sites to commission a rigorous evaluation of their impacts on youth. While replication activities did not focus exclusively on services to youth, youth were a target of several JTPA funding streams available to the replication sites. More significantly, results from the National JTPA Study had been especially disappointing for this population. In search of promising alternatives to existing JTPA services for youth, DOL identified the CET model as one of its best options.<sup>5</sup> DOL invited existing replication sites in 1995 to participate in a random assignment evaluation, and selected an evaluation contractor, the Manpower Demonstration Research Corporation, in the same year. We describe the implementation of this evaluation in the following section.

## **The Evaluation of the CET Replication Sites**

DOL's efforts to recruit replication sites to participate in the evaluation proved more difficult than originally conceived. Although grant awards included direct funding for services, unlike the original technical assistance grants, many replication sites chose not to apply. Potential obstacles to participation in the evaluation may have included the requirement for local matching funds, or reluctance to participate in a random assignment study. As discussed further in Chapter 2, random assignment studies typically create new responsibilities for participating sites, and many organizations are unwilling to take on these burdens. In the face of such

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<sup>5</sup>At the same time, DOL commissioned a random assignment evaluation of a promising mentoring program for in-school youth, the Quantum Opportunity Program. This evaluation is still ongoing.



concerns, only six of the ten replication sites then in operation agreed to participate in the study, and received grant awards in July 1995.

These six sites represented half the number which DOL had originally planned to enroll in the study. To supplement this group, DOL awarded a separate grant to CET in July 1997 to support the addition of six more sites. Unlike the original group of replication sites, these six sites came from CET's network of experienced centers in California and Nevada. They were selected randomly by the evaluation contractor from among a set of 15 CET centers that (1) had been in operation for more than five years, and (2) had served sufficiently large numbers of youth in prior years for their participation in the demonstration to be considered feasible.<sup>6</sup> Only experienced CET centers accustomed to serving youth were considered for the study.

The impetus for this addition was two-fold. First, the inclusion of western CET sites was expected to increase the number of youth who would participate in the evaluation. The original study design had called for twelve sites rather than six, and a total of 2,000 youth (Department of Labor, 1995). This large number was needed to permit precise estimation of impacts. The much smaller number of youth available in a study of six sites might not be sufficient to detect expected program effects.

A second argument for the inclusion of sites from CET's western network grew out of the experiences of the original replication sites. As first noted by Hershey and Rosenberg (1994) and further documented in this report, the eastern and mid-western replication sites faced many challenges in implementing the CET model, and some sites struggled to implement key elements. In addition, as discussed in Chapter 2, the enrollment of youth at these sites lagged behind initial

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<sup>6</sup>Data on number of youth served was provided by CET, and excluded youth served under the Migrant and Seasonal Farmworker Program. Youth eligible for this program were likely to be excluded from the random assignment process, and were thus not considered in our assessment of feasibility. Sites were randomly selected from the pool of sites meeting these conditions, with an additional constraint that maximized the probability that sites with larger numbers of non-farmworker youth would be selected.

expectations. Given these implementation difficulties, DOL welcomed the addition of experienced CET centers to the evaluation. These centers generally were considered to have overcome the implementation challenges faced by eastern and mid-western sites, and they were expected to quickly meet their enrollment goals for youth. As such, the inclusion of these sites in the evaluation offered the opportunity of testing a more refined form of the CET model than was available in the eastern and mid-western replication sites. Although CET-San Jose had been involved in several prominent evaluations, none of the other western CET sites considered for this evaluation had been examined in previous studies.<sup>7</sup>

The Evaluation of the CET Replication Sites was conceived as a test of replication of the CET model in eastern and mid-western states, but evolved into a test of replication outside of CET-San Jose. It also became a comparison of relatively new eastern and mid-western replication sites with CET's existing and highly experienced network of western sites. Figure 1.2 presents these sites collectively, along with the dates of their participation and number of youth randomly assigned. Figure 1.3 denotes the location of these sites. As indicated in these figures, the majority of sites were part of CET's national organization. All western sites were part of CET, as were two of six eastern and mid-western sites. Of the remaining four eastern and mid-western sites, two were community-based organizations and two were operated by Private Industry Councils, the local governing bodies for Job Training Partnership Act programs. We return to a discussion of differences among the replication sites in later chapters of this report.

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<sup>7</sup>As noted above, several CET divisions outside of San Jose participated in the MFSP demonstration, but contributed relatively small numbers of sample members to the evaluation. These individuals are pooled with sample members from San Jose in all published analyses of the MFSP data.

**Figure 1.2  
Sample Buildup, by Site**

	Location												
	Total	Chicago, IL	Reidsville, NC	Newark, NJ	Camden, NJ	New York, NY	Orlando, FL	Riverside, CA	San Francisco, CA	Oxnard, CA	El Centro, CA	Reno, NV	Santa Maria, CA
Type of organization		CET	PIC	CBO	CBO	CET	PIC	CET	CET	CET	CET	CET	CET
Sample buildup period	11/95- 9/99	12/95- 9/98	1/96- 2/98	2/96- 9/98	3/96- 2/97	4/96- 5/98	4/96- 1/97	11/97- 9/99	11/97- 9/99	11/97- 9/99	12/97- 8/99	12/97- 9/99	12/97- 9/99
Total number of assignments	1485	319	57	229	35	231	64	164	96	106	116	28	40

Source: BPA tabulations of random assignment records.

**Figure 1.3**  
**Locations of the Replication Sites**



**• Eastern and Mid-western Sites**  
**Z Western Sites**

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## Chapter 2: Study Design

The Evaluation of the CET Replication Sites employed a classic experimental design. Eligible applicants to the CET replication sites were randomly assigned to treatment and control groups. Assignees to the treatment group were eligible to participate in the training programs offered by replication sites, while assignees to the control group were barred from receiving CET services for a 24-month period. Baseline data on treatment and control group members were collected at random assignment, and CET participation data for treatment group members were also obtained. Program operations were documented through a series of in-person visits to demonstration sites, and the outcomes of treatment and control group members are currently being tracked through a follow-up survey completed 30 months after random assignment.

This chapter describes the design and implementation of the Evaluation of the CET Replication Sites, with particular attention to random assignment.<sup>1</sup> It reviews the original random assignment design for the evaluation, as well as the challenges faced in its implementation. The chapter concludes with a discussion of the implications of these challenges for analyses in this and future reports.

### Random Assignment Design

Random assignment studies have long been recognized as the best means for reliably estimating program impacts for services such as those offered by CET.<sup>2</sup> Implemented correctly, random assignment virtually assures that treatment and control groups share the same set of beginning or baseline characteristics. Random assignment studies are designed to eliminate differences in both observable and

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<sup>1</sup>Data collection for the evaluation is addressed in Appendix A.

<sup>2</sup>Random assignment is less appropriate for evaluations of initiatives targeted towards large groups or communities, such as community development programs or saturation initiatives, that seek to improve circumstances affecting many individuals. In such cases, assignment would have to occur at the level of these large groups, and it would be difficult to enroll sufficient numbers of groups to allow for statistically reliable estimates of program impacts.

unobservable characteristics of the two groups. By assigning individuals randomly to one group or the other, the resulting groups should share the same characteristics, regardless of whether these can be measured. As a result, any differences in their later observed outcomes can be attributed to the treatment under study.

Random assignment designs for evaluations of social programs have been endorsed by numerous panels of experts, and remain the preferred method for estimating program impacts.<sup>3</sup> The Department of Labor recognized the value of random assignment in its initial design of the Evaluation of the CET Replication Sites, requiring bidders for the evaluation contract to propose a random assignment design. As discussed in Chapter 1, previous studies in which CET had participated also employed random assignment designs, as had the National JTPA Study. The Evaluation of the CET Replication Sites employed a similar methodology, in part, to allow comparisons with these earlier studies.

The Evaluation of the CET Replication Sites was specifically designed to serve youth eligible for services under Title II-C of JTPA. Such individuals include youth between 16 and 21 years of age who are economically disadvantaged.<sup>4</sup> Individuals under the age of 18, however, could not legally consent to participate in the study on their own, and were excluded from the evaluation by most sites.<sup>5</sup> In addition, to test the effectiveness of the CET model as a “second chance” program, the study was restricted to youth not enrolled in school.<sup>6</sup> Eligibility for the evaluation was

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<sup>3</sup>See Orr (1998) for a detailed review of the history of random assignment studies for social programs, and particularly employment and training programs.

<sup>4</sup>JTPA’s definition of “economically disadvantaged” is based on income or benefits received during the six-month period prior to application. In general, youth or their families must have recently received welfare benefits or Food Stamps, or must have incomes that would make them eligible for these programs.

<sup>5</sup>Exceptions to this rule were made for a small number of youth who would turn 18 during the course of their participation in training, if assigned to the program group. In such cases, consent to participate in the study was provided by parents or guardians.

<sup>6</sup>For the purpose of this study, not enrolled in school was defined as not enrolled in a program leading to a high school diploma.

limited to youth meeting these conditions, and replication sites were required to insure that only such individuals be randomly assigned.

Prior to random assignment, youth at each replication site attended orientations designed to familiarize them with the program for which they were applying, as well as the research procedures for the study. Youth still interested in applying for the study were encouraged to return to the replication site on a subsequent day, to allow time to consider their decision to apply, and to obtain documents necessary for verifying their eligibility. At some sites, youth were required to return to the replication site for as many as five consecutive days to confirm their interest in the program.

As CET normally operates, students may attend classes for up to ten days prior to enrollment. This strategy screens out less motivated applicants, as well as individuals who change their mind about CET within the first two weeks of training. It also reduces the proportion of applicants considered to have dropped out of CET services. The implementation of random assignment in replication sites conflicted with this ten-day tryout period, and it was shortened substantially. If random assignment had been implemented at the end of a ten-day tryout period, many highly motivated applicants would have been denied CET services. To minimize the chances for such disappointment, all replication sites elected to move up the point of random assignment much earlier in the application process, typically between two and five days after initial application. Applicants denied CET services at this earlier point, it was expected, would have less exposure to CET, and would be less disappointed than individuals denied services at a later point.

Staff at the replication sites were instructed to collect baseline information on youth immediately prior to random assignment. Baseline data were collected using an application form that was developed by CET and used at all of its centers. Applicants also completed an informed consent form in which they acknowledged their

understanding of the random assignment procedures, and agreed to provide or allow access to personal information required for the evaluation.<sup>7</sup>

Once these steps were complete, program staff placed a telephone call to MDRC staff in their New York headquarters. Program staff provided the names, birthdates, and Social Security numbers of eligible applicants to MDRC staff, who entered these data into MDRC's Automated Random Assignment System. This system checked whether applicants had been previously assigned at the same replication site or elsewhere, and also confirmed they were within the correct age range for the study. Once these items were checked, the Automated Random Assignment System generated a code of "P" or "C" for each applicant. Individuals receiving a code of "P," for program group, were permitted to participate in services offered by the replication sites. Individuals receiving a code of "C" for control group, were denied CET services. Program staff sent evaluation staff copies of forms containing baseline information on both of these groups after the random assignment call was completed.

Applicants assigned to the program group were permitted to begin attending classes immediately. Control group members were prohibited from receiving services from the replication sites, or any CET center, for 24 months. Updated lists of control group members were regularly provided to replication sites and CET's San Jose headquarters to screen out control group members who attempted to re-apply. To make the control group experience as good of a representation as possible of "the world without CET," staff were instructed to offer them no further assistance beyond providing them with a list of other employment and training providers in their community.

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<sup>7</sup>Consistent with this agreement, all responses to requests for information were provided on a voluntary basis.



BPA staff monitored random assignment at replication sites through periodic phone calls and in-person reviews. Monitoring phone calls were most frequent in the early stages of random assignment, often several times per month, when replication sites were still becoming accustomed to random assignment procedures. In-person monitoring occurred in the context of process study site visits, which were completed at two points during the random assignment period. Monitoring was designed to assure that random assignment procedures were being implemented correctly, and to document any divergence from these procedures.

### **Random Assignment Implementation**

Implementing random assignment at replication sites presented numerous challenges. As discussed in later chapters of this report, many replication sites faced funding cuts or other crises during the course of the evaluation that threatened the survival of their programs and created a difficult context for the implementation of random assignment. In considering these challenges below, we specifically address difficulties in recruiting applicants, baseline data collection, crossovers and control services, and site closures.

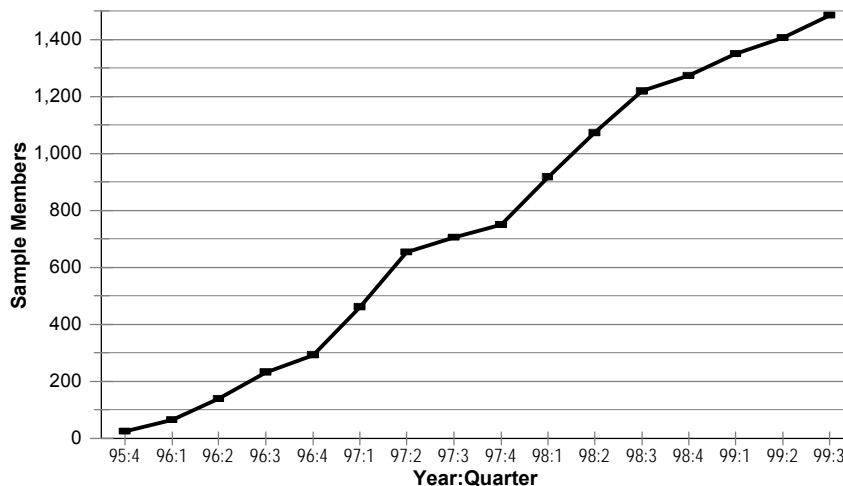
#### **Recruitment**

Recruiting youth for the evaluation presented an enormous challenge for sites. Only four sites met their recruitment goals, despite a random assignment period that was extended in length several times to allow for additional recruitment efforts. Program staff typically attributed their recruitment difficulties to strong employment prospects for youth, and an aversion to random assignment among those youth seeking training. In addition, program staff often saw random assignment as a last resort, and sought out alternate funding to train eligible youth wherever possible. Some youth even elected to take out loans to fund their training themselves, rather than risk assignment to the control group. In most cases, youth only went through random assignment after all other options had been exhausted.

It is difficult to be sure of the implications of these recruitment difficulties for the evaluation. In particular, our evidence regarding individuals' and sites' efforts to seek out alternatives to random assignment for eligible individuals is wholly anecdotal. Highly motivated youth may have been able to avoid random assignment, but we have no good measure of the frequency of such occurrences. We can compare randomly assigned youth to the general population of youth served in JTPA Title II-C programs (see Chapter 4 for this analysis), but we have no means for examining motivation or other unobservable differences.

The possibility that youth might be randomly assigned also limited the sources from which replication sites recruited. Organizations that typically referred youth to training at the replication sites sometimes balked upon learning that services might be denied to eligible applicants. In the face of such concerns, some replication sites revised their standard recruitment practices to find youth elsewhere. Examples of alternate recruitment methods included advertisements, flyers, and solicitation of youth at flea markets, malls, and churches. Many sites also relied on word-of-mouth referrals. These recruitment sources were often less reliable than the replication sites' standard referral practices, and may also have resulted in recruits who differed from youth served by these programs outside of the demonstration.

**Figure 2.1**  
**Cumulative Sample Buildup,**  
**By Quarter of Random Assignment**



Consistent with the experiences of most random assignment studies in which participation is voluntary, recruitment for the CET evaluation occurred over an extended period. The study's 1485 sample members were assigned over a 47-month period, at a fairly steady pace. On average, replication sites recruited five youth per month into the study. Across all sites, 32 individuals were randomly assigned per month, on average. Figure 2.1 illustrates the pace of this process.

Program staff in many sites were discouraged by the pace of recruitment, and by the perception that half of their efforts were wasted, because control group members were denied services.<sup>8</sup> The long period over which random assignment occurred also created difficulties in itself. All but 3 of the 12 replication sites experienced turnover in their directors over the course of random assignment, and in some sites, the staff responsible for random assignment activities also changed several times. Evaluation staff conducted in-person trainings on random assignment procedures upon learning of these staff changes, but in some cases training did not occur until after random assignments had already been made by the new staff.

### **Baseline Data**

Baseline data collection provided additional challenges for the implementation of the evaluation. To minimize the added burden of the study's research procedures on replication sites, no new forms were created to collect baseline data on applicants. Instead, sites used an existing form developed by CET for use in all of its sites. This form, the CET Admissions Record, was problematic in several regards. It had been designed to accommodate the requirements of multiple funding programs, and thus included many categories not directly relevant to programs serving youth. No instructions existed for completing the form, and the design of many items made it difficult to distinguish between negative and missing responses. This form also

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<sup>8</sup>Several steps were taken to provide replication sites with technical assistance on recruiting eligible youth, including a training session for program staff and the development of customized recruitment plans. More substantial efforts, however, were ruled out due to concerns that they might lead to the recruitment of youth who differed from those traditionally served in employment and training programs, thus limiting the generalizability of the study's results.

changed over time, going through two revisions during the course of random assignment. These problems resulted in high missing counts for several items. For example, 24 percent of youth for whom baseline data were available did not indicate their highest school-grade level. We retained such items in our analysis, but we have no way of determining how the high proportion of missings may have affected reported averages. In addition, changes in the form over time, and differences in how it was completed across replication sites, created difficulties in the interpretation and comparison of responses.

The random assignment design described above relied on replication site staff to complete baseline forms prior to random assignment, and then transmit these forms to evaluation staff. This procedure was followed correctly in the great majority of instances, but some sites had difficulty with this process. The replication site in Chicago, in particular, assigned many individuals without collecting baseline information during the first six months of random assignment. As discussed further in Chapter 4, baseline data were missing for close to one-third of all youth assigned at this site. Across the entire research sample, 9 percent of all baseline forms were missing, but three-fourths of these missing forms were for Chicago youth.<sup>9</sup>

### **Crossovers and Control Services**

The evaluation design was predicated on the denial of services to control group members. The replication sites provided control group members with list of other employment and training providers in their community, but no further services or assistance. This practice appears to have been followed closely in most instances, with very few exceptions. As discussed in Chapter 4, only three control group members appeared in available participation records as having received CET

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<sup>9</sup>Although the Chicago site faced extraordinary challenges in its first several years of operations, it has since become a strong example of the CET model. See Chapter 3 and Appendix A for further discussion of this site's experiences.

services.<sup>10</sup> Such cases are typically referred to as crossovers, because control group members effectively crossed over to the treatment group despite the study's efforts to restrict such movement. These results compare favorably with those typically obtained for random assignment studies, which often lie between 2 and 5 percent.<sup>11</sup>

In addition, anecdotal accounts from the Reidsville replication site pointed to cases where control group members received assistance far beyond what was envisioned in the study design. In three instances control group members were referred to other funding agencies. In one of these cases the control group member was referred back to the replication site, and eventually participated in training in the same classroom as program group members. Program staff from Reidsville also reported two cases where they found jobs for youth who had been assigned to the control group. These instances appear, however, to have been exceptions.

### **Site Closures**

The implementation of the evaluation was further challenged by the difficult operational circumstances faced by many grantees. In total, four replication sites shut down their operations before the end of the random assignment period. The reasons for these shutdowns were varied, but typically involved difficulties in obtaining funding.

In the case of two replication sites, Camden and Orlando, the shutdowns left program group members with no options for continuing their training.<sup>12</sup> No other CET centers were located nearby, and the services of alternate training providers had little

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<sup>10</sup>More complete data on program participation will be collected in a long-term follow-up survey of program and control group members. Collection of these data was still in process at the time this report was produced.

<sup>11</sup>Orr (1998).

<sup>12</sup>Replication sites in New York and San Francisco also shut down during the course of the random assignment. Youth in New York were able to complete their training before the center closed, and San Francisco youth were referred to a nearby CET center.

in common with the CET model. These circumstances raise the possibility that some program group members did not have sufficient exposure to the treatment to be included in the study. In Orlando, nine youth were still in training when the center shut its doors. The closure of the center had been foreseen, and other youth had been encouraged to hurry their training in order to complete it prior to that point. The closure of the center in Camden was more sudden. Program staff had no opportunity to speed youth through training, and made new assignments right up to the closure of the center. Assuming that six months of participation were required to complete training (a conservative estimate given that the expected length of training programs at this site exceeded six months), 60 percent of Camden's program group members would not have had full access to CET services. Of the 35 youth randomly assigned in Camden, 21 were assigned within six months of the center's shutdown.

### **Implications of Random Assignment Implementation Challenges**

Despite the challenges faced in the implementation of random assignment, the resulting populations of program and control group members proved highly similar. As discussed in Appendix B, program and control group members were similar in terms of all major demographic characteristics. This conclusion was supported by tests of statistical significance. Although the implementation of the study faced many obstacles, these did not affect the validity of random assignment.

There may still be grounds, however, for excluding cohorts of individuals at specific sites from future analyses. At the Chicago site, the large numbers of youth with missing baseline data suggest that the random assignment process was flawed for at least an early cohort at this center. In Orlando, site staff reported that nine program group members were unable to complete their training before the center closed, and one might arguably exclude such individuals from future analyses, along with their counterparts in the control group. It may also be reasonable to exclude additional Orlando youth under the assumption that their participation was more rushed than it would have been in the absence of the center's impending shutdown. Camden's more sudden shutdown presents a clearer case for exclusions. The majority of program

group members at this center had no opportunity to complete their training, and thus had only limited exposure to the intended treatment.

We estimate that random assignment difficulties at these three sites affected 7 percent of the sample overall. This estimate is based on the total of all Chicago sample members enrolled into the study during the site's first six months of random assignment, all Camden sample members enrolled into the study during the site's last six months of random assignment, and all Orlando sample members enrolled into the study during the last six months of the site's operations.<sup>13</sup> We have included all such individuals in this report's analyses, but in a future report on program impacts we will explore the implications of excluding such individuals from our analyses.

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<sup>13</sup>While random assignment in Orlando ended in January 1997, the site continued to operate for five additional months, ultimately shutting its doors on June 30, 1997.

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## Chapter 3: Implementing the CET Model

The purpose of this evaluation is to test whether CET-San Jose’s success can be replicated outside of San Jose, California. This raises two key research questions. First, were the replication sites able to implement the CET model? Second, were the replication sites able to achieve similar impacts? In this chapter we address the first question directly, by examining the replication sites experiences in implementing the CET model. In addition, we examine the ways in which replication sites’ adapted the CET model to local circumstances. We defer the question of impacts, however, until future reports, when follow-up survey data become available.

We begin this chapter with a detailed description of the components that we believe comprise the CET model as implemented in San Jose. We then discuss implementation of the model at the replication sites, beginning with a description of the challenges of assessing replication sites’ ability to replicate the CET model. Next, we examine the variety of contexts under which the replication sites operated, highlighting the differences between replication sites and CET-San Jose’s context. Following this discussion of context, we describe the experiences of the replication sites in implementing each of the elements of the CET model. We conclude this chapter with an overall assessment of each site’s implementation success.

### The CET Model

Despite the great attention given to the CET model by researchers and policymakers, its components have never been strictly defined. Many have pointed to the distinctive features of CET’s programs in San Jose and elsewhere, but there is no conclusive research regarding the importance of these features to the success of CET-San Jose. The Department of Labor’s efforts to encourage organizations to apply for technical assistance to replicate the CET model highlighted CET-San Jose’s results in past evaluations, but never specified the key features to be replicated (Department of Labor, 1992, 1995). Materials produced by CET have sometimes identified distinctive aspects of its program, but have also reflected the organization’s own



uncertainty as to the reasons for its success (Tershy, 1995). It is widely recognized that CET-San Jose is different than other employment and training programs in many regards, yet the importance of these differences to CET-San Jose's success is not yet fully understood.

Our understanding of the CET model is based on our review of the literature on CET, as well as observation of CET-San Jose and close observation of the replication sites during the course of the evaluation.<sup>1</sup> Unlike previous descriptions of the CET model in Cave et al. (1993) or Burghardt, et al. (1992), the model we have put forth consists of only four elements<sup>2</sup>:

- employment and training services designed to mirror the workplace,
- intensive participation in such services,
- the close involvement of industry in the design and operation of the program, and
- organizational capacity and stability.

This reorganization shifts the focus of the CET model away from the curricular components that have dominated most earlier discussions. Intensive participation in training, industry involvement, and organizational capacity receive attention equal to the design of the training program. By defining these elements in general terms, this redefined model also encourages us to recognize the value of adaptations when strict replication of model components is not feasible or preferable.

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<sup>1</sup>In referring to the CET model and the various features of the CET program, we acknowledge the basic similarities between programs operated by CET in San Jose and other western locations. The impacts of the CET model have primarily been tested in San Jose, but the program has operated in multiple locations for much of its history. Accordingly, we refer generally to the CET model, and specifically to impacts observed for CET-San Jose, the only CET location that has previously participated in a random assignment evaluation.

<sup>2</sup>See Kato (1999) for an alternative interpretation that describes CET as a strategy for customizing training to the needs of participants and employers, rather than as a program model *per se*.

This reorganization of the CET model is also designed to facilitate assessments of replication success. It provides a convenient means of summarizing the CET model and determining how closely sites have implemented it. We employ the elements of this model as an organizational framework for much of this chapter.

### **Design of Services**

Most attention given to the CET model has emphasized its distinctive services (Cave et al., 1993; Burghardt et al., 1992). These services begin with the intake process. CET has often been noted for providing open access to its programs with little up-front screening. Prospective applicants are not excluded from participation based on test scores, and individuals considered too hard to serve by other employment and training providers may often participate at CET.

CET's training courses are self-paced, and instruction is individualized. Trainees may thus begin training immediately after program entry, rather than having to wait until a future start date. Trainees advance within their courses by demonstrating competency in specific skills. Course completion is determined by the attainment of these competencies, and program completion occurs when trainees find a job.

Occupational training at CET emphasizes job-specific skills. Trainees learn the skills they will need to work in their expected occupation. Even basic skills training is designed to be job-specific. Individuals requiring assistance with English, reading, or math receive this instruction in the context of their occupational training courses. Basic skills training is thus adapted to the employment needs of trainees. Some descriptions of the CET model also emphasize the integration of life skills within the training program, as well as individualized support for clients from support counselors.

Trainees do not terminate from CET until they find employment. Towards this end, CET provides active job placement assistance to locate positions for its trainees. CET's job developers seek out good-paying jobs with benefits, and market trainees to employers.

These features of CET's service design reflect a key assumption of the CET approach, that trainees should learn in a work-like environment. The features which contribute to this environment include those described above, but the absence of any one of these features does not, in itself, invalidate replication. Our assessments of how well the CET service design was implemented at specific replication sites thus consider the overall approach to training, as well as the inclusion of specific elements. Ultimately, the successful replication of CET's services is measured by how well sites achieve the work-like environment of CET.

### **Participation in Services**

Intensive participation in services receives some attention in most descriptions of the CET model, but we consider this element as crucial to CET's success. To benefit from CET, trainees must participate in its services. In their evaluation of CET in the JOBSTART demonstration, for example, Cave et al. (1993) found that CET participants received substantial hours of training despite having the shortest average length of stay of all 13 sites. While most training programs offer a part-time schedule of classes, CET requires a full-time commitment from its trainees. This requirement accustoms trainees to a regular work schedule, and provides the time necessary for them to acquire the skills of their intended trade. It also allows them to pick these skills up quickly, which minimizes the opportunity cost of participation in training.

### **Industry Involvement with CET**

We consider employer involvement to be a critical aspect of the CET model. CET's close connections with industry enhance its responsiveness to employers, facilitating the design of services that meet employers' needs. These connections also

provide CET with access to jobs for its graduates. CET develops connections with industry actively. Rather than seek out employers only when trainees are ready for placement, CET also involves employers in the design of its programs. The recruitment of industry representatives as instructors further enhances connections with employers. In all of these ways, CET integrates employer needs into its program.

CET's relationship with industry receives prominent attention in a 1996 monograph by Melendez. While acknowledging the instructional features of the CET model that distinguish it from other employment and training programs, Melendez points to CET's close involvement with employers as a feature equally important to the program's success. Melendez criticizes, in particular, evaluations of employment and training programs that focus exclusively on human capital development. Increasing occupational skills is necessary for employment success, but not sufficient. Trainees must also be hired by employers, and Melendez criticizes past research for failing to recognize the distinctive manner in which CET manages this relationship.

CET's efforts to involve employers are composed of several parts. First, CET maintains Industrial Advisory Boards (IABs) and Technical Advisory Committees (TACs) whose members come from the industries and companies in which CET hopes to place its trainees. These bodies advise CET on its overall training program and specific skill areas, respectively. They increase industry involvement in and ownership of the program, which ultimately improves CET's placement success. Second, CET recruits instructors from the same industries in which it hopes to place its trainees. Industrial experience is valued more highly than instructional experience, and brings with it knowledge of current industry needs, as well as personal connections that can lead to placements. Third, CET job developers maintain close ties to industry both through their involvement with IABs and networking with potential employers. Melendez describes CET's job developers as "more like organizers than typical placement officers." Their role is to facilitate long-term relationships with local employers, to improve the responsiveness of CET's programs to employers' needs, and to increase the marketability of CET's trainees.

CET's linkages with employers involve more, however, than adherence to these activities. Melendez describes the focus on employers as a key aspect of CET's organizational makeup. CET staff throughout the organization recognize that "only employers can hire trainees," and structure their program to be responsive to employers' needs. We see this focus on employers as central to CET's past success.

### **Organizational Capacity and Stability**

Although sometimes missing from descriptions of the CET model, organizational capacity and stability play a clear role in its success. CET as an organization has existed for 33 years. In this time, it has evolved from a single center to a network of 35 sites. It has simultaneously developed a cadre of highly experienced and dedicated managers. Although difficult to replicate, this feature should not be ignored. CET as an organization has proven highly resilient, and has withstood numerous challenges over its long history.

Conceptually, organizational capacity and stability is quite distinct from the previously discussed elements of service design, intensive participation in services, and industry involvement. These latter three elements comprise aspects of training programs arising from the CET model. Organizational capacity and stability, by contrast, refers to the context in which successful examples of such programs are most likely to occur. Only a very capable organization can develop training programs that reflect a work-like environment, require intensive participation from trainees, and involve employers in all their aspects. These elements cannot be developed overnight, and demand substantial commitments of time, resources, and energy from training organizations and their staff. They also require steady funding over an extended period of time. We consider organizational capacity and stability to have been critical for CET-San Jose's success. Replication efforts attempted by organizations with limited capacity, or unstable circumstances, are likely to have great difficulty achieving similar results.

CET's unusual organizational context provides it with a stability available to few community-based organizations. Key to this stability has been the high proportion of long-term employees among CET's senior management. CET's leaders have been with the organization for most of its 33-year history, and many have directed the local centers which they now oversee. Senior managers have faced and overcome numerous obstacles to CET's success over their long tenures with the organization. As a result of this experience, CET's senior managers recognize the need to adapt the program to changing circumstances, while retaining its core mission of training disadvantaged individuals for jobs.

The stability of CET has been further enhanced by relatively steady funding. Although CET makes use of training contracts and individual referrals from local job training and welfare agencies, CET also has access to several sources of funding not typically available to most employment and training providers. First, CET has served as a direct grantee since the 1970s for funds targeted towards services for migrant and seasonal farmworkers throughout California.<sup>3</sup> These funds flow directly from the Department of Labor to CET, providing a predictable base of funding, and partially insulating the organization from the vagaries of local funders. Second, unlike many other employment and training providers, CET's training programs are accredited, which provides them access to federal sources of financial aid. Many of CET's trainees, for example, receive Pell grants. Third, as CET has expanded its reputation nationally, it has increasingly gained the support of major foundations.

The commitment of CET's staff to the organization and its mission also contribute to its stability. CET's staff are committed to a shared purpose: to train disadvantaged individuals for good jobs. This commitment can also be seen among

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<sup>3</sup>CET's ongoing federal farmworker funding originated in the 1970s under CETA, the Comprehensive Employment and Training Act. CETA was superseded by JTPA in 1982, and JTPA was in turn superseded by the Workforce Investment Act (WIA) in 1998. CET's federal funding for services to migrant and seasonal farmworkers has continued through each of these reforms.

social service providers across a wide range of organizations, but it is rarely as intertwined with the organization itself as it is with CET. When asked about the secret of CET's success, CET staff will often refer to their colleagues. Admired colleagues are "CET people," while less respected staff are not. Melendez (1996, p. 30) notes the exceptional commitment of CET's staff to the organization, including the occasional description of the organization as "cultlike." Long-time CET staff are highly dedicated to the organization, and willing to stand by it through good times and bad. They are committed to a cause, and that cause is inseparable from the CET organization.

The exceptional organizational circumstances of CET are inherently difficult to replicate. That these features have received little attention in the replication process should come as little surprise. Staff experience, long-term funding, and organizational commitment are built over time, which makes replication difficult, particularly in a process lasting only several years.

## Implementation of the CET Model

In the remainder of this chapter we analyze the extent to which the 12 replication sites implemented each of the features of the CET model described above. At times we make comparisons across the 12 replication sites and between two major subsets of sites. The first subset includes six sites in eastern and mid-western states which were in the midst of implementing the CET model during the period in which random assignment took place for this study. For convenience, we refer to this group as "eastern and mid-western sites." The second subset includes six western sites that had operated CET programs for five years or longer before their inclusion in the study. We refer to this group as "western sites." It is important to keep the differences in years of experience operating the CET model between these groups in mind while reviewing the implementation findings. Although our terminology emphasizes geographic location, these two groups are also distinguished by their experience in operating CET programs.

The data for this analysis comes primarily from in-person interviews with participants and staff at the replication sites, as well as observations of site activities. We describe this data collection effort more fully in Appendix A of this report. Appendix C provides brief profiles of each replication site drawn from these data.

We begin this section with a summary of the cautions regarding the interpretation of these data in our assessments of implementation success. We then consider the variety of contexts under which the 12 replication sites operated. We draw no conclusions about how context affects replication of the CET model, but we consider it useful to describe such differences among the replication sites. Following this discussion of context, we describe the experiences of sites in implementing each of the elements of the CET model, assigning ratings to indicate how well each site achieved each component. We conclude with an overall assessment of each site's implementation success.

### **Challenges to Assessing Fidelity to the CET Model**

In assessing the fidelity of replication sites to the CET model, several important challenges must be considered. Potential challenges include variation in site fidelity to the model over time, premature measurement of site fidelity, and bias in the data provided to the researchers. We discuss each of these challenges below.

Replication sites were observed over the course of the evaluation, allowing for potential variation in fidelity to the CET model over time. On average, random assignment continued for 23 months at the replication sites, and extended for more than 30 months at two sites. Evaluation staff visited each site multiple times over the study period. We found that changes in staff or program operations between visits often affected our assessment of a site's fidelity to the CET model. For example, the loss of the site's job developer could dramatically affect a site's job placement activities. While the site was highly faithful to the CET model when the job developer was present, the site may be considered less faithful to the model after the job



developer left and job development activities declined. This presented a challenge in assigning an overall determination of a site's fidelity to the CET model. Rather than using a single point-in-time assessment of site fidelity, we believe it is important to incorporate any variation in fidelity to the model into our assessment of the site, as study participants entered the program and received these services at various points in time over the course of the study. We tried to take variation in fidelity over time into account in assigning our fidelity assessments.

A related challenge for assessing fidelity to the CET model arose from the study's inclusion of sites that were not yet fully mature. Eastern and mid-western replication sites had been operating CET programs for less than three years when this study began. Many were still struggling to implement basic components of the model, indicating that these sites had not yet reached a mature and steady state.<sup>4</sup> Our observations of eastern and mid-western sites were limited to a fairly early period in their implementation of the CET model, and may prematurely judge their achievements. We consider site maturity explicitly in our analyses of replication below.

Another potential challenge to assessing site fidelity to the CET model is the potential for measurement error. Our determinations are necessarily subjective, and are limited by the data available for the evaluation. As discussed in Appendix A, these data include interviews with replication site directors, program staff and instructors, program participants, and employers conducted during two visits to each site; observation of program activities while on site; and periodic telephone calls with replication site staff. Such data allow for the possibility that the information provided by the site to the researcher did not accurately reflect the site's actual activities. Our research design is designed to minimize this possibility by asking the same questions

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<sup>4</sup>Western replication sites, by contrast, were specifically selected to assure they represented mature CET programs. See Chapter 1 for a discussion of the replication site selection process.

of multiple respondents while on site and observing site activities directly, but it cannot eliminate this risk entirely.

### Local Contexts for the Replication Sites

A basic goal of this evaluation was to determine whether the CET model could be replicated outside of San Jose, California, the context in which it first received national attention. Before assessing the extent to which each replication site implemented the CET model, we review the diverse contexts in which such attempts were made. We consider the types of organizations engaged in the replication process, the demographics and population density of local communities, and the labor markets in which trainees sought employment. Figure 3.1 presents these factors for the 12 replication sites and also for CET-San Jose.<sup>5</sup>

**Type of Organization.** Efforts to replicate the CET model occurred in a variety of organizational contexts. Eastern and mid-western replication sites included two community-based organizations, two Private Industry Councils responsible for local JTPA programs, and two new additions to CET's existing network of sites. Western replication sites consisted entirely of CET network sites, all of which had been in operation for five years or more. In total the replication sites included eight managed directly by the CET corporation.

**Unemployment Rate.** Unemployment rates for counties in which the replication sites operated ranged between 3 and 25 percent. Five sites (Reidsville, San Francisco, Reno, and Santa Maria) operated in counties where unemployment rates were less than 4.5 percent. Six sites (Chicago, Newark, Camden, New York, Riverside, and Oxnard) had unemployment rates between 5 and 8 percent. El Centro stands out markedly from all other sites with an unemployment rate of 25 percent.

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<sup>5</sup>Appendix C provides additional information on each site's context.

**Race and Ethnicity.** Differences among the replication sites are further reflected in the racial and ethnic makeup of the counties in which they operated. The CET organization has long been associated with farmworkers, and counties in which the CET sites operated tended to have high proportions of Hispanics. Consistent with this trend, five of the eight replication sites belonging to the CET network operated in counties where Hispanics accounted for more than 25 percent of the population. African-Americans accounted for 14 percent or more of county populations in all six eastern and mid-western sites, but the western sites had much smaller populations of African-Americans proportionally. While San Francisco had an African-American population of close to 11 percent, African-Americans comprised less than 3 percent of the population in three of the four remaining western sites. Whites were a majority of the population in eight counties where replication sites operated.

**Population Density.** The 12 replication sites also varied in the size and population density of their local communities. As indicated in Figure 3.1, eight of the replication sites operated in counties with populations of 500,000 or more. Six counties had urban population densities of over 500 people per square mile (Chicago, Newark, Camden, New York, Orlando, and San Francisco). The remaining six counties had population densities of less than 400 people per square mile, indicating that they were more rural.

Figure 3.1

## Local Context for the Replication Sites: Selected Characteristics

CHARACTERISTIC	LOCATION												
	San Jose, CA	Chicago, IL	Reidsville, NC	Newark, NJ	Camden, NJ	New York, NY	Orlando, FL	Riverside, FL	San Francisco, CA	Oxnard, CA	El Centro, CA	Reno, NV	Santa Maria, CA
<b>Type of Organization</b>	CET	CET	PIC	CBO	CBO	CET	PIC	CET	CET	CET	CET	CET	CET
<b>County</b>	Santa Clara	Cook	Rockingham	Essex	Camden	New York	Orange	Riverside	San Francisco	Ventura	Imperial	Washoe	Santa Barbara
<b>Population<sup>a</sup></b>	1,497,577	5,105,067	86,064	778,206	502,824	7,322,564	677,491	1,170,413	778,206	669,016	109,303	254,667	369,608
<b>Unemployment Rate (%)<sup>b</sup></b>	3.2	5.2	4.9	6.7	5.9	7.5	3.7	6.3	3.5	5.5	24.6	3.6	4.4
<b>Ethnicity (%)<sup>c</sup></b>													
White	58.1	57.1	78.5	45.1	74.8	48.9	73.3	64.4	46.6	66.4	29.0	83.4	66.1
African American	3.5	25.5	20.3	39.3	15.5	17.6	14.8	5.1	10.5	2.1	2.1	2.1	2.5
Hispanic	21.0	13.6	0.7	12.6	7.2	26.0	9.6	26.3	13.9	26.1	65.8	9.0	26.6
Asian	16.8	3.6	0.2	2.6	2.2	7.1	2.0	3.3	28.4	4.8	1.5	3.6	4.1
Other	0.6	0.2	0.2	0.4	0.3	0.5	0.4	0.9	0.6	0.6	1.6	1.8	0.7
<b>Population per Square Mile<sup>d</sup></b>	1,184	5,434	153	6,124	2,284	52,432	787	179	15,609	372	31	42	137

Sources: 1990 Census of Population and Housing, U.S. Bureau of the Census; Bureau of Labor Statistics, 2000.

County and City Data Book 1994, U.S. Department of Commerce; Economics and Statistics Administration, Bureau of the Census, 1994.

Notes: <sup>a</sup>Population figures from 1990 are provided for the county in which each site was located, except for New York, for which we have provided the city population.

<sup>b</sup>Unemployment rates were calculated as the simple average of county-level monthly rates for the period during which each site conducted random assignment. The rate provided for San Jose covers the period between January 1996 and September 1999.

<sup>c</sup>The baseline form in which these data were collected offered program applicants the choice of describing themselves as Hispanic; Black, non-Hispanic; White, non-Hispanic; Asian or Pacific Islander; or American Indian or Alaskan Native. We employ the term African-American in this report, but some Black, non-Hispanic applicants may not have selected this term to describe themselves. In addition, due to the fairly low numbers of Asian, Pacific Islander, American Indian, and Alaskan applicants, we have combined all applicants identifying with one of these groups into the Other category.

<sup>d</sup>Population per square mile based on 1992 population estimates as reported in the County and City Data Book 1994, U.S. Department of Commerce; Economics and Statistics Administration, Bureau of the Census, 1994.

**Comparisons to CET-San Jose.** The replication sites operated in contexts that differed from CET-San Jose's in several important regards. Perhaps most critically, many of the replication sites operated in counties with much poorer employment prospects than San Jose. Seven of the twelve replication sites (Chicago, Newark, Camden, New York, Riverside, Oxnard, and El Centro) operated in counties with unemployment rates at least two percentage points higher than San Jose's. Four of these sites (Newark, New York, Riverside, and El Centro) had unemployment rates more than three percentage points higher than San Jose's, and El Centro's unemployment rate was more than 21 percentage points higher.

Approximately half of the replication sites operated in more rural contexts than CET-San Jose. The population density in Santa Clara County was 1,184 people per square mile. In comparison, six of the replication sites were in counties with less than 400 people per square mile (Reidsville, Riverside, Oxnard, El Centro, Reno, and Santa Maria.) All but one of these less urban sites (Reidsville) were western sites. Indeed, among the western CET network sites participating in the evaluation, only one (San Francisco) operated in a primarily urban setting.

Overall, the replication sites operated in contexts that differed greatly from each other and from CET-San Jose. Data on employment prospects, the racial and ethnic makeup of local populations, and housing density all indicate that the replication process was attempted in a great variety of contexts. Below we describe these attempts to replicate the CET model in detail.

### **Sites' Experiences Replicating the CET Model**

In this section we discuss the sites' experiences replicating the CET model. We look specifically at the four key features of the CET model: design of services, participation in services, industry involvement, and organizational capacity and stability. Based on our research we then assess the fidelity of each site to these CET model features using a ranking of "High" to indicate a site that is highly faithful to the CET model, "Medium" to indicate a site that is moderately faithful to the CET model, and "Low" to indicate a site that has low fidelity to the CET model. Figure 3.2 presents these findings in summary format.

**Figure 3.2**  
**Overall Fidelity to CET Model Elements**

CET ELEMENTS	LOCATION											
	Chicago, IL	Reidsville, NC	Newark, NJ	Camden, NJ	New York, NY	Orlando, FL	Riverside, CA	San Francisco, CA	Oxnard, CA	El Centro, CA	Reno, NV	Santa Maria, CA
Design of Services	MED	LOW/MED	MED	MED	MED/HIGH	MED/HIGH	HIGH	MED/HIGH	HIGH	HIGH	MED/HIGH	HIGH
Participation in Services	LOW	LOW	LOW	LOW	LOW	LOW	HIGH	LOW	HIGH	HIGH	LOW	HIGH
Industry Involvement	HIGH	LOW	HIGH	MED	MED	MED/HIGH	HIGH	MED	HIGH	HIGH	MED	HIGH
Organizational Capacity	MED	LOW/MED	HIGH	LOW	LOW/MED	LOW	HIGH	LOW	HIGH	HIGH	LOW	HIGH

As described below we find that sites varied greatly in their fidelity to the overall CET model. This was true even among the eight replication sites belonging to CET's network. However, as we might expect, CET sites had overall higher fidelity to the CET model than non-CET sites (i.e., sites operated by PICs or CBOs). Our analyses also reveal that sites that had been implementing the CET model longer tended to be more faithful to the CET model.

We also find that successful implementation of any of the four key features did not guarantee successful replication of the CET model overall. While a site may have successfully implemented the CET instructional model (design of services) the ability to provide those services effectively over-time depended on other factors such as stable funding and management (organizational capacity). This further supports our hypothesis that all four components identified in our model are critical for the successful replication of CET.

**Design of Services.** CET services are designed to train even hard-to-serve individuals in a work-like environment by providing occupational and basic skills training that will ultimately lead to employment. Towards this end, the design of services includes: open-access to training; self-paced, competency-based curriculum; open-entry/open-exit design; integration of basic and occupational skills; comprehensive supportive services; and active job placement assistance. Figure 3.3 displays our ratings of each replication site on these factors.<sup>6</sup>

The design of services under the CET model begins with open access. This means that there is little, if any, up-front testing conducted. Individuals screened out of other employment and training programs because they are too hard-to-serve may still be able to receive training at CET. All but three sites (Reidsville, Newark, and

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<sup>6</sup>See Appendix C for further discussion of each site's services.



Orlando) were highly faithful to the CET model with regard to providing open access to prospective applicants. These three sites were all eastern sites, relatively new to operating CET, and none belonged to the CET network. Reidsville required prospective applicants to have a GED for entry into its certified nursing assistant program because this was a state requirement for certification. After objections from the Department of Labor, Reidsville agreed to prohibit demonstration youth from participating in this course, but this decision restricted new applicants to a very short list of training options. Both Newark and Orlando used up-front testing to assess students, though only Newark used the testing to screen students out of the program. In Newark, participants had to score at the 8<sup>th</sup> grade level or above on the TABE test or the site could not receive payment for that student from the local JTPA agency that served as the formal grantee for this site.

CET's training is also designed to let students progress at their own speed through a competency-based curriculum. Further, there are no fixed start and end dates for training courses, allowing students to begin training when they are motivated to do so. All sites with the exception of three were highly faithful to both of these elements of the CET design (Chicago, Reidsville, and Newark). Again, the exceptions were all eastern and mid-western sites. Two of these sites (Reidsville and Newark) offered at least one course where there were fixed start and end dates for the course, and students were expected to progress in a lock-step fashion. These two sites were not part of the CET network. Midway through the evaluation CET's corporate management became concerned that this was happening in Chicago as well, and provided extra technical assistance to the site to correct this problem.

Another aspect of the CET training design is the integration of basic skills with the occupational training being provided. The rationale behind this integration is that students are being trained for a job, and that the teaching of basic skills should emphasize the importance of those skills as it relates to and supports the job for which the student is being trained. Among the 12 replication sites, all but four sites (Chicago, Newark, Camden, and New York) were highly faithful to this element of the service design. The four sites that were moderately faithful to this design element all

**Figure 3.3**  
**Fidelity to Design of Services**

CET ELEMENTS	LOCATION											
	Chicago, IL	Reidsville, NC	Newark, NJ	Camden, NJ	New York, NY	Orlando, FL	Riverside, CA	San Francisco, CA	Oxnard, CA	El Centro, CA	Reno, NV	Santa Maria, CA
Open-access	HIGH	MED	LOW	HIGH	HIGH	MED	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH
Self-paced, Competency-based Curriculum	MED	MED	MED	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH
Open-entry/open-exit	MED /HIGH	MED	MED	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH
Basic and Occupational Skills Integrated	MED	HIGH	MED	MED	MED	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH
Focus on Job-specific Skills	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH
Comprehensive Supportive Services	LOW	LOW	HIGH	MED	LOW	MED	MED	MED	HIGH	HIGH	MED	HIGH
Active Job Placement Assistance	MED	LOW	HIGH	MED	MED	MED	MED/HIGH	LOW	HIGH	HIGH	LOW	HIGH
<b>Design of Services - Overall</b>	<b>MED</b>	<b>LOW/MED</b>	<b>MED</b>	<b>MED</b>	<b>MED/HIGH</b>	<b>MED/HIGH</b>	<b>HIGH</b>	<b>MED/HIGH</b>	<b>HIGH</b>	<b>HIGH</b>	<b>MED/HIGH</b>	<b>HIGH</b>

offered basic skills training as a separate course from the occupational training, and this course was not tailored to the students occupational skills. Some sites conducted separate basic skills courses because they did not believe that all students needed assistance with their basic skills. The stand-alone basic skills classes allowed them to concentrate these services on students with exceptional needs.

Providing job-specific occupational skills is a primary focus of the CET curriculum design. All 12 replication sites successfully replicated this component of the CET model. Training courses at all sites were designed to prepare youth for employment, and to teach them the occupational skills necessary for work.

To participate in training, many students require supportive services including financial assistance with child care, transportation, and other training needs, such as work-related tools, uniforms, or equipment. Fidelity to this component of the CET model varied widely across sites. The provision of supportive services at the replication sites depended on how the site used its study funds and the other funding sources that were available to it. Only four of the twelve replication sites (Newark, Oxnard, El Centro, and Santa Maria) provided these supportive services to all students. Six sites (Newark, Camden, Orlando, Riverside, San Francisco, and Reno) provided some supportive services, but not all those needed by their participants. Finally, two sites (Chicago and Reidsville) had virtually no supportive services available for their participants. For example, Chicago could not offer any transportation assistance to participants for the first half of the study and there were long waiting lists for subsidized child care. This lack of supportive services was blamed by site representatives for impeding the retention of training participants, and resulted primarily from a lack of funding.

A key feature of the CET model is the provision of active job placement assistance to participants. Without this component, participants may be trained for jobs they cannot find or secure. CET-San Jose's job developers seek out jobs for participants that offer good wages and benefits. To do this, its job developers develop relationships with local employers to whom they market trainees. Active job

placement assistance proved to be one of the more difficult to replicate components of CET's service design.

Among the replication sites only four sites (Newark, Oxnard, El Centro, and Santa Maria) were highly faithful to the CET model, three of which were CET network sites. For example, Santa Maria's job developers participated in the local chamber of commerce and the site's Industrial Advisory Board to network with local employers, to learn of job leads, and to market their trainees. Trainees at Santa Maria also received instruction in resume development and job interviewing skills twice a week during training. Instructors also forwarded job leads to the job developers from their industry contacts.

Newark's efforts to develop jobs, while different from those of CET network sites, also appeared to serve trainees well. Newark's program was operated by New Community Corporation (NCC), one of the largest community development corporations in the nation, and an employer of more than 1,500 individuals. Graduates of NCC's training programs were often placed in jobs within NCC. NCC provided a substantial internal labor market for trainees, and course instructors often had strong contacts with the same departments to which they referred trainees for jobs.

In contrast, three sites (Reidsville, San Francisco, and Reno) had low fidelity to the CET model with respect to job development. In all of these sites, staff turnover left the job developer position unfilled for a substantial period of time during the study. While the position was vacant, instructors were left to fulfill the job developers' duties. Many of these instructors found it difficult to make time for both training and job placement for their students. If the instructor was not well connected to local employers, students were responsible for their own placement. Further, after job developers left these positions, the replication sites often lost track of participants who had completed training and were in the midst of job searches.

Overall, sites were largely faithful to the CET model with regard to the design of services, successfully replicating most of its elements. No sites were assessed as having low fidelity to CET's service design overall. Active job placement assistance was among the most difficult of the CET design of services elements for sites to replicate. This problem affected eastern and mid-western sites, as well as western sites, and CET and non-CET sites as well. The provision of comprehensive supportive services was also difficult for some sites to replicate. This problem was experienced solely by eastern and mid-western sites, including those operated by CET and other organizations.

We have designated four of the replication sites (Riverside, Oxnard, El Centro, and Santa Maria) as highly faithful to the design of services under the CET model. All of these sites were western sites, and belonged to the CET network. Further, these sites were the most mature of the CET sites, with each operating as CET sites for over 20 years.

Another four sites (New York, Orlando, San Francisco, and Reno) were moderately faithful to CET's service design, and have been assigned a Medium/High ranking. Three of the four sites were CET sites. Two of these sites (San Francisco and Reno) would have scored as highly faithful to the CET model except for their lack of active job development.

The final four sites (Reidsville, Newark, Chicago and Camden) were moderately faithful to CET's service design. All of these were among the eastern and mid-western replication sites and only one was operated by the CET corporation.

**Participation in Services.** The CET model is also characterized by intensive, relatively short-term participation in training. The extent of participation depends on the ability of the site to retain individuals who enroll in training, enforcement of attendance policies that replicate workplace expectations, and the length of time it typically takes trainees to complete their competencies in a particular skill. While program participation is quantitatively discussed in Chapter 4, this section focuses on qualitative explanations of the factors that may have affected sites' participation results. We summarize these findings in Figure 3.4.

Participation in services at the replication sites was likely affected by the study process itself. Under normal conditions, CET sites have an initial one to two week period during which prospective students attend classes to select a skill area. However, this period also allows prospective students to determine if they are genuinely committed to the CET training program. This strategy seems to screen out less motivated applicants, before they are officially enrolled, reducing the proportion of applicants considered to have dropped out of CET.

**Figure 3.4**  
**Fidelity to Participation in Services**

CET ELEMENTS	LOCATION											
	Chicago, IL	Reidsville, NC	Newark, NJ	Camden, NJ	New York, NY	Orlando, FL	Riverside, CA	San Francisco, CA	Oxnard, CA	El Centro, CA	Reno, NV	Santa Maria, CA
Intensive Short-term Participation	LOW	LOW	LOW	LOW	LOW	LOW	HIGH	LOW	HIGH	HIGH	LOW	HIGH
<b>Participation in Services - Overall</b>	<b>LOW</b>	<b>LOW</b>	<b>LOW</b>	<b>LOW</b>	<b>LOW</b>	<b>LOW</b>	<b>HIGH</b>	<b>LOW</b>	<b>HIGH</b>	<b>HIGH</b>	<b>LOW</b>	<b>HIGH</b>

As discussed in Chapter 2, our study required youth to be randomly assigned into program and control groups. In order to assess the difference between those students who receive services (program group members) and those who do not (control group members) it was important to minimize the receipt of CET program services by control group members. Further, it was assumed that providing services to program applicants, and then denying them if they were assigned to the control group, would be very disappointing to control group youth. For these reasons, most sites chose to conduct random assignment between one and five days after the initial application.

Shortening this tryout period may have decreased enrollment rates for program group members from what they would have been in the absence of the evaluation. As discussed in Chapter 4, based on early data from eight of twelve sites, we estimate that 68 percent of program group members enrolled in training. One site (Chicago) had a particularly low enrollment rate (49 percent), which lowered the average for the larger group. When Chicago was excluded from this analysis our estimate of the enrollment rate increased to 81 percent. However, many sites also experienced retention problems for program group youth beyond the first weeks of training.

Chicago's low enrollment rate and ongoing retention problems were likely the result of the specific youth population their program targeted. Due to its source for matching funds, Chicago recruited youth who were wards of the state. This population included foster care and institutionalized youth who, upon emancipation at age 18, were expected to become economically self-supporting. As a result, some youth enrolled at the Chicago site were compelled to leave training to seek employment. Additionally, the youth targeted in Chicago often had emotional and behavioral problems as the result of abuse or lack of care throughout their lives, resulting in additional retention difficulties.

Other sites (Reidsville, Camden, San Francisco, and Reno) experienced retention problems that may have been due to staff turnover and management



instability. For example, staff turnover in Reno for part of the study period left enrolled students with no instructor in their skill area. In San Francisco, the announcement that the site was closing within six months due to funding problems led some students to abandon their studies prematurely.

Interviews with site representatives in three sites (Chicago, New York, and Riverside) reported that a lack of adequate supportive services (child care and transportation funds) may have resulted in the loss from training of a number of their youth study participants. Some western CET sites also reported that demonstration youth were less likely to remain in training than other youth, due to a lack of income. While youth served outside of the demonstration often received weekly stipends to support their ongoing participation, these were not available to demonstration youth.<sup>7</sup>

Intensive participation in services is also a function of the amount of time trainees attended classes. Low daily hours of attendance (Reidsville) and short training courses (Newark) may have affected trainees' participation in services. One training program offered by Reidsville was taught by an instructor who split her time between two employers. This resulted in a class schedule that limited instruction to four hours daily, with the remainder of the day spent in unsupervised activities. Estimated time to complete training at the Newark site was very short for several of the occupational skill areas offered. Some Newark courses were estimated to require only six to ten weeks to complete, while many courses in other sites were estimated to require six months.

Based on the limited data presented above, we would expect the participation of program group members, on average, to be somewhat shorter than that of youth who participated in CET outside of the demonstration. Where the CET model is characterized by short-term, intensive participation, we found that only four sites (Riverside, Oxnard, El Centro, and Santa Maria) achieved this goal. The remaining

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<sup>7</sup>Training for youth in CET's western sites is often funded by the Migrant and Seasonal Farmworker Program, which permits small weekly stipends.

eight sites were all assessed to have low fidelity to the model in terms of intensive, short-term program participation.

**Industry Involvement.** A distinguishing feature of the CET model as compared to more traditional employment and training programs is the emphasis placed on industry involvement in the design and provision of services. As indicated in Figure 3.5, industry involvement includes assessing the local labor market in selecting the occupational skills the site will offer. It also includes using local employers in these industries to regularly review the training curricula to ensure that the skills employers demand are being taught. Connections with local employers are also important for providing job placements for CET graduates. Finally, the CET model emphasizes the hiring of instructors with extensive industry experience over teaching experience. All of these efforts highlight the importance of meeting employers' needs in order to successfully train and place participants.

Efforts to involve industry in these site-level activities often revolve around sites' Industrial Advisory Boards (IAB) and Technical Advisory Committees (TAC). In the CET model each site has an Industrial Advisory Board that includes employer representatives from among the industries for which the site trains. The IAB meets regularly to review the site's skills and curricula, making sure the occupations and skills for which the site is training are still in demand. Members sometimes donate equipment and supplies to the school. They also discuss potential job placement opportunities for graduates. In addition to the IAB, Technical Assistance Committees (TAC) are formed for each of the occupational areas the school offers. TACs are comprised of a smaller number of industry specific employers and are available to instructors for consultation about the curricula, donating supplies, and again serving as a resource for job placement.

**Figure 3.5**  
**Fidelity to Industry Involvement**

CET ELEMENTS	LOCATION											
	Chicago, IL	Reidsville, NC	Newark, NJ	Camden, NJ	New York, NY	Orlando, FL	Riverside, CA	San Francisco, CA	Oxnard, CA	El Centro, CA	Reno, NV	Santa Maria, CA
Training for Locally In-demand Occupations	HIGH	LOW	HIGH	HIGH	MED	HIGH	HIGH	MED	HIGH	HIGH	MED	HIGH
Use Employer Contacts to Review Curricula	HIGH	LOW	HIGH	MED	MED	HIGH	MED /HIGH	MED	HIGH	MED	MED	HIGH
Use Employer Contacts for Job Placements	HIGH	LOW	HIGH	MED	MED	MED	HIGH	MED	HIGH	HIGH	MED	HIGH
Instructors from Industry They Train for	HIGH	MED	HIGH	LOW	HIGH	MED	HIGH	HIGH	HIGH	HIGH	HIGH	HIGH
<b>Industry Involvement - Overall</b>	<b>HIGH</b>	<b>LOW</b>	<b>HIGH</b>	<b>MED</b>	<b>MED</b>	<b>MED /HIGH</b>	<b>HIGH</b>	<b>MED</b>	<b>HIGH</b>	<b>HIGH</b>	<b>MED</b>	<b>HIGH</b>

Among the 12 replication sites we found that all but four sites (Reidsville, New York, San Francisco, and Reno) were training for occupational areas specifically in-demand locally, and were therefore considered highly faithful to that element of industry involvement in the CET model. San Francisco, New York, and Reno were ranked as having a medium-level of fidelity to this aspect of the CET model because they offered, or attempted to offer, training in at least one occupational area that appeared to have little local demand. San Francisco reported low demand for students graduating from its Computer Office Administration class, though this may have been more reflective of poor job development efforts. New York sought to offer training in Shipping and Receiving, but believed there was little demand for this occupational skill in the local labor market. Reno offered a course in Automated Office Services, but found few employers willing to hire these trainees. Reidsville was ranked as having low-fidelity to this aspect of the CET model because for a significant period of the study, the only course offering available to demonstration youth was their Shipping and Receiving course, which was acknowledged to have no local demand. Site representatives in both Reidsville and New York attributed the presence of training in occupations not in demand to CET's corporate management. Both sites complained that CET's management did not understand their local labor markets, and misidentified appropriate training areas.

Employers serving on the replication sites' IABs reviewed the curricula of training programs at least annually in five (Chicago, Newark, Orlando, Oxnard, and Santa Maria) of the 12 replication sites. These sites were assessed to be highly faithful to the CET model with respect to employer review of curricula. Another four sites had employers review the curricula or surveyed employers to inform the curricula at least once during the study period, though the review of curricula was not a regularly occurring event (Camden, New York, Riverside, San Francisco, El Centro, and Reno.) In several of these sites, the IAB had met regularly during the early portion of the study period, but eventually stopped meeting. In some cases the board stopped meeting because of disinterest on the part of employers, in other sites it was

due to site staff and/or management turnover. These sites were assessed to be moderately faithful to the CET model. Finally, Reidsville was given a low fidelity ranking because its IAB stopped meeting in 1994 and no industry representatives reviewed the curricula after that point.

Utilization of employer contacts as a source for job placements for trainees is another aspect of the CET model. Half of the replication sites successfully replicated this component. These sites frequently reported using their IAB, TAC, and instructors' industry contacts to secure employment for graduates. Another four replication sites (New York, Orlando, San Francisco, and Reno) were moderately faithful to this component. Among these four sites employer contacts were generated more from instructor and job developer contacts and less so through the IAB. Finally, Reidsville and Camden were ranked low on their fidelity to this component because both had limited connections to local industry. For a large portion of the study Reidsville had no individual in charge of job development, and many instructors at both sites were not connected to local industry.

Recruiting instructors from industry is another key component of industry involvement in the CET model. Two-thirds of the replication sites fully replicated this component of the CET model. Only Reidsville and Orlando were given a ranking of moderately faithful to the CET model because some of their instructors were taken from the community college rather than industry. Finally, Camden was assessed as having low fidelity to the model because their original instructors were from an adult school program and lacked industry experience. Camden eventually hired new instructors to correct this problem, but they proved difficult to retain. Turnover among the second group eventually led to the hiring of some individuals, again, who had no industry experience.

Half of the replication sites (Chicago, Newark, Riverside, Oxnard, El Centro, and Santa Maria) were highly faithful to the CET model with regard to industry involvement in the design and operations of training. Among these sites were five CET corporate sites and one non-CET site (Newark). Newark's inclusion in this

group reflects its exceptional circumstances as a training program within a major community-based organization. Chicago is the only other eastern and mid-western site in this group. Although Chicago had only been in operation for two years when the evaluation began, it had established strong industry connections. A strong relationship with the local mayor's office helped Chicago obtain a new location for its training facility during the second half of the evaluation, and provided the site with many opportunities for industry collaboration.

An overall assessment of moderate fidelity to the CET model with respect to industry involvement was assigned to five replication sites (Camden, New York, Orlando, San Francisco, and Reno.) While these projects were able to successfully implement certain aspects of industry involvement, they were unable to implement others.

Finally, Reidsville was assessed as having low fidelity to the CET model with respect to the involvement of industry at the site. Reidsville had poor connections with local industry in all occupational skill areas except industrial sewing. The instructor for industrial sewing was well connected to area employers, but this skill area was disallowed for youth in the demonstration until the last months of the study because it was considered to provide low wages and few opportunities for advancement.

**Organizational Capacity and Stability.** The fourth key element of the CET model is organizational capacity and stability. CET-San Jose's unique organizational history provides it with a stability that few community based organizations share. This includes having such site features as: a stable and diverse funding base, stable management and staff; management and staff trained in the CET philosophy; management and staff that support and believe in the CET philosophy; and respect and support for the training organization within the community. Without these features a site may faithfully implement the CET model, but be unable to sustain the program over time. In fact, one-third of the replication sites (Camden, New York, Orlando, and San Francisco) closed their doors before the youth study ended, due in large part to

problems related to management and funding issues. In this section, we assess sites' fidelity to such organizational elements. Figure 3.6 summarizes our findings in this area.

The successful operation of a CET site depends on its ability to develop stable and diverse funding sources. Without stable funding the site may be forced to operate under uncertainty without being able to plan even six months out for staffing or student recruitment. Such uncertainty affects staff morale and limits the ability of management to focus on anything else. Without diverse finances, sites are at-risk of shutting down with the loss of a single funding source, as was the case for three replication sites (Camden, New York, and Orlando).

Only five of the twelve replication sites had highly stable and diverse funding (Newark, Riverside, Oxnard, El Centro, and Santa Maria). Four of these five were western CET sites that had been operating for over 20 years. Three of these site were supported by sizable and stable federal grants to serve migrant and seasonal farmworkers. The only eastern replication site to have both stable and diverse funding was the Newark site operated by New Community Corporation. The New Community Corporation was established in 1967, and had developed stable and diverse funding over time as it became one of the largest community development corporations in the nation.

We consider two eastern and mid-western replication sites (Chicago and Reidsville) to have had moderately stable and diverse funding. When Chicago opened its doors to trainees, it had few funding sources and those it had did not fully cover its costs. However, during the second half of the evaluation, a new manager was brought on to begin fund-raising activities and rejuvenate the center. These goals were largely achieved, and the site secured a stable and diverse funding base for the latter portion of the evaluation. The Reidsville site was funded and managed by the local JTPA agency and had no other source of financial support. As such the existence of the center depended completely on the tense relationship between site managers and the local JTPA board, which was not always amicable.

Figure 3.6

Fidelity to Organizational Capacity and Stability

CET ELEMENTS	LOCATION											
	Chicago, IL	Reidsville, NC	Newark, NJ	Camden, NJ	New York, NY	Orlando, FL	Riverside, CA	San Francisco, CA	Oxnard, CA	El Centro, CA	Reno, NV	Santa Maria, CA
Stable and Diverse Funding	MED	MED	HIGH	LOW	LOW	LOW	HIGH	LOW	HIGH	HIGH	LOW/MED	HIGH
Stable Management/Staff	LOW/MED	LOW	MED	LOW	LOW	LOW	HIGH	LOW	HIGH	HIGH	LOW	HIGH
Management/Staff Trained in CET Philosophy	MED	MED	MED	LOW/MED	MED	MED	HIGH	LOW/MED	HIGH	HIGH	LOW	HIGH
Management/staff Support CET Philosophy	HIGH	LOW	MED	MED	MED	HIGH	HIGH	MED	HIGH	HIGH	MED	HIGH
Organization Is Respected in the Community	MED	MED	HIGH	MED	MED	MED	HIGH	MED	HIGH	HIGH	LOW	HIGH
<b>Organizational Capacity - Overall</b>	<b>MED</b>	<b>LOW/MED</b>	<b>HIGH</b>	<b>LOW</b>	<b>LOW/MED</b>	<b>LOW</b>	<b>HIGH</b>	<b>LOW</b>	<b>HIGH</b>	<b>HIGH</b>	<b>LOW</b>	<b>HIGH</b>



Finally, five replication sites (Camden, New York, Orlando, San Francisco, and Reno) were considered to have low fidelity to the CET model of stable and diverse funding. Like Reidsville, Camden relied heavily on JTPA funding, and faced great uncertainty when the finances of the local JTPA agency came under investigation. Camden's staff were also chronically unsure whether their JTPA contracts would be continued. In the face of this uncertainty the replication site left critical staff positions open until more secure funding could be obtained. Finally, when difficulties at the local JTPA agency led to sharply decreased referrals, the center was forced to shut its doors.

Orlando's closure also arose through its dependence on JTPA funding. Although the Orlando site served as the administrative entity for JTPA funds in Central Florida, it lost this status when the state JTPA program was reorganized. Orlando's training costs were higher than those of local vocational schools, and the new regional body in charge of job training discontinued its funding in 1997.

Organizational stability was also a problem for several replication sites that belonged to the CET network. Initial funding for the New York replication site, which began operations in 1993, came from a combination of training contracts and foundation grants. The site struggled to obtain additional training contracts after its first year in business, and foundered when its primary customer, New York City's Human Resources Administration, elected not to renew training contracts for welfare recipients. In the face of poor prospects for public funding, the site shut down its operations in 1998.

San Francisco, also a CET network site, opened in 1989. The site had a difficult time breaking into the competitive local employment and training environment in San Francisco. In most cases, JTPA funding was distributed based on prior year funding, and the San Francisco site had limited success in obtaining new contracts. A new director appointed in 1996 improved fund-raising, but after his departure in 1998 the site struggled to keep its doors open. Existing contracts could not cover actual costs, and the center shut down in 1999.

Finally, Reno, the only western replication site outside of California, also struggled with fund-raising for much of the evaluation period. Much of the JTPA funding for which Reno competed was awarded to local community colleges. Relations with the local JTPA agency were weak, and few other sources of training funds were available. However, the site continues to operate in large part as the result of farmworker funding through the parent CET corporation.

Stable management and staff is a critical component of organizational stability. Only one-third of the study sites (Riverside, Oxnard, El Centro, and Santa Maria) were considered highly faithful to the CET model with respect to management and staff stability. All four of these sites were western CET network sites that had been in operation for over 20 years. All four of these sites also had directors that had been with the CET corporation (though not necessarily at that site) for over seven years.

Newark was the only site given an assessment of moderate fidelity to staff and management stability. While Newark had two site directors and an interim site director within the years it participated in the evaluation, instructor turnover was low, and the managing organization as a whole was very stable.

More than half of the study sites had high management and staff turnover (Chicago, Reidsville, Camden, New York, Orlando, San Francisco, and Reno). Site directors provide the stability and leadership for CET sites. Several sites had multiple site directors over the short time period of the study (Chicago, Reidsville, Camden, New York, and San Francisco). Some even operated with no director for extended periods of time (Reidsville and San Francisco). Staff turnover was also high at many sites. In Reidsville, Camden, and Reno, instructor positions remained vacant for weeks at a time. Turnover was especially high for job developers (Chicago, New York, Reidsville, Camden, San Francisco, and Reno). The job developer is a particularly important position under the CET model, given its emphasis on

employment. When these positions were vacant, instructors often took on this responsibility, but typically had little time to devote to it.

An additional measure of organizational capacity and stability is the training management and staff received in the CET model, mission, and philosophy. CET sites cannot replicate a model if they are not trained in its delivery. Site directors played a key role in assuring that training occurred. If a director believed training was important it could usually be arranged, otherwise it was not.

The extent of training provided for management and staff varied over the course of the study and across sites. At the beginning of the evaluation the management and staff of eastern and mid-western sites reported their participation in intensive two-week training sessions at CET's San Jose headquarters. As new staff joined these sites, their participation in training sessions was shortened to a single week, if at all. Towards the end of the study some sites were only providing new staff with in-house CET training or none at all.

Overall, only four sites (Riverside, Oxnard, El Centro, and Santa Maria) were characterized as having high fidelity to the CET model with respect to the provision of training to management and staff in the CET philosophy. Again, all of these were western sites in operation for over 20 years, and as such had many long-term CET staff who had received training in San Jose and who were able to share this knowledge with new hires.

Another four sites (Chicago, Reidsville, New York, and Orlando) were assessed to be moderately faithful to the CET model with regard to CET philosophy and training. At these sites, some staff had received training in San Jose, but most had not. Further, the site directors at these sites did not make CET philosophy training a priority for their new staff.

The remaining four sites (Newark, Camden, San Francisco, and Reno) had low to moderate rankings in terms of the training provided to staff on the CET

philosophy. At these sites few staff had received any training and many new staff were unable to explain CET's mission or philosophy.

CET-San Jose is also characterized by a strong commitment on the part of management and staff to the CET philosophy. We assessed sites' commitment to the CET philosophy through our discussions with management and staff on-site. We found that half of the sites (Chicago, Orlando, Riverside, Oxnard, El Centro, and Santa Maria) had management and staff who expressed a deep commitment to the CET philosophy, though some were unaware that their expressed convictions followed CET ideas. Another five sites (Newark, Camden, New York, San Francisco, and Reno) were characterized as holding a moderate level of commitment to the CET philosophy. Only Reidsville was characterized as having a low level of commitment to the CET philosophy during most of the study. This reflected the director's perception that the CET philosophy was too idealistic and that industry support was unnecessary.

Finally, CET-San Jose as an organization has developed extensive community relations efforts and broad support from industry, community-based organizations, foundations, and government. CET-San Jose's strong reputation helps it to create partnerships with industry, ensures stable and diverse funding, and generates a steady stream of referrals to its program. Among the 12 replication sites, five (Newark, Riverside, Oxnard, El Centro, and Santa Maria) were assessed as having developed strong community relations within the communities in which they operate. Directors at these sites sat on local boards, participated in chambers of commerce, and had strong working relationships with CBOs and employers in the area. Only two sites (Camden and Reno) were characterized as having low fidelity to this component of the CET model. In both cases, relationships between the site and the local JTPA agency were particularly troubled, greatly limiting the availability of funding for training.

Organizational capacity and stability proved to be necessary for sites to succeed in the replication of other components of the CET model. The primary

elements of organizational stability were stable funding and staff. Without these, the site was in a constant struggle to achieve them. Reviewing the site-level findings with regard to organizational stability, we find that five sites were assessed to be highly stable (Newark, Riverside, Oxnard, El Centro, and Santa Maria). Of this group, one site was part of a much larger community development corporation that had been in operation for 30 years (Newark), and the remaining four sites were western CET sites in operation for more than 20 years. We consider the Chicago site to have been moderately stable. Although it was unstable for much of the evaluation, its stability improved markedly towards the end of this period.

The remaining six sites were assessed as having low organizational capacity and stability (Reidsville, Camden, New York, Orlando, San Francisco, and Reno). Four of these sites ceased operations before the study ended (Camden, New York, Orlando, and San Francisco). The primary problems at these sites centered on management and funding issues.

### **Summary of the Replication Sites' Implementation Experiences**

The successful replication of the CET model required the replication of all four of its elements: design of services, participation in services, industry involvement, and organizational capacity and stability. Some sites had more success implementing these elements than others. Factors which contributed towards successful replication of the CET model included the maturity of the site. Western CET sites that had been operating for over 20 years most closely replicated the CET model. However, membership in CET's network did not guarantee successful replication, as evidenced by two of the less mature western sites (San Francisco and Reno) and two eastern and mid-western CET sites (Chicago and New York).

These findings suggest that the successful replication of CET takes time. The implementation of the CET model does not occur over night, but requires time to develop organizational capacity and stability including stable funding, staffing, and community ties. In some regards, the implementation of the CET model mimics an

organic process. CET programs take time to grow, and reach maturity only after several years. During this time, successful CET programs establish roots within their communities, and adapt to local circumstances. Future efforts to replicate the CET model would benefit from close attention to this finding. The full implementation of the CET model appears to require many years, a much longer period than is typically available for demonstration projects or other new programs. Organizations seeking to implement the CET model should be prepared for a lengthy process, and policymakers may need to revise their strategies for supporting replication. In particular, it may be necessary to revise replication efforts to give greater attention to supporting the organizations engaged in implementing CET programs. We return to this theme in the final chapter, where we consider more fully the lessons gained from the replication process.

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## Chapter 4: Baseline Characteristics and Early Participation Findings

As a part of their application to the study, youth provided program staff with basic demographic information, including sex, education level, citizenship status, marital and family status, and employment history. In addition, replication sites collected data on the participation of program group members in services. We utilize both baseline and participation data in this chapter to further examine the implementation of the replication process.

Our analysis of baseline characteristics serves three purposes. First, it allows us to determine whether the sample group is representative of the disadvantaged youth population that the program seeks to serve. Second, it enables us to identify and subsequently examine any demographic subgroups for which there is special policy interest or that could independently influence the impact of the CET program. Third, it allows us to examine the results of the random assignment process, in particular, to verify that the program and control groups resemble each other in all measurable characteristics. We address these first two purposes in this chapter, but present our verification of the random assignment process in Appendix B.

Our examination of participation data in this chapter is more preliminary. The evaluation's basic source of information on participation in employment and training services will come from a long-term follow-up survey of program and control group members still under way at the time this report was prepared. In the absence of survey data, we utilize participation data for a limited sample of sites and program group members for whom such data were available. These data offer an early glimpse at participation patterns, but are no substitute for the more complete data that will be examined in a future report on program impacts.

We begin this chapter by describing the chief characteristics of the average study participant at the time of application to the CET site. We then compare program group members across the 12 replication sites and between the two major subsets of sites. The first subset includes six sites in eastern and mid-western states which were in the midst of implementing the CET model during the random assignment period.

For the sake of convenience, we refer to this group as “eastern and mid-western sites.” The second subset includes six sites in western states that had operated CET programs for five years or longer. We refer to this group as “western sites.” Our analysis of baseline characteristics concludes with a comparison of the study sample to mainstream JTPA participants as well as to CET subsamples from earlier random assignment studies.

Our analysis of participation data in this chapter follows a similar format. We first examine participation patterns for the program group members overall and by site. Because of the limited availability of these data for eastern and mid-western sites, however, we make no comparisons between the two major subsets of sites. We conclude our analysis of participation with comparisons to mainstream JTPA programs and to earlier random assignment studies in which CET-San Jose participated.

## Characteristics of the Full Sample

Figure 4.1 presents the demographic profile of 1,351 program and control group sample members together.<sup>1</sup> On average, participants in the study were approximately 19 years of age and slightly more likely to be female. Participants were also likely to be members of an ethnic minority group; 93 percent of the sample was either African-American or Hispanic. Nearly 60 percent of sample members had not graduated from high school or obtained a GED. Most sample members were U.S. Citizens (88 percent) and most were proficient in the English language (87 percent). At the time of the baseline interview, close to 70 percent were unemployed and 93 percent had received no prior job training. The great majority of sample members were unmarried (94 percent), but 30 percent reported having a child. Many sample members (15 percent) lived with their parents or other family members. More than one-quarter described themselves as dependents.

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<sup>1</sup>Though 1,485 youth were randomly assigned in this study, our baseline sample includes data for 1,351 youth, approximately 91 percent of the total sample. As discussed in Chapter 2, three-fourths of these missing cases occurred at a single replication site.



**Figure 4.1**  
**Characteristics of Sample Members At the Time of Random Assignment**

<b>CHARACTERISTIC AND SUBGROUP</b>	<b>Total (%)</b>
<b>AVERAGE AGE</b>	19.1
<b>SEX</b>	
Female	57.5
Male	42.5
<b>ETHNICITY<sup>a</sup></b>	
Hispanic	41.0
African American	50.7
White	5.9
Other	2.2
<b>EDUCATION</b>	
School Dropout	58.3
H.S. Graduate/ GED (USA)	38.2
H.S. Equivalency (Other Country)	1.5
Post H.S. Attendee	2.0
College	0.0
<b>HIGHEST GRADE LEVEL ATTAINED</b>	
10 <sup>th</sup> Grade or Less	35.1
11 <sup>th</sup> Grade	34.3
12 <sup>th</sup> Grade	29.3
More than 12 years of schooling	1.3
<b>ENGLISH LANGUAGE PROFICIENCY</b>	
No Limited English Proficiency	87.4
Limited English Proficiency	12.6
<b>CITIZENSHIP</b>	
U.S. Citizen	87.9
Eligible Non-Citizen	12.1

Figure 4.1 (continued)

CHARACTERISTIC AND SUBGROUP	Total (%)
<b>LABOR FORCE STATUS</b>	
Employed	12.2
Unemployed	68.8
Not in the Labor Force	16.9
Underemployed	2.2
<b>FAMILY STATUS</b>	
Single Head of Household with Dependent Children	22.3
Single, non-dependent	25.4
Parent in Two Parent Family	7.3
Dependent	28.5
Family Member <sup>b</sup>	15.4
Married without Children	1.3
<b>MARITAL STATUS</b>	
Single	94.0
Married	4.4
Divorced	0.1
Separated	1.5
Widowed	0.0
<b>BARRIERS TO EMPLOYMENT<sup>c</sup></b>	
Lacks Transportation	28.1
Lacks Significant Work History	55.9
Youth Parent	30.0
One Person Head of Household with Dependent Children	20.3
<b>JOB TRAINING</b>	
Received Prior Job Training	7.4
<b>PUBLIC ASSISTANCE</b>	
AFDC/ TANF Recipient	24.2
<b>INCOME<sup>d</sup></b>	
Mean Annual Earned Income	\$4,648
<b>SAMPLE SIZE</b>	1,351

Source: BPA calculations from CET baseline data.

Note: The sample analyzed here includes both program and control group sample members.

**Figure 4.1 (continued)**

For certain demographic characteristics, sample sizes may be smaller than indicated due to missing data. Total sample size ranged from 1021 cases to 1347 cases, depending on the demographic characteristic analyzed.

Distributions may not total 100.0 percent because of rounding.

<sup>a</sup>The baseline form in which these data were collected offered program applicants the choice of describing themselves as Hispanic; Black, non-Hispanic; White, non-Hispanic; Asian or Pacific Islander; or American Indian or Alaskan Native. We employ the term African-American in this report, but some Black, non-Hispanic applicants may not have selected this term to describe themselves. In addition, due to the fairly low numbers of Asian, Pacific Islander, American Indian, and Alaskan applicants, we have combined all applicants identifying with one of these groups into the Other category.

<sup>b</sup>The definition of a “family member” may vary across sites.

<sup>c</sup>Due to a change in the format of the intake questionnaire, we were unable to distinguish between sample members who did not have barriers to employment and sample members who did not respond to the barriers to employment question. Therefore, the figures reported represent the percent of the total sample that affirmatively identified themselves as having a barrier to employment.

<sup>d</sup>Mean income reported excludes sample members who either reported zero earned income (424 sample members) or had missing data (695 sample members). When data from sample members reporting zero earned income is included, the calculated mean income is \$1,644.

Although not portrayed in Figure 4.1, there were also several statistically significant differences between male and female sample members. Females were much more likely to have children than males and to be on welfare. While 38 percent of females reported welfare receipt at baseline, only 6 percent of males did so. Similarly, 43 percent of females described themselves as youth parents, as compared to only 12 percent of males. Females also reported less labor force participation than males. Nineteen percent of females were not in the labor force as compared to 14 percent of males.

## **Differences in Characteristics Among the Replication Sites**

Major differences also appear in comparisons of baseline characteristics across the samples enrolled in the study at each of the 12 replication sites. As presented in Figure 4.2, the replication sites attracted diverse groups of enrollees.

Baseline characteristics vary greatly among these sites. We find, however, that while cross-site differences exist, the most striking differences in characteristics arise from comparisons of the two major geographical subsets. Eastern and mid-western replication sites, in general, served very different populations than their more experienced western counterparts.



CHARACTERISTIC AND SUBGROUP	Program Group	EASTERN & MID-WESTERN SITES							WESTERN SITES						
		Total (%)	Chicago, IL (%)	Reidsville, NC (%)	Newark, NJ (%)	Camden, NJ (%)	New York, NY (%)	Orlando, FL (%)	Total (%)	River-side, CA (%)	San Francisco, CA (%)	Oxnard, CA (%)	El Centro, CA (%)	Reno, NV (%)	Santa Maria, CA (%)
<b>ENGLISH LANGUAGE</b>															
No Limited English Proficiency	86.2	87.2	85.6	96.0	74.7	100.0	98.3	70.0	84.8	90.1	72.9	90.2	80.0	80.0	94.4
Limited English Proficiency	13.8	12.8	14.4	4.0	25.3	0.0	1.7	30.0	15.2	9.9	27.1	9.8	20.0	20.0	5.6
<b>CITIZENSHIP</b>															
U.S. Citizen	86.7	95.3	100.0	100.0	97.8	100.0	87.3	96.7	74.4	84.3	72.0	78.4	61.4	63.6	72.2
Eligible Non-Citizen	13.3	4.7	0.0	0.0	2.2	0.0	12.7	3.3	25.6	15.7	28.0	21.6	38.6	36.4	27.8
<b>LABOR FORCE STATUS</b>															
Employed	13.9	13.4	14.6	22.2	11.8	0.0	7.7	33.3	14.7	15.9	12.0	30.6	3.6	10.0	11.1
Unemployed	69.0	66.9	73.8	51.9	83.9	90.9	64.1	6.7	72.1	74.4	70.0	67.3	87.5	70.0	33.3
Not in the Labor Force	15.0	17.8	7.8	25.9	2.2	9.1	27.4	60.0	10.9	8.5	12.0	2.0	8.9	20.0	44.4
Underemployed	2.0	1.8	3.9	0.0	2.2	0.0	0.9	0.0	2.3	1.2	6.0	0.0	0.0	0.0	11.1
<b>FAMILY STATUS</b>															
Single head of household with dependent children	21.7	29.6	20.0	13.0	27.9	54.5	35.9	40.0	11.7	15.0	10.0	15.7	5.5	9.1	11.1
Single, non-dependent	24.4	26.6	34.1	30.4	35.3	36.4	11.1	40.0	21.5	22.5	16.0	43.1	7.3	9.1	22.2
Parent in two parent family	9.2	10.8	11.8	4.3	7.4	0.0	16.2	3.3	7.2	2.5	6.0	11.8	3.6	27.3	16.7
Dependent	28.0	16.2	23.5	13.0	17.6	9.1	11.1	16.7	43.0	45.0	54.0	21.6	52.7	43.5	33.3
Family Member <sup>b</sup>	15.7	16.5	10.6	34.8	11.8	0.0	25.6	0.0	14.7	12.5	12.0	3.9	30.9	9.1	16.7
Married without children	1.0	0.3	0.0	4.3	0.0	0.0	0.0	0.0	1.9	2.5	2.0	3.9	0.0	0.0	0.0
<b>MARITAL STATUS</b>															
Single	93.2	94.9	97.3	84.6	97.9	100.0	91.5	96.7	90.8	92.9	92.0	82.4	96.5	72.7	94.4
Married	4.7	2.6	1.8	7.7	1.1	0.0	4.2	0.0	7.7	6.0	6.0	15.7	3.5	27.3	0.0
Divorced	0.2	0.3	0.0	0.0	0.0	0.0	0.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Separated	2.0	2.3	0.9	7.7	1.1	0.0	3.4	3.3	1.5	1.2	2.0	2.0	0.0	0.0	5.6
Widowed	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

CHARACTERISTIC AND SUBGROUP	Program Group	EASTERN & MID-WESTERN SITES							WESTERN SITES						
		Total (%)	Chicago, IL (%)	Reidsville, NC (%)	Newark, NJ (%)	Camden, NJ (%)	New York, NY (%)	Orlando, FL (%)	Total (%)	River-side, CA (%)	San Francisco, CA (%)	Oxnard, CA (%)	El Centro, CA (%)	Reno, NV (%)	Santa Maria, CA (%)
<b>BARRIERS TO EMPLOYMENT<sup>c</sup></b>															
Lacks Transportation	28.5	24.7	32.7	63.0	26.7	27.3	4.2	33.3	34.1	29.8	45.1	76.9	59.6	72.7	16.7
Lacks Significant Work History	56.4	56.4	49.6	55.6	24.8	63.6	89.1	56.7	56.4	56.0	60.8	13.5	91.2	63.6	55.6
Youth Parent	30.1	39.7	24.8	37.0	28.7	54.5	62.2	40.0	16.1	17.9	21.6	11.5	8.8	18.2	27.8
One Person Head of Household with Dependent Children	21.1	28.7	23.9	7.4	24.8	54.5	37.0	36.7	9.9	14.3	13.7	7.7	5.3	0.0	5.6
<b>JOB TRAINING</b>															
Received Prior Job Training	8.6	10.1	9.1	4.0	21.7	0.0	8.9	0.0	5.7	3.6	15.8	0.0	5.0	0.0	0.0
<b>PUBLIC ASSISTANCE</b>															
AFDC/ TANF recipient	23.1	35.4	29.4	25.0	35.5	44.4	43.6	30.0	6.8	2.4	8.9	100.0	21.4	0.0	0.0
<b>SAMPLE SIZE</b>	674	401	113	27	101	11	119	30	273	84	51	52	57	11	18

Source: BPA calculations from CET baseline data.

Note: Sample analyzed here includes program group sample members only.

For certain demographic characteristics, sample sizes may be smaller than indicated due to missing data. Total sample size ranged from 521 cases to 673 cases, depending on the demographic characteristic analyzed.

Distributions may not total 100.0 percent because of rounding.

<sup>a</sup>The baseline form in which these data were collected offered program applicants the choice of describing themselves as Hispanic; Black, non-Hispanic; White, non-Hispanic; Asian or Pacific Islander; or American Indian or Alaskan Native. We employ the term African-American in this report, but some Black, non-Hispanic applicants may not have selected this term to describe themselves. In addition, due to the fairly low numbers of Asian, Pacific Islander, American Indian, and Alaskan applicants, we have combined all applicants identifying with one of these groups into the Other category.

<sup>b</sup>The definition of a “family member” may vary across sites.

<sup>c</sup>Due to a change in the format of the intake questionnaire, we were unable to distinguish between sample members who did not have barriers to employment and sample members who did not respond to the barriers to employment question. Therefore, the figures reported represent the percent of the total sample that affirmatively identified themselves as having a barrier to employment.

### **Sample Size**

The most immediately apparent difference among the replication sites is in the number of youth served. Nearly 60 percent of all youth were randomly assigned at one of the six eastern and mid-western sites. As we demonstrate below, the greater representation of eastern and mid-western youth influenced the demographics of the program group overall.

### **Sex**

Figure 4.1 indicates that females were more strongly represented in the study sample than males. As revealed in Figure 4.2, this finding resulted from the high proportions of females served in eastern and mid-western sites. Two out of three eastern and mid-western program group members were female. With the exception of Chicago, all of the eastern and mid-western sites had a majority of women that was at least 63 percent.

In contrast, the western sites, on average, were more balanced across the sexes. Three of the six sites (San Francisco, Oxnard, and El Centro) were majority male, two (Riverside and Reno) were majority female, and one site (Santa Maria) had exactly the same number of male and female youth. As discussed in Chapter 3, these differences may be related to the course offerings of replication sites. At two of the three eastern and mid-western sites with the highest numbers of female sample members (Newark and New York), the most popular training programs were for health-related and clerical occupations traditionally held by women.

### **Ethnicity**

Ethnic background represents the strongest demographic disparity between the two major subsets of sites. While the majority of youth at all but one site were members of minority groups, eastern and mid-western sites were predominantly African-American while western sites were predominantly Hispanic. Across all eastern and mid-western sites, 79 percent of program group members were African-



American. In fact, in almost all eastern and mid-western sites, a strong majority (at least 63 percent) of the youth were African-American. The only eastern site that did not follow this pattern was Reidsville, which was the only site to have a majority of White youth. Among western sites, Hispanics represented at least 55 percent of program group members with one exception. In Reno, Hispanics were more strongly represented than any other ethnic group but did not make up a majority of the site's youth.

### **Education**

The pattern of educational attainment was fairly consistent across all replication sites. At most sites, 50 percent or more of the youth had not earned their high school diploma as of their entrance into the program, 20 to 40 percent had received their high school diploma or a GED, and less than 7 percent had any education beyond high school. Two eastern and mid-western sites did not follow this pattern. In Chicago and Camden, youth were slightly more likely than not to have received a high school education or GED.

When education level is measured in terms of highest school grade attended, differences between the two chief subsets of sites become apparent. Overall, western program group members were likely to have more years of schooling than their eastern and mid-western counterparts. Across all western sites, 73 percent of western youth had completed at least 11 years of schooling before entering the program. In contrast, upon program entrance, only 58 percent of eastern and mid-western site youth had reached this same level of schooling.

### **Citizenship and English Language Proficiency**

The majority of youth in all sites were U.S. citizens and were proficient in the English language. Youth in the western sites, however, were much less likely to be U.S. citizens than their eastern and mid-western counterparts. Seventy-four percent of western program group members were U.S. citizens as compared to 95 percent at

eastern and mid-western sites. Despite this difference, the two major subsets of sites had approximately equal proportions of youth with limited English language skills.

### **Employment Information**

As might be expected for an employment-training program, few program group members identified themselves as being employed at the time of random assignment. Only 16 percent of program group members reported being employed or underemployed. Two sites proved exceptions to this rule. In Oxnard and Orlando, approximately one-third of program group members reported employment at the time of random assignment.

Prior job training was also uncommon among program group members at most sites, with fewer than 9 percent of all program group members reporting such experiences. This average, however, obscures substantial variation. While at several sites no youth had previously participated in job training, 16 percent of youth in San Francisco and 22 percent in Newark reported such experiences.

Applicants also were asked to indicate the barriers they faced in obtaining employment. Factors commonly cited included a lack of significant work history, parenthood, and a lack of transportation. A majority of the program group members reported that a lack of significant work history hindered their employment. This barrier was common across many replication sites, regardless of location.

The barrier of parenthood, however, was much more commonly cited among eastern and mid-western sites. Parenthood was reported almost twice as frequently by eastern and mid-western program members than by western program group members. In some eastern and mid-western sites, as many as 62 percent of program group members reported this barrier.

Lack of transportation was also a common barrier, though more common in western sites than eastern and mid-western ones. The less urban settings of many western sites may have contributed to this pattern, but the data reveal some

inconsistencies. In urban San Francisco almost half of program group members reported difficulty with transportation, while few program group members at the much more rural Santa Maria and Oxnard sites reported problems.

### **Marital Status and Family Structure**

Marital status was very consistent across the replication sites, since most program group members were single. Family structure, however, varied substantially. Youth in eastern and mid-western sites were almost twice as likely as their western counterparts to be parents. On average, 30 percent of eastern and mid-western youth were single heads of households with dependent children, as compared to 12 percent of western youth. In addition, 11 percent of eastern and mid-western youth were parents in a two-parent family, as compared to 7 percent of western youth. These results are due both to the greater proportion of females among the eastern and mid-western sites and to their greater likelihood of being parents. Among female program group members in western sites, only 31 percent were parents (single heads of households or parents in two-parent families), as compared to 54 percent for female program group members in eastern and mid-western sites.

### **Characteristics of Youth in Mainstream JTPA Programs and Earlier Studies**

The Evaluation of the CET Replication Sites was designed to produce findings that could be generalized to the much larger population of youth who receive similar types of services under existing employment and training programs. The greatest source of funding for such programs at the time the evaluation began was Title II-C of JTPA, and eligibility rules for the evaluation were modeled upon those for youth served in these programs.<sup>2</sup> The evaluation was also designed to test whether the

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<sup>2</sup>JTPA has since been replaced by the Workforce Investment Act of 1998 (WIA), but the eligibility rules for youth served under the new program remain largely similar. As with JTPA, youth served in WIA are required to be economically disadvantaged and between the ages of 14 and 21 (as discussed in Chapter 2, however, the evaluation limited enrollment to youth between the ages of 17 and 21). All youth randomly assigned under the CET replication demonstration met these requirements. In addition, the demonstration was limited to youth not currently

impacts achieved by CET-San Jose in earlier studies could be replicated in other locations. We consider both evaluation goals in this section by comparing baseline characteristics for the youth served at the replication sites with youth served under JTPA, as well as the JOBSTART and MFSP evaluations.

As evident in Figure 4.3, youth randomly assigned in the replication evaluation bear many similarities to those served in occupational training programs under Title II-C of JTPA.<sup>3</sup> Both groups contain large proportions of school dropouts and unemployed youth. In addition, many youth in both groups are parents. In general, though, replication youth appeared to face more difficult circumstances than their JTPA counterparts. While 53 percent of JTPA youth were school dropouts, 58 percent of replication youth indicated this status. Replication youth were also almost twice as likely than JTPA youth to be unemployed. Slightly more JTPA youth had children and cited parenthood as a barrier to employment, but the two groups had very similar proportions of welfare recipients (24 versus 26 percent).

These two samples also differed in terms of several basic demographic characteristics. Almost two-thirds of the JTPA sample were females (65 percent), as compared to 58 percent of replication youth. In addition, Whites were much more highly represented in the JTPA sample. More than a third of JTPA youth (38 percent) were White, as compared to only 6 percent of replication youth. Conversely, African-Americans and Hispanics were much more highly represented among replication youth. African-Americans and Hispanics accounted for 51 and 41 percent, respectively, of replication youth, as compared to 35 and 23 percent of JTPA youth.

To help us understand how participants in the replication study differed from those included in earlier studies of CET, we also make comparisons to MFSP and JOBSTART. As depicted in Figure 4.4, the sample of replication youth differed from

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enrolled in school, a group which has received special consideration under WIA. The new law specifically reserves 30 percent of youth funds for programs serving this population.

<sup>3</sup>To insure a closer comparison with the replication sites, our JTPA sample is limited to out-of-school youth between the ages of 17 and 21 who participated in occupational training. These youth terminated from JTPA Title II-C programs between June 1, 1997 and June 30, 1998.

the CET subsamples in these earlier evaluations in several notable regards.<sup>4</sup> Most of these differences can be traced to differences in study designs and goals. The MFSP study served female single parents exclusively, and set no restrictions on the age of applicants, while the JOBSTART demonstration was limited to school dropouts. In addition, the CET subsamples from the MFSP and JOBSTART studies provided in Figure 4.4 are limited to a single site: CET-San Jose.

Differences in the designs and goals of these studies had the greatest effects on the age, sex, parental status, marital status, and education of sample members. MFSP sample members were substantially older than JOBSTART and replication sample members, and were much more likely to be female. Only 20 percent of MFSP sample members were 21 or younger, as compared to 100 percent of the replication and JOBSTART samples. On average, MFSP sample members were 10 years older than replication sample members.<sup>5</sup>

Males and females were included in roughly equal proportions among the JOBSTART and replication samples, but 100 percent of MFSP sample members were female. In addition, virtually all MFSP sample members were parents, as compared to 30 percent of replication sample members and 10 percent of JOBSTART sample members. Less than half (40 percent) of MFSP sample members described themselves as single, but 89 and 94 percent, respectively, of JOBSTART and replication sample members indicated this status.

Consistent with the JOBSTART demonstration's targeting criteria, 100 percent of JOBSTART sample members had dropped out from school, as compared to 58 percent of both the replication and MFSP samples. Very few JOBSTART or replication sample members (8 and 7 percent), however, had participated in prior job training, as compared to 27 percent of MFSP sample members.<sup>6</sup>

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<sup>4</sup>See Chapter 1 for a description of these earlier studies.

<sup>5</sup>Average age figures were unavailable for the JOBSTART study sample.

<sup>6</sup>Job training data for the Replication study and for the MFSP study give the proportion of the sample members who had received job training at any time prior to baseline. Job training data for the JOBSTART study gives the proportion of the sample members who had received job training within a year prior to baseline.

**Figure 4.3**  
**Characteristics of the Replication Sample Compared to Title II-C Youth**

<b>CHARACTERISTIC AND SUBGROUP</b>	<b>Replication Sample (%)</b>	<b>Title II-C Youth<sup>a</sup> (%)</b>
<b>AVERAGE AGE</b>	19.1	19.2
<b>SEX</b>		
Female	57.5	64.9
Male	42.5	35.1
<b>ETHNICITY<sup>b</sup></b>		
Hispanic	41.0	23.0
African American	50.7	34.5
White	5.9	38.3
Other	2.2	4.2
<b>EDUCATION</b>		
School Dropout	58.3	52.8
H.S. Graduate/ GED	39.8	42.0
Post H.S. Attendee/ College	2.0	5.2
<b>HIGHEST GRADE LEVEL ATTAINED</b>		
10 <sup>th</sup> Grade or Less	35.1	27.5
11 <sup>th</sup> Grade	34.3	25.3
12 <sup>th</sup> Grade or higher	30.5	47.2
<b>ENGLISH LANGUAGE PROFICIENCY</b>		
No Limited English Proficiency	87.4	95.5
Limited English Proficiency	12.6	4.5

<b>CHARACTERISTIC AND SUBGROUP</b>	<b>Replication Sample (%)</b>	<b>Title II-C Youth<sup>a</sup> (%)</b>
<b>LABOR FORCE STATUS</b>		
Employed or Underemployed	14.4	16.1
Unemployed	68.8	34.5
Not in the Labor Force	16.9	49.4
<b>FAMILY STATUS</b>		
Have own children	29.6	34.0
Do not have own children	70.4	66.0
<b>BARRIERS TO EMPLOYMENT<sup>c</sup></b>		
Lacks Significant Work History	55.9	55.6
Youth Parent	30.0	34.0
One Person Head of Household with Dependent Children	20.3	31.5
<b>PUBLIC ASSISTANCE</b>		
AFDC/ TANF Recipient	24.2	25.9
<b>SAMPLE SIZE</b>	1351	73,340

Source: BPA calculations from CET baseline data.

Note: Sample analyzed here includes both program and control group sample members.

For certain demographic characteristics, sample sizes for the sample of replication youth may be smaller than indicated due to missing data. Total sample size ranged from 1021 cases to 1347 cases, depending on the demographic characteristic analyzed.

Distributions may not total 100.0 percent because of rounding.

<sup>a</sup>To insure a closer comparison with the replication sites, our JTPA sample is limited to out-of-school youth between the ages of 17 and 21 who participated in occupational training. These youth terminated from JTPA Title II-C programs between June 1, 1997 and June 30, 1998.

<sup>b</sup>The baseline form in which these data were collected offered program applicants the choice of describing themselves as Hispanic; Black, non-Hispanic; White, non-Hispanic; Asian or Pacific Islander; or American Indian or Alaskan Native. We employ the term African-American in this report, but some Black, non-Hispanic applicants may not have selected this term to describe themselves. In addition, due to the fairly low numbers of Asian, Pacific Islander, American Indian, and Alaskan applicants, we have combined all applicants identifying with one of these groups into the Other category.

<sup>c</sup>Due to a change in the format of the evaluation's intake questionnaire, we were unable to distinguish between replication sample members who did not have barriers to employment and sample members who did not respond to the barriers to employment question. Therefore, the figures reported represent the percent of the total sample that affirmatively identified themselves as having a barrier to employment.

**Figure 4.4**  
**Characteristics at The Time of Random Assignment,**  
**By Study**

<b>CHARACTERISTIC AND SUBGROUP</b>	<b>CET Replication Study Sample (%)</b>	<b>CET Sub-sample from JOBSTART Study (%)</b>	<b>CET Sub-sample from MFSP Study (%)</b>
<b>AGE</b>			
21 or younger	100.0	100.0	19.9
16-19	60.8	77.8	N/A
20-21	39.2	22.2	N/A
Older than 21	0.0	0.0	80.0
Average Age (in years)	19.1	N/A	28.8
<b>SEX</b>			
Female	57.5	49.7	100.0
Male	42.5	50.3	0.0
<b>ETHNICITY<sup>a</sup></b>			
Hispanic	41.0	70.1	79.0
African American	50.7	6.0	14.0
White	5.9	15.0	1.8
Other	2.2	9.0	5.2
<b>EDUCATION<sup>b</sup></b>			
School Dropout	58.3	100.0	58.0
H.S. Graduate/GED	39.7	0.0	40.9
Post H.S. Attendee	2.0	0.0	1.1
<b>ENGLISH LANGUAGE</b>			
No Limited English Proficiency	87.4	N/A	93.3
Limited English Proficiency	12.6	N/A	6.7
<b>CITIZENSHIP<sup>d</sup></b>			
U.S. Citizen	87.9	N/A	75.7
Eligible Non-Citizen	12.1	N/A	24.3
<b>PARENTAL STATUS<sup>e</sup></b>			
Have own children	29.6	10.2	96.1
Do not have own children	70.6	89.8	3.9



*Figure 4.4 (continued)*

CHARACTERISTIC AND SUBGROUP	CET Replication Study Sample (%)	CET Sub-sample from JOBSTART Study (%)	CET Sub-sample from MFSP Study (%)
<b>MARITAL STATUS<sup>f</sup></b>			
Single	94.0	89.2	49.0
Married	4.4	10.8	0.5
Divorced	0.1	N/A	21.1
Separated	1.5	N/A	16.7
Widowed	0.0	N/A	2.7
<b>JOB TRAINING<sup>g</sup></b>			
Received Prior Job Training	7.4	8.4	27.3
<b>SAMPLE SIZE</b>	1,351	167	962

Source: BPA calculations from Replication study baseline data, JOBSTART study sample data (Tables 2.1 and 2.2), and MFSP study sample data (Appendix Tables A.1, A.2, A.4, A.5, A.10).

Note: Distributions may not total 100.0 percent because of rounding.

N/A means not available.

<sup>a</sup>The baseline form in which these data were collected offered program applicants the choice of describing themselves as Hispanic; Black, non-Hispanic; White, non-Hispanic; Asian or Pacific Islander; or American Indian or Alaskan Native. We employ the term African-American in this report, but some Black, non-Hispanic applicants may not have selected this term to describe themselves. In addition, due to the fairly low numbers of Asian, Pacific Islander, American Indian, and Alaskan applicants, we have combined all applicants identifying with one of these groups into the Other category.

<sup>b</sup>Educational data for MFSP sample are taken from Appendix Table A.5 of the MFSP report which gives the highest degree attained by MFSP sample members. Sample members who had attained no degree at baseline are categorized in this analysis as school dropouts. Sample members with Associate's and Bachelor's degrees are categorized as post high school attendees.

<sup>c</sup>Data on English language proficiency are unavailable for the JOBSTART sample. Data for the MFSP sample members are taken from Appendix Table A.1 of the MFSP report which gives the proportion of the sample that had problems speaking or understanding English at baseline.

<sup>d</sup>Data on citizenship status are unavailable for the JOBSTART sample. Data for the MFSP sample members are taken from Appendix Table A.1 of the MFSP report which gives the proportion of the sample members that were U.S. citizens.

*Figure 4.4 (continued)*

<sup>e</sup>Parental status data for the JOBSTART sample are taken from Table 2.2 of the JOBSTART report which gives the percent of women who were living with their own children and the percent of male youth who had their own children at baseline. Parental status data for the MFSP sample are taken from Appendix Table A.2 which gives the proportion of sample members who had children or stepchildren within various age range categories at baseline.

<sup>f</sup>Marital status data for the JOBSTART sample come from Table 2.1 of the JOBSTART report. Sample members who had never been married at baseline are categorized in this analysis as single. Sample members who had ever been married are categorized in this analysis as married. Marital status data for the MFSP sample are taken from Appendix Table A.1 of the MFSP report. For this analysis, MFSP sample members who identified as never having been married at baseline are categorized as single.

<sup>g</sup>Job training data for the Replication study and for the MFSP study give the proportion of sample members, respectively, who had received job training at any time prior to baseline. Job training data for the JOBSTART study gives the proportion of sample members who had received job training within a year prior to baseline. Data for the MFSP sample come from Appendix Table A.5 of the MFSP report and data for the JOBSTART sample come from Table 2.1 of the JOBSTART report.

While all three studies enrolled a majority of sample members that were either African-American or Hispanic, a majority of JOBSTART and MFSP samples were Hispanic while a majority of the replication sample was African-American. These differences are likely due to the communities from which sample members were recruited. The JOBSTART and MFSP samples included in Figure 4.4 are restricted to CET-San Jose, which has long been associated with the Spanish-speaking community, while many replication sites operated in urban areas with large concentrations of African-Americans. As noted earlier in this chapter, eastern and mid-western replication sites were much more likely to serve African-Americans than western CET sites, and this difference is reflected in the differences observed among the MFSP, JOBSTART, and replication samples.

Although the replication sample members differ from the MFSP and JOBSTART sample members in several regards, the significance of these differences appears minimal. For nearly all characteristics, the replication sample is similar to either the MFSP or JOBSTART samples. The exception to this rule is ethnicity. While a majority of the replication sample was African-American, Hispanics

constituted a great majority of the MFSP and JOBSTART samples. As noted above, this difference is a reflection of the communities from which sample members were recruited. We see no reason why this difference should influence the replication study's results, but we will examine this issue more closely in a future report on program impacts.

## **Participation in Program Activities**

The remainder of this chapter summarizes the training activities of the program group youth using participation data. As reported earlier, out of 1,485 youth in the full sample, 746 were randomly assigned to the program group while the remainder were assigned to the control group. The objective of our participation data analysis is to help determine whether training activities were satisfactorily replicated for the program group. To this end, we examine whether program group members ever enrolled in CET training, and if so, how intensively and in what type of skill training they were involved. We also compare the training activities of program group members with youth in mainstream JTPA programs. Findings here will complement the ongoing follow-up surveys of all program and control group members, which are expected to provide fuller details of participation in employment and training services.

The participation data used for this analysis were obtained from CET's Management Information System (CET MIS). This data source includes information on, among other things, training course types, hours of attendance, enrollment and termination dates, and placement status. We combined the CET MIS data with our baseline data to identify individual CET trainees who underwent random assignment. The CET MIS data were available for eight of twelve replication sites: Chicago, New York, Riverside, San Francisco, Oxnard, El Centro, Reno, and Santa Maria. Of the 739 youth in the program group, 558 or 75 percent were from one of these eight sites. However, the results for the eight sites presented here cannot be extrapolated to the four omitted sites, because of differences in the operations of these sites, as well as differences in the characteristics of the individuals they served.

There are two other important limitations to the CET MIS data. One is that we only observe individuals who actually enrolled in training programs. The CET

MIS data do not provide information on sample members who never enrolled in training but might have enrolled elsewhere. The other limitation is that the data are available only for closed cases. The most recent data available for this report include only those cases that terminated on or before June 30, 1999. That is, if an individual was actively enrolled in training as of June 30, 1999, he or she will not appear in the CET MIS. These limitations make it difficult to determine the enrollment status of sample members, especially if they are not found in the CET MIS. These individuals could still be in training, or could never have enrolled at all. Our estimation of enrollment rates cannot distinguish between these two very different circumstances, and must necessarily underestimate participation. Underestimation is particularly problematic for youth assigned in the latter portion of the random assignment period, since many are likely to still be in training. We discuss later our attempts to address these problems.

Despite the limitations in the CET MIS data, findings here provide useful insights into how the replication efforts were carried out in terms of program activities. In the following sections, we first investigate whether or not those assigned to the program group actually received any training by estimating enrollment rates. Second, we examine the amount of training program group members received, provided that they participated in some training activities. Third, we compare our findings with other studies to provide a context for interpretation.

## **Enrollment in the CET Program**

As mentioned above, 558 youth in the program group were from the eight sites for which the program participation records in the CET MIS data can be matched. Of these youth, 309 were found as having enrolled in training. The enrollment period for these 309 sample members spanned from 1995 to 1999.<sup>7</sup> The breakdown of the 309 youth by site is reported in Figure 4.5. Enrollments ranged from 8 in Reno to 92 in New York. There was one individual from the program group who participated in

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<sup>7</sup>The observed program enrollment dates span from December 1995 to May 1999, while the observed termination dates run from March 1996 to June 1999.

training at a location different from the site of random assignment.<sup>8</sup> We included this individual in our analysis, except when we analyzed the enrollment ratio by site. By design of the study, enrollment among the control group should be zero. However, we found that three control group members were also present in the CET MIS data, indicating their possible circumvention of the random assignment process. Because this section focuses on the experiences of program group members, we have excluded these control group members from our analyses.

Figure 4.5

**Enrollment Record Match Among Demonstration  
Group Youth in Eight CET Sites**

	All Observations n	Observation with Enrollment Record Match		Observation without Enrollment Record Match	
		n	%	n	%
All	558	309	55.4	249	44.6
Chicago	161	81	50.3	80	49.7
New York	119	92	77.3	27	22.7
Riverside	84	41	48.8	43	51.2
San Francisco	51	27	52.9	24	47.1
Oxnard	56	21	37.5	35	62.5
El Centro	57	29	50.9	28	49.1
Reno	12	8	66.7	4	33.3
Santa Maria	18	10	55.6	8	44.4

Source: CET MIS data (7/95-6/99) and BPA/MDRC baseline data.

Note: Data are limited to the eight sites for which CET MIS data can be matched with BPA/MDRC baseline data.

The enrollment ratio for the 558 program youth (i.e., 309 divided by 558) underestimates actual enrollment among the program group. In particular, youth who were randomly assigned later in the evaluation may still have been receiving training

<sup>8</sup>This individual was assigned to the program group in Oxnard but received training in Riverside.

at the time the CET MIS data were collected, and would therefore not appear in these records. To examine this potential problem further, we first present enrollment numbers and ratios by quarter of random assignment in Figure 4.6. As suspected, among youth who were randomly assigned after January 1999, only a very small number, 11 out of 70 (or 16 percent), were found in the CET MIS, as compared to those who were randomly assigned in quarters prior to June 1999 and had an enrollment rate of 48 to 84 percent. This artificially low enrollment rate of January 1999 underscores the need to exclude later cohorts when assessing enrollment rates.

Figure 4.6

**Enrollment Record Match Among Program Group Members  
By Date of Random Assignment**

Date of Random Assignment		96 Jan-Jun	96 Jul-Dec	97 Jan-Jun	97 Jul-Dec	98 Jan-Jun	98 Jul-Dec	99 Jan-Jun
With Enrollment Record Match	n (%)	10 (47.6)	25 (80.7)	83 (54.6)	18 (75.0)	106 (84.1)	50 (58.1)	11 (15.7)
Without Enrollment Record Match	n (%)	11 (52.4)	6 (19.4)	69 (45.4)	6 (25.0)	20 (15.9)	36 (41.9)	59 (84.3)
Total	n (%)	21 (100.0)	31 (100.0)	152 (100.0)	24 (100.0)	126 (100.0)	86 (100.0)	70 (100.0)

Source: CET MIS data (7/95-6/99) and BPA/MDRC baseline data.

Note: Data are limited to the eight sites for which CET MIS data can be matched with BPA/MDRC baseline data. Individuals whose random assignment date was before January 1996 or after July 1999 are excluded from this figure.

We therefore approximate overall enrollment rates by limiting the sample to youth whose random assignment took place before an appropriately determined cut-off date. We conjecture that for about 85 percent of youth who enrolled in training, their case closure in the CET MIS will be observed within one year after the date of random assignment.<sup>9</sup> That is, the overwhelming majority of youth should conclude their training programs within one year of random assignment. Based on this conjecture, we approximate enrollment rates by examining sample members who were randomly assigned one year prior to the last date observed in the CET MIS (June 30, 1999). In other words, we include only those youth whose random assignment date was on or before June 30, 1998.

Estimates for enrollment rates are reported in Figure 4.7. Of 365 youth who were randomly assigned to the program group on or before June 30, 1998, 248 or 68 percent enrolled in training. The rate varies considerably among the eight sites for which we have participation data. Chicago has a particularly low enrollment rate and its low rate affect the overall enrollment estimate. As shown in Figure 4.7, except in Chicago where the enrollment rate is 49 percent, the enrollment rate is over 77 percent in each of the other seven sites. This conspicuously low enrollment rate in Chicago is likely due to early implementation problems, which are discussed in Chapters 2 and 3. Excluding Chicago, the overall enrollment rate is about 81 percent. We conclude that

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<sup>9</sup>This conjecture is based on the distribution of days passed between the observed CET termination date and random assignment date for youth with random assignment dates on or before June 30, 1997. We limit the sample this way to allow a minimum of two years after random assignment in which to observe termination. There are 124 such observations with a mean of 197 days and a median of 170 days. The value of the 85th percentile is 346 days; the 90th percentile, 390 days; and the 95th percentile, 460 days. Among all 309 demonstration group youth appearing in the CET MIS, the maximum days passed between the termination and random assignment date is 622 days.

One limitation of this approach is that individuals for which two year follow-up periods can be observed are from either New York or Chicago. Therefore, we also look at all closed cases data for youth aged between 17 and 21 who participated in training at any of the eight replication sites regardless of their participation status in the project. We include individuals who enrolled in training between 12/5/95 (the earliest random assignment date observed among the enrolled program youth) and 6/30/97 (the date to allow a two-year follow-up period to observe termination). There are 528 observations representing all eight replication sites, with a mean of 230 days between the termination date and enrollment date and a median of 229 days. The value of the 85th percentile is 336 days, the 90th percentile, 367 days, and the 95th percentile, 412 days. This is comparable to the distribution discussed above, suggesting again that about 85 percent of cases will be closed within one year of enrollment.

the majority of program group members at the eight observed CET sites enrolled in training, with the possible exception of Chicago. Assuming that the enrollment ratio remained stable for later entrants (i.e., those who were assigned to the program group after June 30, 1998), we estimate the training program enrollment rate among the program group to be in the range of 68 to 81 percent for the eight CET sites.<sup>10</sup> Implications of enrollment rates for impact analysis will be more thoroughly addressed in the next report. We will also investigate ways to correct for non-enrolled program participants and assess the impacts by considering cross-site variation in enrollment rates as a potential moderator of the program effects.

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<sup>10</sup>In order to check the robustness of this crude enrollment rate estimate, we also examined enrollment ratios by limiting the sample to those who were randomly assigned to the program group on or before December 31, 1997, instead of June 30, 1998. We conjecture that over 90 percent of this sample will have terminated from training during this period, provided that they participate in the programs (see footnote number 9). This group includes 239 youth, of whom 142, or 59 percent, were found to have enrolled in training. Again, this rate is affected by a high proportion of sample members assigned in Chicago, which had lower enrollment rates than any other site. Excluding Chicago, the enrollment rate is about 76 percent.



**Figure 4.7**  
**Enrollment in Training by Site**

	Total	Enrolled in Training	
	n	n	%
All	365	248	68.0
All except Chicago	218	176	80.7
<b>By site*</b>			
Chicago	147	72	49.0
New York	119	92	77.3
Riverside	33	28	84.9
San Francisco	25	21	84.0
Oxnard	8	7	87.5
El Centro	20	16	80.0
Reno	5	5	100.0
Santa Maria	7	6	85.8

Source: CET MIS data (7/95-6/99) and BPA/MDRC baseline data.

\* For by-site enrollment ratios, we exclude one individual who was randomly assigned in Oxnard but received training in Riverside. This individual was counted as enrolled in the overall enrollment ratio.

Data are limited to the eight sites for which CET MIS data can be matched with BPA/MDRC baseline data. Only individuals randomly assigned to the program group on or before 6/30/98 are included in this figure.

## Intensity and Type of CET Training of Program Youth

We next examine the amount and type of CET training received by the program group. As discussed above, not everyone in the program group actually participated in training activities at the CET sites; therefore, we will only examine those who are enrolled in the CET programs. They include both those who completed training programs and who did not (e.g., dropouts). As in the previous section, we limit the sample to those whose random assignment took place before June 30, 1998 in order to address the potential bias arising from overrepresentation of trainees with short training hours. Findings are summarized in Figure 4.8 and Figure 4.9.<sup>11</sup> On

<sup>11</sup>Of the 248 program youths who were randomly assigned on or before June 30, 1998 and enrolled in the CET programs, four participated in more than one training program. We use total hours attended for each youth in computing the mean and median of actual hours of attendance. When we characterize training programs, we treat each program separately; that is,

average, enrolled program group members received 630 hours of training over 26.6 weeks (or 186 days).<sup>12</sup> In terms of the program group as a whole (taking into account those who did not enroll in training), the average hours of training is in the range of 428-510 hours.<sup>13</sup>

The most common training programs were for medical assistants (taken by 39 percent of all enrolled youth), general office technology (20 percent), building maintenance (17 percent), and shipping and receiving (13 percent). The courses selected by program group members required, on average, 973 hours over 30 weeks to complete. The large gap between the actual attendance hours and the published course hours suggests that many program youth did not complete the programs. Indeed, 50 percent of enrolled program group members did not complete training, and 8 percent dropped out of the training program within two weeks of enrollment.

**Figure 4.8**

**A Summary of CET Training Program Activities  
Among Demonstration Program Youth Who Were Randomly Assigned**

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we examine 252 programs (for 248 individuals). Our analysis also considers participation by the location of programs, rather than the location of random assignment. One individual was randomly assigned to the program group in Oxnard, but enrolled in the program in Riverside. We count this individual among the Riverside program group.

<sup>12</sup>The average training period is calculated as the difference between the date of last attendance and the date of enrollment. The mean is computed to be 185.9 days (s.d.=113.3), based on 252 observations for which the last attended date information is available.

<sup>13</sup>As discussed in the section above, we estimate that between 68 and 81 percent of program group members actually enrolled in the program. Since we estimate the average hours among the enrolled members of the program group to be 630, we estimate the mean including those who reported zero hours (i.e., non-enrollment) to be between 428 ( $630*0.68$ ) and 510 ( $630*0.81$ ).

**Before June 30, 1998 and Who Subsequently Enrolled in CET Training Programs\***

		BY SITE								
		San								
		Chicago	New York	River-side	Fran-cisco	Oxnard	El Centro	Reno	Santa Maria	
		All	IL	NY	CA	CA	CA	NV	CA	
Number of individuals		248	72	92	29	21	7	16	5	6
Number of programs		252	72	95	29	21	7	16	5	7
Hours of Attendance per Person	mean	630	605	582	846	578	602	714	611	610
	sd	(414)	(424)	(438)	(382)	(392)	(395)	(338)	(219)	(254)
	median	624	552	598	930	648	722	832	554	526
Published Course Hours per Course	mean	973	1026	1041	874	722	920	922	872	910
	sd	(156)	(113)	(148)	(73)	(88)	(73)	(133)	(96)	(141)
	median	1,000	1,030	1,130	900	720	900	965	810	900
Weeks of Attendance per Course**	mean	26.6	26.8	23.0	34.8	27.9	26.1	30.0	26.9	24.8
	sd	(16.2)	(18.1)	(15.3)	(13.6)	(17.4)	(17.3)	(13.9)	(6.3)	(12.9)
	median	26.4	22.5	24.4	37.4	32.1	29.6	32.0	24.3	23.1
Published Course Weeks per Course	mean	30.1	30.9	31.3	29.2	25.2	29.7	28.8	28.4	28.9
	sd	(4.1)	(3.4)	(4.5)	(3.5)	(3.1)	(1.2)	(3.3)	(1.9)	(3.2)
	median	30.0	31.0	34.0	30.0	24.0	30.0	30.5	27.0	30.0
Completed Training Program (%)		52.8	51.4	46.3	75.9	42.9	71.4	68.8	60.0	28.6
Dropped out from Program Within Two Weeks of Enrollment (%)		7.9	6.9	13.7	0.0	4.8	0.0	0.0	0.0	14.3

Sources: BPA staff calculations, CET MIS data (6/1995-6/1999), and BPA/MDRC baseline data.

\* Sites indicate the location of training programs. The mean hours of attendance are computed over individuals. For individuals who participated in more than one training program, total hours of attendance are used. For other measures, the means and percentages are computed over programs.

\*\* Weeks of attendance are calculated from the date of enrollment and the date of last attendance. Records of the last day of attendance were missing for 10 individuals, and we excluded them from calculation. (Of 10 missing observations, 4 were in Chicago, 5 in New York, and 1 in Riverside.)

Figure 4.9

**Distribution of Types of CET Training Programs  
Among Demonstration Program Youth Who Were Randomly Assigned  
Before June 30, 1998 and Who Subsequently Enrolled in CET Training Programs  
And Among 17-21 Year Olds Who Received Training at San Jose CET**

		BY SITE									San Jose CA
		All	Chicago IL	New York NY	River- side CA	San Fran- cisco CA	Oxnard CA	El Centro CA	Reno NV	Santa Maria CA	
Office	n (%)	50 (19.8)	-	26	14	1	2	-	3	4	51 (17.8)
Medical assistant	n (%)	98 (38.9)	31	58	-	7	1	-	-	1	43 (15.0)
Machine shop & metal trade	n (%)	17 (6.8)	-	-	11	-	3	3	-	-	34 (11.8)
Building maintenance	n (%)	42 (16.7)	22	-	3	8	1	5	2	1	22 (7.7)
Shipping & receiving	n (%)	27 (10.7)	19	-	1	3	-	3	-	1	34 (11.8)
Printing & graphic	n (%)	-	-	-	-	-	-	-	-	-	48 (16.7)
Others	n (%)	18 (7.1)	-	11	-	2	-	5	-	-	55 (19.2)
<b>TOTALS</b>	n (%)	252 (100.0)	72	95	29	21	7	16	5	7	287 (100.0)

Source: CET MIS data (7/95-6/99) and BPA/MDRC baseline data.

For San Jose we used MIS data of youths aged between 17 and 21 whose enrollment dates were between December 7, 1995 (the earliest random assignment date observed among the program group members who participated in training) and June 30, 1998. The time period used to select San Jose youths roughly corresponds to the period for which the demonstration program youths were randomly assigned.

The average training experience of enrolled program group members appear to differ across the replication sites. For instance, the types of training taken by youth varied considerably by site. This is to be expected since the CET model is supposed to reflect the skill demand of a particular local labor market. It may also reflect differences in the characteristics of program group members across these sites. For example, training for nursing technicians was much more common in New York and Chicago than western sites. As discussed earlier in this chapter, these sites also had higher proportions of females among their program group members. In addition to the types of training, attendance hours and completion rates also varied by site. The average hours of actual attendance ranged from 578 hours in San Francisco to 846 hours in Riverside. The rate of completion also varied from 29 percent in Santa Maria to 76 percent in Riverside. Because the number of observations is very small in most sites, it is The wide range in hours and completion rates reflects, to some extent, the differences in program implementation among sites, as discussed in Chapter 3. However, we caution readers that the variation (particularly, in hours) may also be due to inconsistencies in record keeping, rather than actual program differences among sites. In any event, given the small size of observations in several sites, any direct site-by-site comparisons should be considered tentative.

### **Comparison to Other Youth Employment Programs**

To place our participation findings in perspective, we compare results for the replication sites to those of similar occupational training programs. Our first comparison is with mainstream JTPA programs. In making this comparison, we utilized participation data from the Standard Program Information Report (SPIR), and focused on out-of-school youth between 17 and 21 years of age who completed occupational training programs under Title III-C of JTPA.<sup>14</sup> Because data from the SPIR and CET MIS are not strictly comparable in their variable definitions and in the time periods they cover, we make comparisons only to provide the context in which to

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<sup>14</sup>This comparison focuses on youth who completed training, as opposed to all who participated in training, due to inconsistencies in the CET MIS data for youth who did not complete training. SPIR data for this comparison included individuals who terminated from JTPA programs between July 1, 1997 and June 30, 1998.

interpret the experience of youth served in the replication sites, instead of judging the outcomes of one group versus the other based on point estimates.

On average, JTPA youth who completed occupational training participated in such programs for 471 hours, as compared to 877 hours for youth who completed training at the replication sites. About 58 percent of JTPA youth entered employment after completing training, and obtained average wages of \$6.69 per hour. Among demonstration program youth at the replication sites, 76 percent entered employment after completing training, and obtained average wages of \$7.88 per hour.<sup>15</sup> These findings suggest that youth served by the replication sites received substantial amounts of training and found well-paying jobs, provided that they completed training programs.

The training experiences of youth served in the replication sites appear to be also largely consistent with those for youth served at CET-San Jose in earlier studies.<sup>16</sup> For example, individuals in the experimental group from the Minority Female Single Parent (MFSP) Demonstration Project participated in occupational training for an average of 25.6 weeks at the CET-San Jose site.<sup>17</sup> Similarly, CET-San Jose

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<sup>15</sup>Based on the 1997 SPIR, the mean occupational training hours for 17-21-year old youth who completed training were 469.71 (s.d. 609.85, n=26,101), the employment rate was 58.2 percent (n=34984/60116), and the mean wage at training termination was \$6.69 (s.d. 2.12, n=34,963). Based on the CET MIS data (1995/96 - 1998/99), the mean attendance hours among those who completed training were 876.71 (s.d.=291.70, n=155), the employment was 75.5 percent (n=117/155), and the mean wage was \$7.88 (s.d.=1.63, n=117). If we restrict the CET MIS to the period corresponding to the 1997 SPIR (i.e. cases with termination dates between 7/1/97 and 6/30/98), the mean attendance hours among those completed training was 944.4 (s.d.=433, n=40), the employment rate, 60.0 percent, and the mean wage, \$7.37 (s.d. =1.44, n=24). The higher placement rate among the program youth may be partly because CET MIS includes employment from follow-up surveys while SPIR includes placement only at the time of training termination.

<sup>16</sup>See Chapter 1 for a more complete discussion of the MFSP and JOBSTART demonstrations.

<sup>17</sup>Hershey (1988), Table 5.4 (based on data of 139 individuals in the experiment group who were enrolled in the sample between 1985 and 1986). The reported mean of training weeks is based only on those who at some time entered an MFSP training course regardless of the program completion status.

participants from the JOBSTART Demonstration Project received education and training for 335 hours over 4.1 months (17.8 weeks), on average, including those reporting zero hours.<sup>18</sup> For this sample, an estimate for training and education hours when excluding those reporting zero hours is about 520 hours over 6.4 months (27.6 weeks).<sup>19</sup> While these earlier studies are not regarded as providing findings that are directly comparable to the current study, the average amount of training reported in them is consistent with the training amount received by youth served in our replication sites.

Using the CET MIS data, we also compared the training activities of program youth with those of youth served by CET-San Jose. Because an important goal of the Evaluation of the CET Replication Sites was to determine whether San Jose's success could be repeated elsewhere, it is particularly interesting to compare the training experiences of enrolled program members with similar youth enrolled in San Jose. Specifically, we attempt to compare the program youth who participated in training with 17-to-21-year-olds who received training at CET-San Jose during the same period.<sup>20</sup>

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<sup>18</sup>The training hours and months are based on Cave, Bos, Doolittle and Toussaint (1993), Table 3.9. The data are based on 84 individuals who were assigned to the experiment group in the JOBSTART demonstration project between 1985 and 1987 and for whom 48-month (since the random assignment) follow-up survey data were available. The data include those who were assigned to JOBSTART but did not participate (i.e., reporting zero hours) and those who did not complete a training course. The earlier report of the JOBSTART demonstration project (Auspos, Case, Doolittle and Hoerz, 1989) shows that the average education and training hours were 479 hours over 6.0 months, based on 62 participation group members (i.e., experimentals) with 12 months of follow-up data, including those reporting zero hours and those who were still in program at the time of follow-up.

<sup>19</sup>Cave, et al. (1993) reports that 35.7 percent of the relevant sample (Table 3.9) did not receive any training or education and reported zero hours. We therefore crudely estimate the average hours among those reporting positive hours by weighing the reported mean hours (including zero hours) with 0.643 (i.e., 100.0 - 35.7 %).

<sup>20</sup>The reference period is set as the time between December 5, 1995 (the earliest random assignment dates observed for the enrolled program youth) and June 30, 1998. The cutoff date of June 30, 1998 is selected to allow at least one year period to observe after random assignment. For the program youth, those with the random assignment dates falling in the reference period are included. For San Jose youths, we use their enrollment dates to determine whether they became

Figure 4.10 summarizes the training experiences of youth at CET-San Jose. San Jose youth enrolled in training averaged 824 hours of attendance, as compared to 630 hours for youth enrolled at the replication sites. The training completion rate at San Jose was 66 percent, versus 53 percent for program youth. Thus, San Jose youth seem to have received more training than the program youth. Published course hours and weeks were, however, very similar.

**Figure 4.10**

**Training Activities in Replication Sites and CET-San Jose**

		PARTICIPANTS IN TRAINING	
		Replication Sites	CET-San Jose
Number of Individuals		248	282
Number of Programs		252	287
Hours of Attendance	mean	630	824
	sd	(414)	(361)
Published Course Hours	mean	973	989
	sd	(156)	(102)
Weeks of Attendance	mean	26.6	31.9
	sd	(16.2)	(12.7)
Published Course Weeks	mean	30.1	30.2
	sd	(4.1)	(3.3)
Completed Training Program (%)		52.8	65.8
Dropped out of Training Program Within Two Weeks (%)		7.9	3.8

Sources: BPA staff calculations, CET MIS data (6/1995-6/1999), and BPA/MDRC baseline data.

Note: The mean hours of attendance are computed over individuals. For individuals who participated in more than one training program, total hours of attendance are used. For other measures, the means and percentages are computed over programs. For San Jose (Vine St.), we used MIS data of youths aged between 17 and 21 whose enrollment dates were between December 7, 1995 (the earliest random assignment date observed among the program group members who participated in training) and June 30, 1998. The time period used to select San Jose youths roughly corresponds to the period for which the demonstration program youths were randomly assigned.

involved in the CET program in the corresponding period. An implicit assumption was made that the likelihood of not observing enrolled youth who are still in training is equal for the program and San Jose groups.



We also observed differences in the types of training in which youth participated (see Figure 4.9). About 17 percent of youth at San Jose participated in printing and graphics courses, which were typically unavailable at Replication sites. Further, while medical assistant (15 percent), office technology (18), building maintenance (8), machine shop and metal trade (12), and shipping and receiving (12) remain as the most popular categories for youth served at the replication sites, courses taken by San Jose youth were less concentrated in these few areas. These observations indicate that CET-San Jose offered a larger array of training courses than the replication sites, and may have provided a substantially different learning environment.

## Summary

This chapter offers several findings of relevance to future impact analyses. Most important, the sample of youth served by the replication sites shares many characteristics with youth who received occupational training in mainstream JTPA programs. These two groups appeared to face similar obstacles to obtaining employment, and the results from this evaluation may be generalizable to the broader population of youth eligible to participate in federally-funded job training programs. In addition, youth served by the replication sites were similar in many regards to youth served in the MFSP and JOBSTART demonstrations, which helped inspire the current evaluation.

This description of the full sample of youth, however, obscures differences among the 12 replication sites. These differences become clearest in comparisons of the two chief subsets of sites. Youth randomly assigned at eastern and mid-western sites were more likely than their western counterparts to be female and African-American, to be parents, and to be on welfare. In addition, although school dropout rates for the two groups were similar, eastern and mid-western sample members tended to have completed fewer years of schooling. These differences suggest that eastern and mid-western program group members, as a whole, may have faced greater challenges than their western counterparts in completing training and finding employment. Child-rearing responsibilities, dependence on welfare, and a relative

lack of education may all contribute to such difficulties. We present no evidence in this report that eastern and mid-western program group members were more or less likely to obtain employment, but the characteristics of this group may be worth considering in future analyses of program impacts.

This chapter also offers early findings on program participation. At the eight sites for which we have participation data, we estimate that between 68 and 81 percent of program group members enrolled in training. Our uncertainty regarding this range is due to the likelihood that some sample members were still in training at the time this report was prepared, and were thus not present in data available for this analysis. On average, enrolled youth at these sites participated in 630 hours of training. The program group as a whole, therefore, received between 428 and 510 hours of training per person, which could be considered as a measure of the intensity of the experimental treatment. The amount of training received by the program youths compares favorably with the MFSP and JOBSTART demonstrations, as well as with mainstream JTPA programs. However, program youth seem to have received less intensive training than CET-San Jose youth served concurrently.

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## Chapter 5: Conclusions

This report has summarized the background to the evaluation, described the research design, assessed the implementation of the CET model, and examined the baseline characteristics and program participation of sample members. While these analyses provide an introduction to the upcoming report on program impacts, they also offer insights into the replication process, and suggest lessons for future replication activities. We address each of these purposes below. We begin with a discussion of the CET replication process in the context of replication efforts more generally, and provide our chief conclusions for this report. We then offer recommendations for future attempts to replicate the CET model. We conclude this chapter with implications of our research for the impact analysis.

### The Challenge of Replication

In many respects, the replication of the CET model parallels efforts to replicate other promising programs. Such efforts have been especially common in the field of education, but employment and training programs have also seen their share of replication attempts.<sup>1</sup> Evaluators and policymakers have learned from these attempts that replication rarely succeeds in creating programs identical to the original model. New programs inevitably differ from their precursors, even when explicitly modeled upon them. These differences need not necessarily be attributed to poor implementation or other failings on the part of implementing programs or the designers of the model.<sup>2</sup> They may arise, instead, from differences in the contexts in which promising program models are implemented.

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<sup>1</sup>See, for example, Ferguson, Clay, Snipes, and Roaf (1996).

<sup>2</sup>Some observers of replication attempts in schools argue that most designers of reforms are, indeed, at fault for failing to consider and plan for local adaptation of new policies. See Pauly (1991) for an examination of several prominent replication failures, and recommendations for educational replication efforts in general.

As discussed in Chapter 3 of this report, differences in local labor markets, funding sources, and target populations were among the contextual factors that influenced the replication of the CET model. These differences led replication sites to make different choices in adapting the CET model to local circumstances, yet a majority of the 12 replication sites still provided a work-like training environment, involved industry in the design and operation of their services, and offered training programs that concentrated participation over a relatively short period of time. Although the CET model proved challenging to sustain, its main features were present in the programs offered by most replication sites, and it appears adaptable to mainstream employment and training programs serving out-of-school youth. At present, programs modeled upon CET are relatively uncommon, but there appear to be no inherent obstacles to broader replication efforts, given sufficient commitment from policymakers, funders, and program operators.

### **Policy Recommendations**

While implementing the CET model was a challenge for many sites, maintaining CET programs proved even more difficult. Most sites implemented programs consistent with the major features of the CET model, but some of these programs could not be sustained. Four of the twelve replication sites shut their doors before the demonstration had ended, and several others faced serious difficulties in maintaining program operations. These results imply that future attempts to replicate the CET model should consider organizational stability as a critical factor affecting program sustainability. CET-San Jose has taken more than 30 years to establish and refine its own program of employment and training services, yet replication sites sought to develop a similar model in as few as three years. Sites that were most successful in sustaining their programs had been in operation for many years, and had weathered many previous challenges. These sites had close connections to their communities and to local funders, and could rely on these connections to gain support for their exceptional programs. Sites operated by less experienced organizations not only faced greater difficulties in implementing the CET model, but were more likely to fail in this attempt.

These experiences suggest that replicating the CET model on a larger scale may require different approaches. Although the technical assistance provided by CET's corporate management and the grant funding provided by the Department of Labor certainly facilitated replication, this support was not enough to sustain many of the replication sites. More extensive assistance for the organizations implementing CET programs, such as multi-year funding or incentives for local funders to support them, may be necessary to replicate CET on a larger scale. In addition, the Department of Labor may wish to consider organizational capacity as a factor in selecting any future replication sites. Mature, well-managed organizations appeared to have the greatest success in implementing the CET model, and may be best suited to this challenge.

### **Implications for Future Research**

In addition to demonstrating the feasibility of replicating many aspects of the CET model, the experiences of the replication sites set the stage for future analyses of program impacts. The replication sites served out-of-school youth who were comparable to those served under mainstream employment and training programs, and these youth received a substantial amount of CET services. The basic requirements for measuring program impacts have been met, and the analysis can begin as soon as the necessary data become available.

Data for the impact analysis will come from a long-term follow-up survey of program and control group members, which is currently in process. This survey is scheduled for completion in late 2001. The report on program impacts will follow shortly thereafter, and is currently scheduled for completion in mid-2002. The impact report will provide the ultimate measure of success for the replication sites.

This Interim Report raises several issues that will be examined more closely in the upcoming impact report. Foremost among these are the substantially different experiences of the two chief subsets of sites. Eastern and mid-western replication sites were implementing and operating the CET model during the course of the evaluation, while western sites had been in operation for many years. It may even be fair to

consider this evaluation as combining two replication experiments: one conducted over the course of twenty years with the western sites, and one conducted over three to five years with the eastern and mid-western sites. Although random assignment occurred over roughly the same period for all sites, western sites had much more time to establish their programs, and were considerably more stable than their eastern and mid-western counterparts. We hypothesize that this difference may influence program impacts, and we will consider this issue closely in our upcoming report.

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## **Appendix A**

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# **Data Collection for the Process Study**

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## Appendix A: Data Collection for the Process Study

This report utilizes a mixture of qualitative and quantitative data. Qualitative data consisted of interviews with replication site staff and participants, as well as observations of replication site observations. Quantitative data included characteristics of youth at the time of random assignment and enrollment and attendance data for participants. Below we describe these data sources in detail.

### Qualitative Data Collection

The original design for the evaluation called for two in-person visits to each replication site for the collection of field data, and in most cases this goal was achieved.<sup>1</sup> Exceptions occurred for the replication sites in Orlando and Camden, which shut their doors before a second field visit could be completed. A third visit was also completed for the Chicago site due to extraordinary changes in its circumstances late in the random assignment period.<sup>2</sup>

Visits to the replication sites were originally scheduled to occur several months after the beginning of the study and again at a mid-point in the second year of the evaluation. The slow startup of random assignment, however, delayed this schedule significantly. Initial field visits typically occurred six months after the beginning of random assignment at a given site, and again one year later. Each visit was scheduled to require three full days of data collection, but in some instances second visits were completed in two days.

The field data collection efforts relied on an extensive set of discussion guides expressly designed for this study. Separate guides were developed for replication site directors, instructors, support counselors, job developers, and participating youth. The discussion guides contained open-ended questions on a range of program attributes and activities, and were designed to probe for detail and provide richness and texture to program descriptions. In addition, field visitors observed training

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<sup>1</sup>In addition to these field data collection visits, evaluation staff also conducted several prior visits to sites to introduce the random assignment process and train site staff in random assignment procedures. Subsequent trainings in random assignment procedures were also scheduled on an *ad hoc* basis, when replication site staff assigned to these duties were reassigned or terminated.

<sup>2</sup>These changes included a new and vastly improved training facility, additional commitments of training funds, and a new site director.



activities while on site, and collected written materials that described program operations and background. Data from the field visits was assembled in reports which addressed the labor market and local context of each replication site, organizational background, organizational roles and responsibilities, and services provided to youth served under the demonstration. These reports provide the raw material for analyses contained in Chapter 4 of this report.

### **Quantitative Data Collection**

While this evaluation relies on qualitative data to describe the replication sites, it employs quantitative data to examine individuals. For the process study these data include individual-level information on baseline characteristics and on the participation of participants in program services. We describe each of these data sources in turn.

#### **Baseline Information**

Basic data on individuals included in this evaluation were collected during the random assignment process. As discussed above, the random assignment process required replication site staff to place a phone call to evaluation staff in order to receive an assignment code. As part of this call, replication staff provided the names, Social Security Numbers, and birth dates of individuals to be assigned. These items, along with the site at which individuals were assigned, and their status as a program or control group member, were collected in a single file, referred to as the “phone file,” and provide the primary source of information on randomly assigned individuals.

Immediately prior to random assignment, site staff were also directed to collect baseline information on the characteristics of individuals applying for services. This information included personal identifiers as well as demographic characteristics, barriers to employment, and work history. These data were obtained for all but 9 percent of the research sample.

After the baseline data were received by evaluation staff, they were reviewed manually for errors and omissions, then entered into a computer system. The data were also entered a second time and compared with the results of the first data entry process, to reduce the chance of data entry error. Data items common to the baseline data and the phone file were also compared. Several discrepancies arose in birth dates and Social Security Numbers across these two data sources, and were resolved on a case by case basis.



### **Participation Data**

Data on participation in services at the replication sites were obtained from the Center for Employment Training's management information system. These data included the skill in which participants enrolled, the date of enrollment, the number of hours attended, the date of program completion, and the date of termination from the program. This data set included information for only the eight replication sites belonging to the CET network. Participation data for individuals assigned at the four sites that did not belong to CET's network were not available. These latter sites have been excluded from all analyses of participation data contained in this report. Chapter 4 provides additional detail on these data.

Participation data available for this report cover the period between July 1, 1995 and June 30, 1999. Consistent with reporting standards for federally-funded job training programs, these data include only individuals who had been formally terminated from services during this period. Our information on participation is thus limited to sample members who had terminated from CET services prior to June 30, 1999. Many individuals, however, might not have been expected to terminate until after this date. Random assignment did not end until September 30, 1999, and any sample members assigned between June 30, 1999 and September 30, 1999 should not appear in these data. In addition, many individuals assigned in the months just prior to June 30, 1999 should not be expected to have terminated by that date. The completion of CET's services can take many months, and individuals still participating in CET services as of June 30, 1999 would not appear in our data. To assure that our analyses of participation were not biased by the limitations of this data source, we excluded all individuals who were randomly assigned after June 30, 1998, thus providing at least one year in which to observe participation for all individuals included in this analysis.

Chapter 4 presents our analysis of participation data, but our findings on this subject must be considered preliminary. Participation data are available for only half of all program group members, and our findings may not adequately represent the experiences of the full population. More complete participation data is currently being collected through a long-term follow-up survey of all program and control group members, and will be analyzed in a future report on program impacts.



## **Appendix B**

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# **Characteristics of Program and Control Group Members**

Figure B-1

**Characteristics of Program and Control Group Members at the Time of  
Random Assignment**

<b>Characteristic and Subgroup</b>	<b>Total (%)</b>	<b>Program Group (%)</b>	<b>Control Group (%)</b>
<b>SEX</b>			
Female	57.5	58.4	56.5
Male	42.5	41.6	43.5
<b>ETHNICITY<sup>a</sup></b>			
Hispanic	41.0	41.2	40.9
African American	50.8	49.6	52.0
White	5.9	6.6	5.2
Other	2.3	2.7	2.0
<b>EDUCATION</b>			
School Dropout	58.2	56.8	59.7
H.S. Graduate/ GED	39.8	40.8	38.7
Post H.S. Attendee/ College	2.0	2.5	1.5
<b>HIGHEST GRADE LEVEL ATTAINED</b>			
10 <sup>th</sup> Grade or Less	35.1	35.2	35.1
11 <sup>th</sup> Grade	34.3	32.9	35.9
12 <sup>th</sup> Grade or higher	30.5	32.0	29.1
<b>ENGLISH LANGUAGE PROFICIENCY</b>			
No Limited English Proficiency	87.4	86.2	88.7
Limited English Proficiency	12.6	13.8	11.3
<b>CITIZENSHIP</b>			
U.S. Citizen	87.9	86.7	89.1
Eligible Non-Citizen	12.1	13.3	10.9
<b>LABOR FORCE STATUS</b>			
Employed or Underemployed	14.4	15.9	12.8
Unemployed	68.8	69.0	68.5
Not in the Labor Force	16.9	15.0	18.7
<b>FAMILY STATUS</b>			
Have own children	30.0	30.9	28.2
Do not have own children	70.4	69.1	71.8

Characteristic and Subgroup	Total (%)	Program Group (%)	Control Group (%)
<b>MARITAL STATUS</b>			
Single, Divorced, or Widowed	94.0	93.3	94.8
Married	6.0	6.7	5.2
<b>BARRIERS TO EMPLOYMENT<sup>b</sup></b>			
Lacks Transportation	28.1	28.5	27.8
Lacks Significant Work History	55.9	56.4	55.4
Youth Parent	30.0	30.1	29.8
One Person Head of Household with Dependent Children	20.3	21.1	19.5
<b>JOB TRAINING</b>			
Received Prior Job Training	7.4	8.6	6.2
<b>PUBLIC ASSISTANCE</b>			
AFDC/ TANF Recipient	24.2	23.1	25.4
<b>SAMPLE SIZE</b>	1,351	674	677

Source: BPA calculations from CET baseline data.

Notes: In several instances, characteristics reported in this table have been aggregated to permit testing of the statistical significance of differences between the control and program groups.

With the exception of labor force status, none of the program-control differences shown in this table were statistically significant. That is, the probability that these differences were caused by random variation was greater than 10 percent. In the case of labor force status, this probability was 8.8 percent.

For certain demographic characteristics, sample sizes for the sample of replication youth may be smaller than indicated due to missing data. Total sample size ranged from 1021 cases to 1347 cases, depending on the demographic characteristic analyzed.

Distributions may not total 100.0 percent because of rounding.

<sup>a</sup>The baseline form in which these data were collected offered program applicants the choice of describing themselves as Hispanic; Black, non-Hispanic; White, non-Hispanic; Asian or Pacific Islander; or American Indian or Alaskan Native. We employ the term African-American in this report, but some Black, non-Hispanic applicants may not have selected this term to describe themselves. In addition, due to the fairly low numbers of Asian, Pacific Islander, American Indian, and Alaskan applicants, we have combined all applicants identifying with one of these groups into the Other category.

<sup>b</sup>Due to a change in the format of the evaluation's intake questionnaire, we were unable to distinguish between replication sample members who did not have barriers to employment and sample members who did not respond to the barriers to employment question. Therefore, the figures reported represent the percent of the total sample that affirmatively identified themselves as having a barrier to employment.



## **Appendix C**

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# **Replication Site Profiles**



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# Chicago

## Local Context

CET-Chicago was originally located near downtown Chicago, in a formerly industrial area of the city with a reputation for crime. Although this neighborhood was undergoing redevelopment, the building in which CET-Chicago's facility was located was dilapidated and lacked basic amenities. It provided a challenging context for program operations during the early portion of the demonstration. CET-Chicago moved to a new location with an improved facility in December 1998, and its operations improved concurrently. The new location was closer to where many students resided, and provided ready access to a range of potential employers.

Chicago's economy was strong in both of these locations during the demonstration period, and labor demand was high at all skill levels. The city's unemployment rate, which ranged between 4.5 and 5 percent during the demonstration, mirrored that of the state and nation in this period. Health care and tourism industries, in particular, offered many openings for CET-Chicago graduates, as did construction.

## Organizational Background

CET-Chicago was established as a division of the CET corporation in 1995. It was among the second round of sites to receive technical assistance grants from the Department of Labor for CET replication. The center was jointly initiated by the CET corporation, the Mayor's Office of Employment and Training (MET), and the Chicago Department of Children and Family Services (DCFS). DCFS contributed substantial funding to the youth demonstration, and in turn, CET-Chicago initially targeted youth who were wards of the court. In most instances these youth were foster children living in group or institutional arrangements; but some were also involved with the juvenile justice system, and were required by the courts to participate in a training program. These groups of youth proved extremely challenging for CET-Chicago to recruit and retain in its program. They had little motivation to participate in training and had often experienced years of abuse, neglect, or delinquency prior to their referral to CET. This requirement was not

lifted until April, 1998, after which DCFS agreed to allow CET-Chicago to recruit youth from among all JTPA Title II-C eligible youth.

### **Organizational Capacity**

CET-Chicago's difficulties with its location, facility, recruitment, and retention were further compounded by funding problems and a high rate of staff turnover. Though these problems had been largely resolved by the end of the demonstration, they seriously impeded the site's operations for the majority of this period.

CET-Chicago's funding difficulties began with the establishment of the site. The center's original facility required major upgrades to meet basic requirements for a CET site, yet funding for such improvements was never obtained. In addition, the slow pace of recruitment, combined with poor retention, reduced the center's reimbursements from its funders. Training reimbursements failed to keep pace with the costs of operating the center, several training contracts were eliminated or cut back, and the center was forced to lay off staff and reduce work hours for remaining staff six months after the start of the demonstration. Additional rounds of layoffs also occurred during each of two subsequent years.

In addition to funding problems, CET-Chicago faced serious staff turnover. The division had four directors during its 35 months of participation in the demonstration, and was managed for two periods by CET corporate staff. In early 1998 a new division director was brought in from CET-San Jose, and the center began to stabilize in its new location. Within four months the center was operating profitably, and within a year it had secured a more diverse and stable funding base.

## Design of Services

CET-Chicago's training courses were largely faithful to the CET model for most of the demonstration, but this was not always the case. CET corporate staff found it necessary to intervene in the program during the first year of random assignment in response to concerns that Chicago's training programs were not self-paced or competency-based. The program's three training areas, Shipping and Receiving, Building Maintenance, and Medical Assistant, were revised accordingly, and continued to adhere to the CET model for the remainder of the demonstration period.

Additional areas of weakness for CET-Chicago's services were present in job development, supportive services, and the operation of the Industrial Advisory Board. Funding difficulties left the job developer position unfilled for extended periods, placing the burden for this responsibility upon instructors alone. Insufficient funding also limited the availability of supportive services, such as transportation or child care assistance, although these became more readily available towards the end of the demonstration. Staff cited the lack of these services, along with the challenging population initially targeted by the site, as important factors in the site's retention difficulties. The involvement of the site's Industrial Advisory Board also varied over the course of the demonstration. It met initially on a quarterly basis but ceased operations mid-way through the random assignment period. Staff began the process of reestablishing this body in early 1999, but the demonstration had already ended by this point.

## Reidsville

### Local Context

Reidsville's CET center was located in rural Rockingham County (population 86,000) in North Carolina. Reidsville is the county's largest town, with a population of approximately 10,500. The nearest city to Reidsville is Greensboro, North Carolina, which is more than one hour away by car. There is no public transportation system in the Rockingham County area and employment opportunities are limited locally.

Unemployment in Rockingham County ranged between 4.5 and 7 during the demonstration. This was close to twice the rate of unemployment experienced in the State of North Carolina overall, significantly higher than the unemployment rate experienced in Santa Clara County, home to CET-San Jose, during this same time period. Further, Rockingham County experienced significant job losses during 1996 and 1997, with two employers laying off 800 workers each. Employment opportunities in Rockingham County are concentrated in manufacturing, with almost 40 percent of the local labor force employed in this sector, especially in textiles manufacturing.

### Organizational Background

The Reidsville CET center was funded by the Rockingham Private Industry Council, the local administrator of JTPA programs in this county. The center was among the first round of sites to receive technical assistance grants from the Department of Labor for CET replication, in 1993. Youth comprised between 10 and 20 percent of the center's student population during the demonstration. Approximately 50 percent of students were African American and 50 percent were White.

As the local administrator of JTPA funds, the Rockingham Private Industry Council was responsible for the full range of JTPA services. This included services to dislocated workers, which expanded greatly in the early part of the demonstration due to substantial local layoffs. The sudden influx of dislocated workers overwhelmed the Reidsville CET center, and distracted the organization from recruitment for the demonstration for several months, which may have contributed to subsequent implementation difficulties.

### **Organizational Capacity**

Reidsville's CET center was characterized by unstable funding, substantial management and staff turnover, and minimal industry involvement. In addition, few staff were familiar with CET procedures or philosophy. The center had limited capacity to implement the CET model, as well as little commitment to it.

Funding difficulties for the Reidsville CET center were due, in part, to its heavy reliance on the Rockingham Private Industry Council. The center's contract with the Private Industry Council was subject to annual review, and each year there was some uncertainty for staff as to whether the center would be refunded.

This uncertainty over the future of the Reidsville CET center was a factor in its high rate of turnover. Nearly the entire staff of the program center turned over during the course of the demonstration. In addition, several key positions were left vacant for extended periods, further weakening the program. The center had no director for six months, no intake and recruitment staff for five months, and no job developer for five months. After these and other positions were filled the center regained some stability, but few staff were left who had knowledge of or commitment to the CET model.

The implementation of the CET model in Reidsville was also limited by the general absence of industry in the design or oversight of its programs. While the center instituted an Industrial Advisory Board upon its establishment, the board ceased meeting soon thereafter. Some instructors used industry contacts to obtain

equipment donations and to help place students, but these contacts were informal and were lost when staff left their jobs with the center.

### **Design of Services**

Instructional programs offered by the Reidsville CET center diverged from the CET model in several important regards. Most courses were not self-paced, but relied on fixed start and end dates. There was little demand among employers for trainees in at least one of the center's skill areas, and job placement assistance for students was minimal.

Although the CET model allows students to progress at their own pace, two courses offered by the Reidsville CET center did not follow this practice. Course in automated office skills and certified nurse's assistant were taught on fixed schedules, where all students progressed at the same rate. In addition, the certified nurse's assistant course included evidence of a high school diploma or GED as a prerequisite, a further divergence from the CET model, which typically rules out screening of applicants.

Reidsville's shipping and receiving course was more consistent with the CET instructional model, but it prepared students for jobs that were largely nonexistent. The program's instructor pointed to the lack of such positions in the center's local area, and many graduates were forced to find employment in different fields. Reidsville also sought to train youth in industrial sewing, but faced opposition from CET corporate headquarters, which feared such positions would be too low-paying to provide self-sufficiency. Reidsville's managers, by contrast, thought Industrial Sewing was among the best jobs available in the region, and saw CET's opposition to this course as evidence of their unfamiliarity with the center's local economy.

Finally, Reidsville's trainee's received minimal and informal help with job search assistance. For the first year of the demonstration, trainees were assisted by a part-time representative from the state's employment security agency. Upon her

departure no replacement was found, and any job search assistance students received was informally provided by their instructors.

## Newark

### Local Context

Newark is the largest municipality in New Jersey, with a population of approximately 275,000, but it has seen substantial population decline since the 1970s. Its downtown continues to support substantial professional employment in the areas of health care, education, finance, and government services, but many less-skilled Newark residents must travel to outside the city to find work. Although Newark has a long history as a manufacturing center, most employment is now concentrated in the service industry.

The unemployment rate for Essex County, in which Newark is located, averaged 6.7 percent during the demonstration, but the unemployment rate for the City of Newark exceeded 10 percent during most of this period. Most local observers reported that joblessness in Newark's Central Ward, where the CET program was located, was still higher. Although the Central Ward saw substantial redevelopment during the 1990s, it still bears the scars of major riots in 1967, which coincided with an exodus of middle class residents to adjacent suburbs, and the steady decline of the community's economy, labor market, and housing stock.

### Organizational Background

Newark's CET program was managed by the New Community Corporation (NCC), the largest community development corporation in the nation, and by far the most prominent social service provider in the city of Newark. NCC was a sub-grantee of the Newark Mayor's Office of Employment and Training (MOET), which served as grant recipient for the CET replication process. In addition to administering the CET grant, MOET conducted eligibility certification for CET applicants and provided them with a transportation/supportive services allowance.

NCC's CET program was operated by its Workforce Development Center, one of numerous divisions within an organization controlling \$300 million in assets.





Such assets include more than 3,000 units of housing, seven child care centers serving more than 700 children, an elementary school, the Central Ward's only supermarket, an extended care facility, a transitional housing center for homeless families, numerous social service programs, and more than 1,500 employees.

NCC has historically served many youth through its assorted social service and educational programs, but it did not target youth employment prior to the CET program. NCC's employment and training programs have traditionally targeted adults, and it was not until the CET demonstration that they specifically recruited youth for these services.

### **Organizational Capacity**

NCC provided an extraordinary context for the operation of a CET program. Most significantly, NCC enable the steady support and expansion of employment-related services through ample funding. Funding sources for the Workforce Development Center over the course of the demonstration included training contracts with several public agencies as well as foundation grants. Public funders included local JTPA, juvenile justice, and welfare agencies. Private funders included several prominent local foundations, as well as corporate sponsors.

In addition to offering the CET program a stable financial base, NCC provided a ready pool of job openings for CET graduates. CET's classroom instructors were often recruited from other divisions within NCC, and frequently placed graduates in NCC jobs. Graduates of the the CET building maintenance class, for example, might find positions in NCC's maintenance division, while Certified Nurse's Assistant graduates could obtain jobs in NCC's extended care facility. The CET program in Newark included convenient access to one of the city's largest and most diversified employers, greatly improving the job prospects for its graduates.

## Design of Services

The design of CET services in Newark diverged from the CET model in several important aspects. Program applicants were screened to insure that their reading levels were adequate to participate in training, few courses operated on an open entry/open exit basis, and course lengths were generally much shorter than those at other CET programs, even for the same subject. In general, most training programs resembled classrooms rather than workplaces.

Basic skills in Newark were provided as a stand-alone activity, with a separate instructor and little variation in instruction for students participating in different training courses. Basic skills instruction was largely computerized and self-paced, and sought to prepare students for the GED.

Although Newark established an Industrial Advisory Boards at the start of the CET replication process, this group had little ongoing involvement in the oversight of training programs. Despite this limited role, though, NCC's CET program retained strong contacts with employers in many areas. Instructors often had close ties to potential employers of youth, and used these connections to help find jobs for their graduates.

Supportive services were available to participating youth in the form of transportation/supportive services allowances of \$10/day. These subsidies were seen as a strong draw for the program, and were advertised to applicants during orientation as a benefit of participation. Despite this support, however, NCC staff reported many instances where youth failed to report for classes, or dropped out shortly after classes began.

## Camden

### Local Context

Camden is an economically depressed and ethnically diverse city in Camden County, New Jersey, adjacent to the much larger City of Philadelphia. The City of Camden has a population of approximately 87,000, of which 56 percent are Black, and 31 percent are Hispanic. Poverty in Camden is persistent, with more than half of all residents receiving some form of government assistance in recent years.

Camden was once a thriving industrial town, however over the past three decades most of the area's large employers have shut down, eliminating tens of thousands of jobs. Unemployment in the City of Camden ranged between 15 and 20 percent during the demonstration, up to three times the state average, and nearly four times the national unemployment rate. Although adjacent suburbs have prospered, the City of Camden's economy has not yet recovered from the loss of its manufacturing base.

### Organizational Background

Camden's CET center was operated by The Work Group, a local community-based organization focused on employment and training programs. The Work Group was among the first round of sites to receive technical assistance grants from the Department of Labor for CET replication. Its new CET center opened for business in November of 1994, under the heading of Future Works.

Future Works benefitted from The Work Group's extensive prior experience with disadvantaged youth. In particular, Future Works built on experience gained from The Work Group's operation of a Youth Corps program, a state-funded program targeting a population similar to that of the CET youth demonstration.

## **Organizational Capacity**

Future Works' operations were hampered by ongoing funding problems and staff turnover. These difficulties, in combination with sharply reduced referrals from its chief funder, forced the center to shut its doors in February 1997, after just one year in the demonstration.

The Work Group relied on the Camden County JTPA program for much of its financial support, and ongoing turmoil in this program impacted Future Works heavily. Changes in the terms of The Work Group's contract with Camden County led Future Works to enroll students as quickly as possible, without regard to age. Youth eligible for the demonstration proved more difficult to recruit than others, and only 11 were assigned to the program group at this center. The Future Works contract was also made renewable on a six-month basis, which led to ongoing job security concerns for staff, as well as to difficulty in recruiting new staff. The termination of the county's JTPA director further complicated Future Works' operations when it led to the suspension of all JTPA referrals in the county. Although referrals were eventually resumed, their pace was much reduced. In the face of these challenges, The Work Group ultimately shut down FutureWorks.

Concurrent with these difficulties, Future Works experienced significant management and staff turnover. Two of the three top managers at The Workgroup left as the demonstration began, causing serious morale problems among the remaining staff, who questioned whether they should continue with the youth study. In addition, almost the entire staff of the center was replaced during the first year of the demonstration. Camden's CET program was troubled from the start, and the center never achieved stability.

## **Design of Services**

The Work Group provided a well-equipped, work-like facility for training, but its instructional program diverged from the CET model in several important regards. Most significantly, the site had difficulty recruiting and retaining instructors with industry experience. The site's original instructors had been recruited from an adult education program, and had little industry experience or contacts. Although new instructors were hired to replace this group, they proved difficult to retain. Turnover among this second group of instructors eventually led to the hiring of some individuals, again, who had no industry experience.

Camden's course offerings included medical office administration, building maintenance, and office technology. These courses were selected based on local labor market demand, and their design benefitted from the involvement of several Employer Advisory Committees. Basic skills instruction was integrated with each course. Supportive services, primarily child care and transportation assistance, were funded through contracts with JTPA, but chronic staff turnover created retention difficulties nonetheless.

## New York City

### Local Context

The New York CET site was located in central Manhattan, but served participants from throughout New York's five boroughs. With a population of close to 8 million, the New York City service area is enormous, and quite diverse. Like many large cities, unemployment rates trailed those in other parts of the country for most of the demonstration period. Unemployment in Manhattan, where most CET youth resided, ranged between 6.5 and 8.5 percent during the demonstration. This rate was higher than all but one other replication site, and was more than double the unemployment rate for Santa Clara County, where CET-San Jose is located.

### Organizational Background

CET-Manhattan was established in 1993, and was among the first round of sites to receive technical assistance grants from the Department of Labor for CET replication. It operated as a division of the CET parent corporation until 1998, when it ceased operations, largely due to insufficient funding. During its short life CET-Manhattan had a strained relation with its corporate parent. The first managers of the division were hired from outside of CET, and challenged corporate policies on several fronts. At the same time, they relied on CET headquarters for management of their finances, human resources, and MIS. Serious tensions developed between CET-Manhattan and corporate headquarters, and were not resolved until the division received new managers mid-way through the demonstration period.

Initial funding for CET-Manhattan came from training contracts with public agencies, as well as grants from private foundations. With the implementation of welfare reform, however, CET-Manhattan's training contracts with local welfare agencies were terminated, along with those of many other training providers. These contracts provided the chief source of support for CET-Manhattan and their termination effectively shut down the division.

In general, CET-Manhattan's training contracts with local funders targeted adult participants. Youth served under the replication demonstration were thus the only youth in CET-Manhattan's courses, and were typically a minority within their training programs.

### **Organizational Capacity**

CET-Manhattan experienced management difficulties for a substantial portion of the demonstration. Its early managers had no prior experience with CET, and little commitment to the CET model. The division had three directors during the 26-month random assignment period, and underwent turnover in job developer and instructor positions as well. This turmoil detracted from efforts to manage the CET program, and may also have contributed to its funding difficulties. Few of CET-Manhattan's training contracts reimbursed its costs adequately, and the division failed to diversify its funding base beyond a small number of contracts. CET's corporate parent responded to these problems by replacing the division's managers and reorganizing its operations and funding. The untimely termination of welfare contracts with local agencies, however, combined with these earlier difficulties, proved too much to bear, and the center was shut down.

### **Design of Services**

Despite these organizational challenges, CET-Manhattan largely adhered to CET instructional practices. Training programs were self-paced, competency-based, and operated on an open entry/open exit basis. Training instructors were recruited from the industries in which they taught, and had strong connections to prospective employers. Classrooms were well-equipped, and provided a workplace setting. In addition, during the first year of the site's participation in the demonstration, job development and placement was strong, with two full-time staff dedicated to these activities. Funding difficulties mid-way through the demonstration led to the elimination of these positions, however, which was followed by a decline in the availability of these services. The termination of CET-Manhattan's job developers also impacted its Industrial Advisory Board. Although

the IAB was active during the first year of the demonstration, it's meetings subsequently became much less frequent, and eventually ceased.

Youth participants at CET-Manhattan typically did not have access to supportive services, such as transportation or child care assistance, and this lack was recognized as a problem by program staff. Welfare recipients who applied to CET before they were mandated to start a workfare activity could obtain child care assistance, but most other youth had no access to such services. Program staff cited retention difficulties with youth as an outcome of the lack of supportive services.



## Orlando

### Local Context

Orlando's CET center was located in the midst of one of the world's chief tourist destinations. The Orlando metropolitan area receives more than 35 million visitors a year, and tourism constitutes the region's major industry. The City of Orlando and the surrounding metropolitan area have also attracted many new businesses in recent years, resulting in rapid growth in jobs and population. As a result, unemployment in Orlando remained below 4 percent throughout the demonstration period. Many of the available jobs, however, especially in the tourism industry, provided low wages.

### Organizational Background

The Private Industry Council (PIC) of Central Florida was among the first round of sites to receive technical assistance grants from the Department of Labor for CET replication, in 1993. The PIC of Central Florida was the administrative entity and grant recipient for JTPA services in its region, and had applied to participate in the CET replication process in order to expand its training offerings for disadvantaged individuals. The new CET center in Orlando opened its doors in mid-1994, but only operated for three years. Its participation in the youth demonstration was even shorter, lasting than a year. The center was shut down in 1997 during a statewide reorganization of job training and welfare services. The newly established regional Job, Education, and Training (JET) Board opted to award the contract for administrative operations of JTPA to another organization, and the center formally shut its doors in June, 1997.

### Organizational Capacity

The CET center in Orlando did not operate long enough for an adequate assessment of its organizational capacity, but the short period of its existence, in itself, points to difficulties in this area. Even prior to the closure of the center, staff

layoffs had upset the stability of its programs, and pointed to ongoing financial difficulties. The youth demonstration at Orlando's CET center was never fully implemented, and only enrolled 30 program group members.

### **Design of Services**

While it still existed, the Orlando center remained largely faithful to the CET model's services design. One area of deviation from the model was in the entry of students. Because the center was part of a larger JTPA program, all youth underwent the objective assessment required by JTPA, which involved up to two days of testing. CET courses, however, were self-paced, competency-based, and operated on an open entry/open exit basis. Employers were actively involved in the Industrial Advisory Board, and training programs focused on job specific skills. Instructors were hired from industry, but they were also required to be certified in their area of instruction.

The short existence of the Orlando center sharply limited the period in which program group members could participate in its services. Upon learning of the center's impending closure, CET staff sought to rush remaining students through training, and ceased to enroll additional youth. At least nine program group members, however, had not completed training at the time of the center's shutdown, and were referred to other, non-CET services.

## Riverside

### Local Context

CET-Riverside is located in the City of Riverside in Riverside County, California. Although Riverside County's economy has traditionally been dominated by agriculture, it has experienced tremendous growth in jobs and housing since 1990, ranking second among all California counties. In-migration from nearby Los Angeles, San Diego, and Orange Counties has fueled much of this growth, creating new bedroom communities from former farms, as well as from desert.

Despite the growth of Riverside County's economy, unemployment remained somewhat high during the demonstration, ranging between 5 and 8 percent. Riverside's unemployment was slightly higher than the median rate of unemployment among the CET replication sites, and almost twice the unemployment rate experienced for Santa Clara County, home to CET-San Jose, during this time period.

### Organizational Background

CET-Riverside is a well established division of the CET corporation. The division originally opened its doors in 1976, in Coachella, California, but moved to Riverside in 1979. Ethnically the student body at CET-Riverside was predominantly Hispanic (71 percent). Approximately 21 percent of the students were white and 7 percent were Black. The high proportion of Hispanic students at CET-Riverside was largely due to the concentration of farmworker funding available at the site. Approximately 40 percent of all of the students were monolingual Spanish speakers.

Since CET-Riverside began operating, youth historically represented less than 20 percent of their student population. In the period immediately prior to the demonstration, approximately five percent of the students served at CET-Riverside were youth. This was particularly low due to the limited funding available for youth

at the center. During the demonstration, approximately 30 percent of the CET Riverside's student were youth.

### **Organizational Capacity**

Staff and funding at CET-Riverside has been remarkably stable over the sites' history. CET-Riverside's Division Director had been with the center for two years, and had served as director of another CET division for five additional years. The majority of the staff and instructors at CET-Riverside had been working with CET for two years or more when the youth study was initiated. Instructors all had extensive industry experience. Further, all staff had received training on CET philosophy and procedures directly from CET corporate, or from the CET-Riverside Division Director.

Funding at CET-Riverside had been stable and diverse for much of the site's history. During the demonstration, approximately 34 to 45 percent of their students were funded through the Migrant and Seasonal Farmworker Program. Dislocated worker dollars (JTPA Title III) funded another 30 percent of the students. Funding from the youth demonstration supported approximately 20 percent of the division's students. The remaining students were self-funded (paid tuition) to attend.<sup>1</sup>

Representatives of industry and other local organizations were highly involved with CET-Riverside's programs. The division's Industrial Advisory Board included community-based organizations and service providers as well as employers, and met regularly. CET-Riverside used the board to build employer contacts, secure opportunities for internships, find employers to conduct mock interviews and participate as guest speakers at CET, and obtain ongoing feedback on the adequacy of the division's curricula and equipment.

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<sup>1</sup> Funds to serve clients with Welfare-to-Work monies became available in a limited way during the youth study, however they represented less than one percent of CET-Riverside's funding.



CET-Riverside also had a strong relationship with the CET Regional Office, which was physically located within the same building. Their close relationship and physical proximity helped CET-Riverside to obtain rapid approvals from CET corporate management for funding and other requests.

### **Design of Services**

CET-Riverside's services closely modeled those of CET-San Jose. The site operated like a work setting and the facility itself had a professional atmosphere. True to the traditional CET model, all courses at CET-Riverside were operated on an open-entry/open-exit basis. Basic skills were taught separately, but were adapted to the skill areas in which students were enrolled.

Riverside's training areas were selected based on local demand, and job placement outcomes for each training were reviewed monthly to ensure that the training provided was still in demand. Skill areas available during the demonstration included Automated Office Skills, Welding, Machine Tools, Shipping and Receiving, and Building Maintenance.

Job development at CET-Riverside was a collaborative effort between the job developer and instructors. There was some turnover in the job developer positions during the demonstration, however instructors were well-connected to local industry and were very involved in job development for their students.

Supportive services available to youth in the program were limited to transportation assistance and minimal child care assistance. CET-Riverside had extremely limited funds to provide child care assistance and the demand for assistance exceeded the supply. Demonstration youth who were also eligible under JTPA Title II-A were also able to receive meal allowances.

## San Francisco

### Local Context

CET-San Francisco was located in an urban setting in San Francisco's Mission District, a largely Hispanic community. Although the economy in San Francisco was strong during the demonstration, unemployment in the Mission District was as high as 12 percent, more than three times that of the city as a whole. In response to this high unemployment rate, many employment and training providers located their operations in the Mission District. These agencies competed for limited training funds, which contributed to the closure of CET-San Francisco.

### Organizational Background

CET-San Francisco was established as a division of the CET Corporation in 1989. The center historically served large numbers of youth through several programs, and the majority of these students were Hispanic. During the demonstration the youth population was approximately 45 percent Hispanic, 45 percent African-American, and 10 percent Asian.

### Organizational Capacity

CET-San Francisco was plagued with funding problems and staff turnover throughout the youth demonstration. While the Center had stable and committed instructors with extensive industry experience, the funding and turnover problems eventually resulted in the site's closure at the end of 1999.

CET-San Francisco had a difficult time developing a diverse and stable funding base. Historically in San Francisco, the distribution of funding among the employment and training programs was driven by the prior year's funding allocation. This made it difficult for any new training agency to break into the local funding streams. Over time, CET-San Francisco was able to expand its funding

sources, but most of the new grants and contracts were not large enough to sustain the center. Funding was a challenge for the center throughout the demonstration.

These funding shortfalls came to a head in mid-1999 when CET-San Francisco announced its impending closure. The closure was later rescinded, but only temporarily. A second announcement of closure at the end of the year proved final, and the division permanently shut its doors in December of 1999. During each of the closure announcements CET-San Francisco lost demonstration participants. Students were offered the opportunity to continue their training at CET-Oakland. However, CET-Oakland was approximately 30 to 45 minutes away from CET-San Francisco, and though transportation was to be provided, some students opted to discontinue their training.

In addition to funding problems, CET-San Francisco experienced substantial turnover in its leadership and staff during the youth demonstration. The division had two directors during the demonstration, the second of whom had no previous CET management experience. In addition, the center experienced turnover of eight staff during the demonstration, among them an instructor, support staff, and several job developers. These vacated positions proved difficult to fill, and sometimes remained empty for several months at a time, further weakening the center.

Industry involvement at CET-San Francisco was relatively limited. The Industrial Advisory Board met annually, but few accomplishments were evident from these gatherings. One training area utilized a technical advisory committee to provide feedback on curriculum and equipment, but other training areas did not.

Training instructors may have been the strongest feature of CET-San Francisco's program. There was little turnover among this group during the youth demonstration and almost all had extensive industry experience and contacts. Instructors were widely praised by youth participants for their commitment and dedication to their students' progress.

## Design of Services

CET-San Francisco's services operated similarly to CET-San Jose in most respects. The primary exceptions to the CET-San Jose model were CET-San Francisco's poor physical facilities for the training it offered and weak job placement assistance.

Consistent with the CET model, all CET-San Francisco courses were self-paced, competency-based, and operated on an open-entry/open-exit basis. Skill training courses were selected based on local demand, taking into account training already provided by other local employment and training providers. Skill areas available to youth during the demonstration included accounting information systems, building trades, computerized office administration, shipping and receiving, and medical administrative assistant. Because many of CET-San Francisco's trainees were already employed, courses were offered both during days and evenings.

CET-San Francisco's difficulties with its facility were most evident in its Shipping and Receiving course. The center's facility did not have sufficient space for the forklift training required for this skill, and trainees traveled to nearby CET-Oakland, instead, for such practice.

Job placement at CET-San Francisco was designed to be a joint effort between the instructors and the job developer. However, in practice, several instructors did not believe that job placement assistance should be part of their responsibilities and did not provide it. Further, the job developer position was often filled with individuals with limited or no direct job development experience, and no contacts with the specific industries for which the site trained. There were also periods during the demonstration where the job developer position remained unfilled for months at a time.



## Oxnard

### Local Context

Oxnard is located on the Pacific Coast of California, approximately 60 miles North of Los Angeles. With a population of 156,000, Oxnard is the largest city in Ventura County, a predominantly agricultural area. Similar to many cities within driving distance of Los Angeles, Oxnard is a growing suburban community. In recent years its agricultural base has shrunk and the retail and manufacturing sectors have grown. Unemployment in the county ranged between 4 and 6.5 percent during the demonstration, with an average of 5.5 percent. This was 1.7 times higher than the average unemployment rate in Santa Clara County, home to CET-San Jose, during this time period.

### Organizational Background

CET-Oxnard had over 20 years of experience operating as a CET division before joining the demonstration. Due to the agricultural nature of the region, CET-Oxnard had always received a substantial proportion of its funding from JTPA Section 402 Migrant and Seasonal Farmworker funding (approximately 80 percent during the demonstration). As such, farmworkers have always represented a large proportion of the student population at CET Oxnard.

CET-Oxnard trained youth throughout its history, however youth typically represented less than 20 percent of its student body. During the replication demonstration, youth represented between 30 and 50 percent of the student body.

### Organizational Capacity

CET Oxnard was a well-established CET division site during the replication demonstration. The site had diverse and stable funding, long-term staff, and a good relationship with CET Regional and Corporate offices.



While the center was largely supported through its JTPA Farmworker funding, it had also secured funding from a variety of other public funding streams. These funding streams included JTPA Titles II-A and III, Vocational Rehabilitation, and Welfare-to-Work.

Stable funding is likely one reason there was very little staff turnover at CET-Oxnard. The majority of the staff had been with CET-Oxnard or another CET division for many years. The Division Director was promoted in July 1998 to be regional director for the area, but operated as the Regional Director from CET-Oxnard's offices. Instead of operating under the traditional Division Director model, CET-Oxnard went to a team management model where staff directed the center as a team and the Regional Director (the former division director) provided oversight. All staff were trained in the CET model by the Regional Director. The only position that turned over frequently at CET-Oxnard was the job developer position. During the demonstration four different individuals filled this position.

### **Design of Services**

The design of services at CET-Oxnard was very close to the CET model, and management and staff fully supported the CET philosophy for training. Consistent with this philosophy, CET-Oxnard operated more like a workplace than a training school. Daily attendance was expected and repeated absences were met with disciplinary action.

CET-Oxnard's training areas included: automated office skills, machine tools, medical assistant, building maintenance, and electrical assembly. Each of these course offerings were selected based on an assessment of local labor market demand. Courses were self-paced, competency-based, and operated on an open-entry/open-exit basis. Instructors for each of the courses had extensive industry experience and contacts with local employers.

Industry was heavily involved in the center's operations. CET-Oxnard's Industrial Advisory Board met bi-annually, and reviewed the training curriculum

once a year. Additionally, each training area had a Technical Advisory Committee which regularly reviewed the training practices and equipment.

Job development was a joint effort between the instructors and CET-Oxnard's job developer. Despite turnover in this position, job developers were active in making industry contacts and working with instructors to find jobs for trainees.

CET-Oxnard also provided transportation for trainees who needed it. Transportation assistance was provided in the form of bus tokens or the service of a division operated van. Child care funds were not available for demonstration youth, however, and staff indicated that some youth dropped out of the program because they could not afford care.

## El Centro

### Local Context

CET-El Centro operates in rural Imperial Valley, California, located at the California-Mexico border 200 miles due east of San Diego. This division serves the cities of El Centro, Imperial, Brawley, and Heber. The county population in 1998 was 142,100, and that of El Centro, the largest city in the valley, was 37,850. During the time of the study, Imperial County had the highest unemployment rate among all California counties, ranging from 27 to 34 percent. Job opportunities are sparse, and are concentrated in agriculture, prisons, and retail. Many residents have low incomes and receive welfare or food stamps.

### Organizational Background

CET had maintained a division in El Centro for approximately 20 years. It was considered by many as a model CET division, despite its location in one of the most depressed regions in the state. CET-El Centro was also CET's second largest division, and provided a good test of what CET can achieve in a labor market very different from San Jose.

Historically, close to 100 percent of CET-El Centro's trainee population were Hispanic, and approximately three-fourths were male. Most trainees had been former farm workers, but this trend was less common for youth, who comprised approximately one-fourth of the student population. In contrast to the division's adult population, many youth had previous involvement with gangs, drug abuse, and teen pregnancy, and had very limited work experience.

### Organizational Capacity

CET-El Centro's leadership and funding had remained stable for an extended period. The current division director had been with the center since 1997.



She previously had worked for ten years at another CET division. She replaced a director at CET-El Centro who had been in the position for three years.

Funding for CET-El Centro came from several sources, most prominently from JTPA Section 402, the Migrant and Seasonal Farmworker Program. In addition, the division made use of funds under Title II of JTPA, as well as vocational rehabilitation. The division's accreditation also enabled trainees to access student loans, as well as Pell grants. CET-El Centro pursued funding opportunities aggressively and, as a result, had gained diverse funding for its programs.

The El Centro division maintained close ties to CET's corporate headquarters as well as to its Regional Director. Both served as important resources for the division in resolving problems or questions as they arise. CET-El Centro also maintained close ties to the community and to local employers. Division staff regularly attended local business meetings, and maintained personal contacts with employers.

### **Design of Services**

El Centro adhered closely to the CET model in most regards. Some important differences arose from El Centro's location and client population. With less access to technology, a rural economy, and many monolingual Spanish speakers, El Centro faced a different set of challenges than many other divisions. Staff found that the youth they served need more individual counseling and case management than the standard CET model offered, and during the demonstration were investigating the possibility of adding a trained social worker to their program.

CET-El Centro offered youth five skill areas, including building maintenance; shipping and receiving; welding; accounting/bookkeeping; and retail. All courses were self-paced, competency-based, and operated on an open entry/open exit basis. Instructors had industry experience and worked together with job developers to recruit with employers.

El Centro's job developers began meeting with youth individually when they had met approximately 70% of their competency goals. They assisted students with

job preparation and application, and also conducted group activities once a week for students in each skill areas. Examples of such activities included resume writing, training in job interviewing skills, and interview practice.

Supportive services were available to demonstration youth on only an emergency basis. Although trainees served in El Centro's Migrant and Seasonal Farmworker Programs received weekly stipends, most demonstration youth did not receive this support, resulting in some resentment among the latter group. One additional diversion from the CET model was evident in El Centro's Industrial Advisory Board (IAB). Although the IAB was scheduled to meet monthly, it went for several months at times with no meetings, and appeared to have less involvement with training design during the second half of the demonstration.

## Reno

### Local Context

CET-Reno serves several predominantly rural counties in northwest Nevada. The city of Reno, where CET is located, has experienced substantial growth in recent years and has a population exceeding 230,000. Traditionally Reno's economy has been based on casinos, tourism, and warehousing/distribution. Explosion in the building industry, and the increased presence of high technology, have diversified the economy in recent years. The unemployment rate in Reno during the demonstration ranged between 2.5 and 5 percent, and was slightly higher in surrounding areas.

### Organizational Background

CET-Reno was established in 1987 and was funded primarily through the JTPA Section 402 Migrant and Seasonal Farmworker Program. The center's trainee population was approximately 65 percent Hispanic, and 25 percent White, with the remainder split between Asian and African American. Prior to the demonstration CET-Reno had no programs specifically targeting youth, but had served many youth in farmworker and other programs.

### Organizational Capacity

CET-Reno faced a variety of serious organizational challenges during the demonstration. Open conflicts existed between the division's director and staff, and relations with the center's corporate parent were also tense. The division also had strained relations with local funders and other community organizations, which limited its ability to recruit youth for the demonstration. Only 11 program group members, in total, were randomly assigned over a 22-month period. In addition, staff turnover was a chronic problem. Most division staff had been in their positions for less than a year, and often much less, and few were familiar with CET procedures or philosophy.

## Design of Services

CET-Reno's services were moderately faithful to the CET model. The division provided training in occupations in demand, and employed curricula developed by its corporate parent. Instructors were drawn from industry and were also involved in helping students to find employment. Available skill areas included Building Maintenance, Shipping and Receiving, and Automated Office Skills, each of which included integrated basic skills instruction.

Job development at CET-Reno was limited by the absence of this position for most of the demonstration. In addition, without a job developer, CET-Reno had difficulty maintaining strong relations with employers. The Industrial Advisory Board did not appear to be active during the demonstration and students relied, instead, on instructors for assistance with finding jobs.



## Santa Maria

### Local Context

Santa Maria is located in Santa Barbara County, California, 170 miles north of Los Angeles. It is an agricultural center with a population of close to 70,000, approximately half of which is Hispanic. The county is largely rural. Major employers include large agricultural producers and Vandenberg Air Force Base. Unemployment in the city of Santa Maria ranged between 5 and 7 percent during the demonstration, as compared to 4 percent for the surrounding county. English is a second language for large portions of the population and there are few job opportunities for youth outside of farm work.

### Organizational Background

CET-Santa Maria was founded in 1978 through the efforts of local business people, social service agencies, and concerned citizens. It focused initially on the employment needs of farmworkers, but now serves a broad variety of disadvantaged individuals seeking work. In recent years up to 40 percent of the center's student population has been under the age of 21, reflecting increasing use of contracts with welfare and juvenile justice agencies.

### Organizational Capacity

Santa Maria is among the CET corporation's oldest and most experienced divisions. Its director had served in this position for more than ten years, and many of its staff also had long tenures with CET. The center and its director had strong relations with local funders and employers, and was actively involved in community activities. CET-Santa Maria also had strong relations with local social service providers, and was broadly recognized as an essential component in the county's services to disadvantaged individuals.

Despite its strong organization, CET-Santa Maria faced chronic difficulties in recruiting youth for the demonstration. Only 18 program group members were randomly assigned over a 22-month period. Program staff were uncomfortable with the prospect of assigning eligible youth to the control group, and sought alternatives to demonstration funding wherever feasible.

### **Design of Services**

CET-Santa Maria's service design closely followed the CET model. Classes were self-paced, competency-based, and operated on an open-entry/open-exit basis. Training was based on occupations in demand, including automated office skills, building maintenance, shipping and receiving, and medical assistant. Instructors were recruited from industry, and the center modeled a workplace in most regards. The center also employed two instructors in English as a Second Language.

Employers were highly involved in CET-Santa Maria's program through an active Industrial Advisory Board Industry, as well as through the personal contacts of the center's staff. The center had a full-time job developer throughout the demonstration period, and appeared to offer graduates many options for employment. Supportive services, such as child care or transportation assistance, were not generally available to demonstration youth. This lack may have contributed to retention difficulties for the site, but the small number of program group members served there makes this difficult to assess.