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AN ANALYSIS OF THE ROLE OF THE
STATE MANPOWER SERVICES COUNCIL

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This report examines the role of the State Manpower Services Council (SMSC) in Alaska. The SMSC contracted with the Institute of Social and Economic Research to help it define a more useful way of working with the Prime Sponsors established under the Comprehensive Employment and Training Act (CETA)¹ and of addressing Alaska's general manpower problems.

OBJECTIVES AND METHODS

The project had four specific objectives:

1. To summarize the required functions of the SMSC as defined in current and pending CETA legislation.
2. To examine Prime Sponsors' views of needs related to improving the planning, coordination, and delivery of manpower services and the role the SMSC could play in addressing these needs.
3. To design a mechanism by which the SMSC can responsibly and effectively enhance its performance of its functions.
4. To prepare a draft planning process and schedule for the SMSC.

Project Status

Project objectives were completed and a draft planning process was presented to the SMSC during the September 1978 meeting. The SMSC voted to adopt the planning process as a basis for their work during FY79.

¹For a description of CETA purposes and provisions, see CETA, a booklet published by State Manpower Services, Department of Community and Regional Affairs, Pouch C, Juneau, Alaska.

Project Reports

This project has produced three related reports. The present report is:

1. An Analysis of the Role of the State Manpower Services Council

This report examines the legislatively required functions of the SMSC and Prime Sponsors' views of the usefulness of alternative SMSC activities. It contains the proposed SMSC planning process adopted by the SMSC during the September 1978 meeting. The report is organized into three sections:

- a. LEGISLATED FUNCTIONS OF THE SMSC
- b. PRIME SPONSOR NEEDS IN RELATIONSHIP TO SMSC FUNCTIONS
- c. A PROPOSED PLANNING PROCESS FOR THE SMSC

In addition, two other reports detail the operation of Alaska's manpower delivery system:

2. Alaska Prime Sponsor Profiles

This report describes the organization and program operations of each of the fifteen Alaskan CETA Prime Sponsors during FY1978. Each profile includes information on the Prime Sponsor: a) organization, b) programs, c) coordination with other agencies, d) particularly successful programs, e) manpower program planning process, f) manpower program review process, g) Regional Advisory Council, and h) funding levels for FY1978.

3. Postsecondary Vocational Training in Alaska: A detailed listing by institution of vocational programs offered plus descriptions of related occupations

This report identifies the types of occupational training available in Alaska at the postsecondary level. It analyzes the specific

occupations for which training is provided and the institutions at which this training may be obtained. Such information is useful in examining the need for new vocational programs and the articulation of vocational training with manpower demand in Alaska.

Each of these reports may be obtained from:

Lois Lind, Director
 State Manpower Services Division
 Department of Community and Regional Affairs
 Pouch BC
 Juneau, Alaska 99811

Project Methods

In analyzing the legislatively required role of the SMSC, both current and pending CETA legislation was examined.² The operation of the SMSC in other states was also reviewed.³

To examine Prime Sponsors' views of potential functions of the SMSC, each of the fifteen CETA Prime Sponsors in Alaska was interviewed during the summer of 1978.⁴ The interview covered three areas:

1. Improving coordination of manpower activities: Prime Sponsor recommendations to SMSC.
2. Use of 4% statewide services funds: Prime Sponsor recommendations to SMSC.
3. Prime Sponsor organization and program.

²The role of the SMSC is defined in Section 107 of the Comprehensive Employment and Training Act of 1973. See Appendix A. The new CETA legislation was not available at the time this report was written.

³State Manpower Services Councils, Washington, D.C.: National Governors' Conference: Center for Policy Research and Analysis, 1975; The Governors and CETA: A Profile of Special Manpower Grants Activities, Washington, D.C., National Governors' Conference: Center for Policy Research and Analysis, 1977.

⁴The Prime Sponsor interview may be found in Appendix B.

After completion, we returned each interview form to the Prime Sponsor to be checked for accuracy. Manpower directors also reviewed each Prime Sponsor profile prior to its inclusion in this report.

To obtain a better perspective on SMSC functions in the context of other Alaskan manpower activities, this project completed several other tasks. It reviewed existing sources of Alaska employment and unemployment statistics in terms of their usefulness to the SMSC and to Prime Sponsor manpower planning activities. It analyzed Alaska's vocational education system to examine its relationship to manpower problems and the CETA system. The project also examined national research on CETA programs in terms of its relevance to Alaska.

LEGISLATED FUNCTIONS OF THE SMSC

One of the purposes of CETA was to increase the responsiveness of federally funded manpower programs to local unemployment problems. CETA transferred primary responsibility for planning and administering manpower programs from federal agencies to state and local organizations, the "prime sponsors." CETA also was intended to decategorize manpower funding so that local Prime Sponsors could develop the mix of programs--classroom training, on-the-job training, work experience, and public service jobs--most appropriate for the needs of the local populations. While the goals of decentralization and decategorization have not been fully realized,⁵ CETA does provide more local flexibility than under previous manpower delivery systems.

⁵Federal legislation increasingly restricts use of funds to particular population groups (e.g., youth) and allocates funds for particular program activities (e.g., public service employment).

Decentralizing manpower programs through CETA increased local flexibility but it also increased problems of coordinating multiple agencies. Without any overall planning, the different elements of a state's manpower system--job service offices, research and analysis activities of the Department of Labor (DOL), Prime Sponsor manpower programs, vocational education offerings--might be poorly articulated. Certain essential activities could be left out and others duplicated. With each Prime Sponsor operating its own programs, information about effective and ineffective manpower approaches might not be widely available.

In addition to coordination problems, decentralization of manpower programs meant that broad, long-range manpower planning activities might be neglected. Individual Prime Sponsors, concerned about operating complicated local programs, were apt to lack time or resources to undertake general manpower planning. Such activities might include identification of the manpower implications of new economic developments in the state, analyses of the availability of training programs relevant to occupational demand, and experimenting with pilot projects using innovative approaches to manpower problems.

CETA legislation established the SMSC to perform these general manpower coordination and planning and analysis functions. While Prime Sponsors were concerned with local problems and needs, the purpose of the SMSC was to examine the manpower needs of the state as a whole. The SMSC sought to facilitate manpower program coordination and to increase program effectiveness. The SMSC, in short, was intended to improve the use of limited resources in meeting the overall manpower needs of the state.

The SMSC takes a statewide perspective and a manpower-systems perspective. It does not duplicate the role of local advisory councils to each CETA Prime Sponsor. These advisory councils address local manpower

needs: identifying target populations, planning manpower services which address their needs, coordinating CETA programs with other manpower activities, and monitoring and evaluating Prime Sponsor operations. The SMSC is concerned with how the activities of all Prime Sponsors and other manpower agencies fit together, and their cumulative efficiency and effectiveness in addressing the state's unemployment problems.

The issues which the SMSC addresses can be organized into four broad areas:

- I. Equity
- II. Efficiency
- III. Effectiveness
- IV. Innovativeness

Figure 1 illustrates the types of questions with which the SMSC is concerned in each of these categories.

To make available its analyses of these issues, the SMSC must produce certain required products (Figure 2). These include an Annual Report, which summarizes manpower activities in Alaska in relationship to the state's unemployment problems. The SMSC must also make recommendations to the Governor and to other agencies, if desired, on how Alaska's manpower system can be made more effective and efficient. The SMSC must also review and comment upon the annual Vocational Education Plan and the annual CETA grant applications of the Balance of State and Municipality of Anchorage Prime Sponsors.

In addition to performing these required activities, the SMSC has a wide range of options in carrying out other manpower activities useful to the state. The Council can use the 4% Statewide Manpower Services Funds, for example, to commission special studies of manpower problems, operate demonstration programs, or provide labor market information and other useful services to Prime Sponsors. The following section examines the needs of Prime Sponsors and types of services that Prime Sponsors view as the most appropriate.

FIGURE 1
STATE MANPOWER SERVICES COUNCIL: ILLUSTRATIVE ISSUES

1. EQUITY

- ● ● Are population groups in need of manpower services being served?
- ● ● What job opportunities exist which are appropriate for these groups?
- ● ● Can new job opportunities be created through growth or job restructuring?

2. EFFICIENCY

- ● ● What Prime Sponsor problems limit program accomplishment?
- ● ● Where would greater coordination improve manpower services?
- ● ● How can duplication of services be avoided?

3. EFFECTIVENESS

- ● ● Which manpower program approaches are most successful by such criteria as:
 - achieving high placement rates into unsubsidized employment
 - meeting critical community needs
 - using approaches harmonious with preferred lifestyles
 - achieving a high degree of cost-effectiveness
 - achieving system-wide efficiency through coordinating resources

4. INNOVATIVENESS

- ● ● What strategies could be initiated to better meet Alaska's manpower needs?
- ● ● What are the costs of alternative strategies and what is the likelihood of success given political and other realities?
- ● ● What policy initiatives should the SMSC undertake and through what means?

FIGURE 2

REQUIRED AND OPTIONAL ROLES OF STATE MANPOWER SERVICES COUNCILS

SMSC PRODUCTS Required: ▽	SUPPORT ACTIVITY ▽	INFORMATION NEEDED ▽	INFORMATION SOURCES ▽
<p>1. Annual Report: Manpower Needs and Programs</p> <p>2. Recommendations to the Governor: Manpower Policies, Programs and Priorities</p> <p>3. Comment on Manpower-related Grant Applications: a. Voc Ed Plan b. Balance of State Manpower Plan c. Anchorage Manpower plan</p>	<p>1. Manpower Planning</p> <p>a. Needs Assessment</p> <p>b. Problems and Resource Analysis</p> <p>c. Strategy and Goal Formulation</p> <p>d. Implementation</p>	<p>Manpower Problems Universe of Need Alaska Labor Market</p> <p>Service Providers Assessment of Problems Program Limitations</p> <p>Alternate Approaches to Problems Priorities Manpower Service Strategy</p> <p>Recommendations Pilot Project (4%) Unsolicited Proposals</p>	<p>CETA Quarterly Reports CETA Annual Plans DOL Publications Contractual Assistance</p> <p>Post Secondary Commission Directory Manpower Advisory Councils Interview with Primes and Agencies</p> <p>Solicited Proposals Interviews with Primes, Agencies and Task Forces</p> <p>Prime and Agency Responses to review evaluation sheet which accompanies their grant application sheet.</p>
<p>Optional:</p> <p>4. Informational Review of Manpower Grant Applications of CETA III's</p> <p>5. Special Reports</p> <p>6. Demonstration Programs</p> <p>7. Informational Services.</p>	<p>2. Review and Coordination</p> <p>3. SMS (4%) Allocation</p> <p>4. Program and Policy Initiatives</p>	<p>Review Procedures Review Criteria</p> <p>Manpower Needs, Resources, and Strategies</p> <p>Changes in Federal and/or State Manpower Policies, Programs and Funding</p>	<p>Preliminary Manpower Planning Analysis and Findings Solicited Responses from Primes, Agencies and Interested Groups</p> <p>Tentative CETA Allocations State Budget Request</p> <p>Manpower and Voc Ed Weekly Legislative Information Services Unsolicited Suggestions</p>

PRIME SPONSOR NEEDS IN RELATIONSHIP TO SMSC FUNCTIONS

In addressing its legislatively defined functions, the SMSC has the opportunity to address at the same time concrete needs of Prime Sponsors operating CETA programs. The interviews conducted with Prime Sponsors suggested substantial overlap between SMSC manpower planning activities and specific information Prime Sponsors need.

While substantial potential exists for the SMSC to perform functions useful to Prime Sponsors, at present the SMSC is not doing so. Of Prime Sponsors interviewed, 73 percent said that the SMSC was not currently providing services which assisted them in fulfilling their goals (Table 1). Those Prime Sponsors who saw the SMSC as performing a useful function primarily cited advocacy for Prime Sponsor interests, for example, charging inappropriate CETA regulations. Advocacy of their interests is a role that Prime Sponsors very much want the SMSC to continue.

Prime Sponsor Problems and Concerns

For the SMSC to decide whether and how to address Prime Sponsor needs, it is important to understand some of the problems Prime Sponsors face in operating manpower programs. This section discusses six problem areas common to many Prime Sponsors interviewed:

1. Little availability of accurate information.
2. High rates of staff turnover.
3. Lack of program continuity.
4. Need for improved program substance.
5. Need for better linkages with other Prime Sponsors and relevant manpower agencies.
6. Administrative difficulties.

TABLE 1

CURRENT USEFULNESS OF SMSC TO PRIME SPONSORS

Summary of Prime Sponsor Interviews

I. C. Role of the State Manpower Services Council.

1. Are there services currently provided by SMSC which have assisted in fulfillment of your goals?

YES 27%NO 73%

Number of Respondents: 15

If so, what are they?

Additional Prime Sponsor Comments

-Valuable because of the Governor's approval on statewide policy. On a national level the SMSC efforts toward CETA re-authorization, funding are useful.

-Native prime sponsors are invited to meetings. There are regular representatives on Board who send information back for those who cannot make it to meetings. (Prime sponsors must let DINAP know when they are going to meetings out of their region.)

-Supportive to Native primes, legislation to give Governor veto power, supportive in legislative concerns. However, staff overlap with BOS is a problem - would like separate staff.

-Establishment of State Manpower policy is useful although in need of revision.

-Perceive the SMSC as providing guidance and policy rather than services.

-I am not aware of what the Council does.

-There is general confusion about roles and services provided by the Council.

-Communication back to the Prime Sponsors is poor.

-Because it is unclear what the SMSC does provide.

Little Availability of Accurate Information

Prime Sponsor directors wanted better information for use in program decision-making. Such information needs included:

1. Changes within the overall manpower delivery system which could affect their programs (such as changes in administrative personnel and phone numbers or modification in program eligibility standards).
2. Related CETA developments such as new training programs useful to their participants or information on manpower approaches which were successful elsewhere that might be pertinent to their own program.
3. Projected economic developments in such areas as those concerning the Outer Continental Shelf or industry expansion.
4. Information from related organizations and boards which may be pertinent to CETA programs including timely minutes and/or meeting summaries from SMSC.
5. Statistical information which accurately indicates rates of unemployment, population diversity and regional economic conditions.

This situation is ironic in that CETA manpower directors must read and assimilate reams of required information on CETA guidelines, reporting, and program content requirements. Yet, they express interest in information which is timely, compact, and readable.

High Rates of Staff Turnover

In the four months this project operated (June-September), four out of fifteen manpower directors changed and numerous personnel shifts occurred within the CETA programs. Such high rates of staff turnover occurs partly because of the stress of operating a CETA program. Personnel are expected to "come

in running" to an ongoing program, often designed by someone else. They must cope with large amounts of required federal documentation. They must negotiate and renegotiate short term agreements for a variety of worksite placements and training programs. They must maintain good public contact although they are taking over programs which often have a poor public image.

Administrative staff in large rural regions face additional problems. Extensive travel takes them out of the office. When they are in the central location, they must provide long distance supervision and orientation for many persons in outlying communities who are formally supervising others for the first time. This process of staff training is time consuming, especially because staff turnover means new people must constantly be trained. Weather conditions, mail service delays, and "outside" communication breakdowns also add to the potential for high job stress.

Prime Sponsor directors expressed a need for better methods of orienting new staff. They wanted information that would inform new staff of related agencies and institutions useful to CETA participants (such as names and current phone numbers of community college directors). They wanted standard forms which provided useful program information, for example, forms to list alternative termination reasons for each client. They wanted job descriptions so staff would know what their job responsibilities were and how their jobs were linked to other persons in the organization.

Lack of Program Continuity

CETA programs in Alaska receive from Region X in Seattle frequent modifications in program guidelines, funding allocations, and reporting requirements. Program directors must react quickly to commit the organization to new action in order to receive and maintain levels of funding.

Limited technical assistance is available to assist Prime Sponsors in reacting to changes or in complying with the extensive system of CETA regulations. For example, Title III Prime Sponsors currently work with two Seattle based federal representatives. However, the area of operation of these representatives also includes programs outside Alaska, and their time for Alaskan Prime Sponsors is limited.

In addition to lack of continuity in regulations, CETA programs are often in a state of physical flux which is disorienting to both staff and participants. Offices move without notice of where new headquarters were located. Entrances to offices are often located obscurely and program markings are vague in some instances. Physical isolation may act as an unintentional deterrent to some potential participants.

Need for Improved Program Substance

Prime Sponsor directors were also concerned over the substance of their programs. In administering CETA, the overriding issues became the volume of federal paperwork (e.g., quarterly reports, regular program monitoring, ongoing reports), the volume of persons being served, and interaction with federal CETA offices. Consequently, there was little time left to design and distribute materials such as program staffing guidelines, procedural guidelines, course content descriptions, job descriptions, and

follow-up procedures. In some instances, time constraints meant there wasn't enough time to train staff to develop programs which would creatively and visibly respond to community needs.

Prime Sponsor directors particularly stressed the need to develop evaluation criteria for education, training and employment experiences in such a way that the evaluation would provide useful information for supervisors, participants, and program administrators. They wanted a process that would insure that they would participate in the evaluation, know evaluation results, and see programs change to reflect evaluation issues.

What should be counted as "program success" in rural Alaska manpower programs was ambiguous. Under current systems, indicators of success range from "meets individual goals" to "completes program" to "receives monies, which, by circulation, will enhance local economy" to "moves to unsubsidized employment" to "increases personal self-sufficiency." The standard for success at the federal level is the number of "positive terminations" (primarily unsubsidized employment). However, this standard is inappropriate in rural areas which lack large numbers of unsubsidized jobs. Other indicators were more useful at the program and at the participant levels, such as increased personal self-sufficiency by acquiring marketable skills and knowledge of labor market access points. Follow-up of participants, related to this evaluation concern, was viewed as the weakest program area (Table 2).

In addition to the need to develop better evaluation criteria, Prime Sponsors were concerned about developing job descriptions. Such descriptions could be used as a tool to review the appropriateness of worksite activities, as a spring board to other employment by substantiating task skills acquired, and as a means of evaluating programs.

TABLE 2

PRIME SPONSOR VIEWS ON STRONGEST AND WEAKEST AREAS
OF THEIR PROGRAMS
 (percent distributions)

"Given the following aspects of your program, which do you see as your strongest and weakest areas?"

<u>AREAS*</u>	<u>STRONGEST</u>	<u>WEAKEST</u>
Recruitment	33	13
Development	33	7
Training	20	13
Placement	20	33
Follow-up	0	60
No Response	7	7

*Some Prime Sponsors named more than one area as their "strongest" or "weakest."

Need for Better Linkages with Other Prime Sponsors and Relevant Manpower Agencies

Prime Sponsors talked with considerable interest about cooperative ventures with Prime Sponsors in other regions. Substantial informal contact already exists, particularly in the area of technical assistance (Table 3). Within some regions there are particularly good working relationships between regional office directors for Balance of State subregions and Title III Prime Sponsors (e.g., the Nome area has developed this type of relationship with Kawerak).

Prime Sponsor directors would also like to increase linkages with manpower related councils and boards and to improve the feedback available after related meetings. The physical isolation of Prime Sponsors increases the necessity of timely meeting summaries.

Administrative Difficulties

Within Alaska there are common external barriers to effective program administration: 1) slow mail delivery; 2) poor telephone access to outside lines; 3) physical distance from program legitimators such as Region X; 4) delay in shipping program materials; and 5) isolation from other Prime Sponsors and service deliverers, which results in delayed information from the federal government, late financial transactions, and inappropriate delays of program activity.

In addition to these problems, CETA Prime Sponsor directors are concerned about the management of their own organizations. Linkages between program administration and accounting offices require improvements to make statistics more readily available, financial status reports more up to date, and paychecks

TABLE 3

AREAS IN WHICH PRIME SPONSORS
HAVE WORKED WITH OTHER PRIME SPONSORS
(percent distributions)

<u>Area</u>	<u>Proportion of Primes Reporting Cooperative Efforts</u>
Joint Training Programs	73
Subcontracts	34
Exchange of Employment Information	53
Joint Employment Programs	40
Technical Assistance	93

Number of Respondents: 15

to participants more timely. Report submission from local supervisors and service deliverers also requires more time consciousness.

Another administrative issue is overlapping staff positions with vaguely defined job responsibilities. While such overlap is viewed as encouraging program flexibility, it also means that considerable staff energy must be spent on internal information to find out "who does what" and what the appropriate procedures are.

Effective administration is also hampered by inappropriate CETA guidelines including: 1) unrealistic income eligibility requirements, and 2) an unemployment period which is incompatible with seasonal and subsistence life styles.

Potential SMSC Action Steps Which Address Prime Sponsor Problems

While many Prime Sponsor problems do not fall within the scope of SMSC activities, the SMSC does have a number of resources which it could allocate to areas of Prime Sponsor concern if it chooses to do so. For example, the SMSC can direct staff in the State Manpower Services Division to perform specific services for Prime Sponsors. The SMSC can allocate the 4% State Manpower Services funds to projects useful to Prime Sponsors. The SMSC can also advocate changes in state and federal agency programs that cause difficulty for Prime Sponsors.

To obtain systematic information on what particular SMSC action steps Prime Sponsors would consider useful, the Prime Sponsor interview listed six alternative SMSC coordination activities and eight potential uses for the 4% funds. Prime Sponsors rated the usefulness of each possible SMSC project (Table 4). These ratings, together with Prime Sponsors' explanatory

TABLE 4

SUMMARY OF PRIME SPONSOR INTERVIEWS ON
ROLE OF STATE MANPOWER SERVICES COUNCIL
 (percent distributions)

- I. The SMSC could aid in coordinating manpower activities in different ways. Which of the following services would be most useful to your program?*

	<u>Very Useful</u>	<u>Useful</u>	<u>Somewhat Useful</u>	<u>Not Useful</u>	<u>No Response</u>
1. Publishing an annual directory of pertinent agencies, programs and contact persons.	60	20	7	13	0
2. Disseminate information on innovative and successful programs.	20	53	13	7	7
3. Providing, through the regular CETA Newsletter, information on agency programs useful to Prime Sponsors.	27	40	20	13	0
4. Sponsoring conferences where agencies and other Prime Sponsors present their programs and identify mutual concerns.	27	33	20	20	0
5. Contacting Prime Sponsors on an individual basis to determine their program coordination needs and then contacting relevant state, federal and local agencies.	20	27	20	33	0
6. Develop and advocate manpower policy.	27	13	7	53	0

Are there other ways you could suggest for the Council to assist the Prime Sponsors in the area of manpower services coordination? (See attached comment summary in Appendix C).

* Explanatory comments may be found in Appendix C.

TABLE 4 (continued)

II. Prime Sponsor recommendations for use of 4% Statewide Service Funds.

We would like to obtain your views on the kinds of statewide manpower projects and activities the State Manpower Services Council should support.

Below are listed several possible projects and activities. These have been suggested by Prime Sponsors and members of the SMSC or have been used successfully in other states. For each of these, would you indicate how useful the project would be? *

	<u>Very Useful</u>	<u>Useful</u>	<u>Somewhat Useful</u>	<u>Not Useful</u>	<u>No Response</u>
1. Develop yearly statistics for Prime Sponsor use on employment and unemployment of target groups as required in the CETA annual plan.	50	27	7	17	0
2. Develop an Alaska Manpower planning model for use by Prime Sponsors. Such models have been used successfully in other areas to qualify target groups, identify the particular barriers which hold them back in the job market, and analyze alternative manpower services in order to choose the manpower strategy that best meets their needs.	33	20	20	13	13
3. Sponsor conferences which provide Prime Sponsors with opportunities for obtaining the latest information on areas of anticipated economic development and new job openings in Alaska.	33	47	7	13	0

*Explanatory comments made by prime sponsors may be found in Appendix C.

TABLE 4 (continued)

	<u>Very Useful</u>	<u>Useful</u>	<u>Somewhat Useful</u>	<u>Not Useful</u>	<u>No Response</u>
4. Sponsor conferences which address new directions in job development strategies and provide Prime Sponsors with better information on Alaska educational programs.	20	67	7	6	0
5. Sponsor experimental programs such as a job-sharing or job restructuring demonstration program. This pilot program would examine the potential of job-sharing as a means for increasing the total number of jobs in local areas and for structuring jobs to more closely fit with the life style preferences of certain target groups.	27	47	20	6	0
6. Support studies which take a broad or long-term perspective on Alaska manpower issues, for example, analyzing the total community impact of CETA training and employment programs and determining what could occur if CETA funds were cut substantially or withdrawn.	27	33	13	20	7
7. Develop planning for and evaluation of manpower programs appropriate for subsistence life styles.	40	34	13	13	0

TABLE 4 (continued)

	<u>Very Useful</u>	<u>Useful</u>	<u>Somewhat Useful</u>	<u>Not Useful</u>	<u>No Response</u>
8. Provide Technical and Training Assistance including the following areas:	40	27	7	13	13
-Program Administration and management training	5	<u>Prime Sponsor Requests</u>			
-Management information systems	1				
-Preparation for audit	1				
-Fiscal management systems	3				
Other					

Other areas of technical assistance requested by prime sponsors

- Program development.
- Orientation to the quarterly reporting system.
- Providing techniques for cohesive staff, and development of supportive services.
- Providing job development techniques for establishing jobs in the private sector to encourage people to get into unsubsidized employment.

comments (Appendix C) suggest four areas where the SMSC could effectively assist Prime Sponsors.⁶

1. Providing Information Services

Prime Sponsors strongly wanted clear, timely accurate information in the following areas:

- a. Directory of Prime Sponsors and manpower related agencies, programs, and contact persons.
- b. Descriptions of new and ongoing agency programs pertinent to Prime Sponsors.
- c. Description of innovative and successful programs and administrative procedures, especially manpower programs relevant to rural Alaska.
- d. Analyses of anticipated Alaskan economic developments and related job openings.
- e. Detailed descriptions of Alaskan educational programs and possible job development strategies.
- f. Orientation information about the role of the SMSC and its relationships with Title I and Title III Prime Sponsors, the Governors' Manpower Policy Council, and state and federal agencies.

Prime Sponsors emphasized the need for information, but did not specify a particular form. Some Prime Sponsors, for example, found conferences a useful medium for the exchange of information. Others considered conferences a waste of time and money.

⁶These areas have been summarized because percentage responses to individual questions can be misleading if the explanatory comments are not taken into account. For example, some Prime Sponsors agreed with the general thrust of an alternative but disagreed with the specific example given.

Expanding the CETALASKA newsletter as a substantial information sharing document is a low cost strategy which the SMSC should consider. Timeliness of information is a major consideration, and CETALASKA is a monthly publication. It could be used as a medium to provide up-to-date lists of Prime Sponsor contacts, inform Prime Sponsors of promising program approaches, disseminate SMSC meeting summaries, etc.

The SMSC could supplement the newsletter by sending out relevant information packages or sponsoring conferences as appropriate. For example, the SMSC could distribute the two reports produced by this project, Alaska Prime Sponsor Profiles and Postsecondary Vocational Training in Alaska, which directly address Prime Sponsor information needs.

2. Facilitating Intra-Prime Sponsor Exchanges of Technical Assistance

Prime Sponsors want concrete practical assistance and are turning to other Prime Sponsors as a highly useful source for such aid. Indeed, 93 percent of Prime Sponsors reported such cooperative relationships with other Prime Sponsors (Table 3). However, due to limited travel funds, much of this assistance is limited to telephone conversations.

While 40 percent of Prime Sponsors rated technical assistance as a very useful SMSC activity (Table 4), this area is a delicate one for the SMSC to enter. Channels for providing technical assistance are already established. Also, new sources of technical

assistance may become available to the Title III's through a Region X office in Anchorage.

Depending on the course of future technical assistance arrangements, the SMSC may wish to consider facilitating the development of a "Resource Bank" of Alaska CETA administrative personnel. Travel expenses could be provided for persons with program expertise to assist other Alaska Prime Sponsors in solving administrative problems and in orienting new staff. Project VEX in New England exemplifies such a technical assistance system (see p. 26).

3. Supporting Projects Designed to Develop Manpower Program Models

Relevant to Subsistence Life Styles and Program Evaluation Criteria

Relevant to Alaska's Rural Unemployment Situation

Prime Sponsors were quite interested in the development of manpower programs appropriate to the life style preferences of rural Alaskans. Almost three-fourths of Prime Sponsors viewed job sharing as a potential method both for increasing the total number of unsubsidized jobs in rural Alaska and also for structuring work-time to more closely fit with life style preferences (Table 4). The SMSC may wish to consider supporting a job sharing demonstration program, especially in those public agencies that provide major employment opportunities in rural Alaska.

In addition, Prime Sponsors wanted to develop criteria of program success that were appropriate to rural Alaska and useful to both program staff and program participants. The major federal criterion of success for CETA programs is the rate of unsubsidized employment

NEW ENGLAND PRIME SPONSORS TO PROVIDE TECHNICAL AID TO ONE ANOTHER

The Employment and Training Administration has awarded funds for a unique six-month pilot project to help New England prime sponsors provide technical assistance to one another.

The contract was awarded to the New England Council of CETA Prime Sponsors, Inc., which says the project is the first of its kind in CETA history. The technical assistance network, called Project VEX (Volunteer Experts), will be available to all Region I prime sponsors.

NECCPS Executive Director Stephen Berman, said, "Essentially, we'll be identifying experts in CETA program areas, matching these with prime sponsor direct requests for TA and handling all the logistics involved." Project VEX is unique, Berman said, "in that a private, nonprofit organization will act as the sponsor-to-sponsor facilitating agent for TA," relieving some of the burden of ETA regional offices.

The council already has some experience with the VEX concept, having operated such a system on a part-time basis. Under terms of the DOL contract, the council will spend two months conducting a TA skills inventory through questionnaires and field visits to New England prime sponsors. The inventory will identify experts in the areas of program administration, planning, management, activities, employment and training support services, public relations and information, intergovernmental relations and legislation.

The inventory will also locate experts who can travel to other prime sponsors and provide technical assistance.

Clearinghouse The TA skills data will be maintained in a clearinghouse which will handle requests for aid from prime sponsors. The council will shortly begin a campaign, with help from ETA, to tell prime sponsors about Project VEX services. In addition, Project VEX will assist the regional office in conducting needs assessment updates by maintaining a current profile of technical assistance needs among Region I prime sponsors.

For more information, contact Janice Wojtowicz, New England Council of CETA Prime Sponsors, Inc., 854 Asylum Ave., Hartford, Conn. 06105. Telephone (203)525-2099.

placements. In rural Alaska, where few jobs are available, unsubsidized placement is not a realistic goal. The SMSC may wish to consider funding a project designed to develop useful measures of success for manpower programs in rural Alaska. These might include such additional indicators as projects which a) meet critical community needs, b) use approaches harmonious with preferred life styles, c) develop individual skills, d) achieve a high degree of cost-effectiveness, and e) achieve system-wide efficiency through the coordination of multiple resources.

4. Developing Accurate Regional Information on Universe of Need

Prime Sponsors wanted accurate statistics on unemployment and underemployment for the population groups in their regions. Only five Prime Sponsors reported using labor statistics from the Research & Analysis Division (R & A) of the Department of Labor, and, of these, only two were satisfied with them (Table 5). Prime Sponsors were generally impressed with the expertise of Research Analysis staff but believed that the division did not have the resources to generate useful regional data.

The SMSC should explore with R & A the possibilities of:

- a. generating statewide unemployment statistics that conform to the format of CETA quarterly reporting requirements (such as similar age breakdowns). Such information would be highly useful to the SMSC in examining the issue of equity, to what extent manpower services are distributed over needy population groups, and

TABLE 5

PRIME SPONSOR USE OF STATE AND FEDERAL PROGRAMS
(percent distributions)

	<u>Proportion of Primes Using Service</u> (No. of Respondents=15)	<u>Proportion of Primes Who Used Service Who Are Very Satisfied With Services</u> (Based on No. Who Used Service)
1. Job Service, <u>Dept. of Labor:</u> Occupational testing, job openings	93	75
2. Research & Analysis Division, <u>Dept. of Labor:</u> Labor statistics	33	40
3. Employment Security, <u>Dept. of Labor:</u> Record keeping, certification	67	44
4. BIA, Employment Assistance and other services	67	71
5. Adult & Continuing Education <u>Dept. of Education</u>	27	75
6. AFDC-WIN, DHSS	40	80
7. Veterans Administration	20	100
8. Economic Development Administration, <u>Dept. of Commerce</u>	27	67
9. Local Community-based organizations pertinent to this region. (e.g. Fairbanks Native Assoc- iation)	73	100
10. Agencies which provide support services		
a. Social Services Program--BIA	47	75
b. Day Care Assistance - CRA	47	100
c. Legal Assistance-- Alaska Legal Services	80	64
d. Food Stamps - DHSS	40	40
e. Health Services--includ- ing ANMC, Mental Health & Family Planning DHSS	33	100

- b. generating regional unemployment statistics that address planning needs of Prime Sponsors. For example, methodology might be set up through which R & A uses data generated by Prime Sponsors to estimate regional unemployment. R & A should also make available to Prime Sponsors regional information on job surplus and job shortage areas. While this data is currently published, it is not discussed in a manner that makes it useful to Prime Sponsors in their labor market planning.

While CETA legislation emphasizes that an important task of the SMSC is to coordinate Prime Sponsor activities with those of state and federal agencies, interviews with Prime Sponsors suggest that better Prime Sponsor/agency coordination is not a priority issue, except in the case of R & A. Prime Sponsors use of agency services varied among agencies (Table 5). Most Title III Prime Sponsors used services administered through the regional nonprofit organizations rather than working directly with the state or federal agency. While Prime Sponsors were not highly satisfied with many agency services, the problems were those commonly recognized with the social service delivery system particularly in rural Alaska.⁷ Since these problems do not fall specifically within the scope of SMSC manpower planning activities, the SMSC may want to direct its own limited resources to other areas.

⁷ See Appendix C for explanatory comments.

A PROPOSED MANPOWER PLANNING PROCESS FOR THE SMSC

The SMSC must perform certain functions defined by CETA legislation. These primarily concern an evaluation of the effectiveness and efficiency of Alaska's manpower system on a statewide basis. The SMSC has the option of responding to the needs of Prime Sponsors. Since many Prime Sponsors want manpower planning information, considerable overlap occurs between SMSC activities and Prime Sponsor needs (Figure 3). Thus, the SMSC has the opportunity to respond to Prime Sponsor concerns while addressing its legislatively required functions.

To perform both these tasks, the SMSC needs to engage in a general manpower planning process. This process gathers information on Alaska's manpower system as a whole as a basis for indentifying critical problem areas on which the SMSC may wish to focus. This process also identifies SMSC decision options, such as meeting particular Prime Sponsor needs.

A Proposed SMSC Manpower Planning Process: Worktasks

A suggested manpower planning process for the SMSC is detailed in Figure 4. Planning is divided into four phases:

- Phase I: Needs Assessment
 - Task 1: Identify problems
 - Task 2: Determine universe of need
 - Task 3: Analyze labor market
- Phase II: Resource and Problem Analysis
 - Task 4: Identify service providers
 - Task 5: Assess problems
 - Task 6: Specify program limitations
- Phase III: Resource and Problem Analysis
 - Task 7: Generate alternate approaches to problems
 - Task 8: Prioritize approaches in terms of resources required & probably effectiveness
 - Task 9: Select manpower service strategy

FIGURE 3

RELATIONSHIPS BETWEEN SMSC ACTIVITIES
AND PRIME SPONSOR INFORMATION NEEDS

<u>SMSC Activity</u>	<u>Additional SMSC Resources Required to Address Need</u>	<u>Prime Sponsor Information Need</u>
1. Determine universe of need	High	1. Accurate, regionally based information on who is unemployed and underemployed
2. Analyze labor market	Low	2. Information on available job opportunities and new economic developments
3. Identify vocational education service providers	Moderate	3. Description of Alaska vocational education programs, their quality, and level of occupational preparation
4. Identify manpower services providers	Low	4. Listings of state agency, Prime Sponsor, and SMSC programs and contact persons
5. Identify effective, efficient manpower approaches	Low	5. Descriptions of successful, innovative programs

FIGURE 4

A PROPOSED SMSC MANPOWER PLANNING PROCESS
FOR ALASKA: WORKTASKS

Phase I: Needs Assessment

Task 1: Identify Problems	Task 2: Determine Universe of Need	Task 3: Analyze Labor Market
Unemployed	Alaska Natives	Short-term Employment Forecast
Underemployed	Re-entering Labor Market	Occupational Supply/Demand Forecast
Job Discrimination	Students	Occupational Turnover Rates
Low Income	Senior Citizens	Hard-to-fill Positions
Cultural Transition	Persons without Saleable Skills	Career Paths
Prominent Social Problems	Physically Handicapped	New Industry Initiatives
Job Mobility (Career)	Other Minorities	Employment Policy Initiatives
Job Security	Veterans	Long-term Employment Forecast
Job Availability (Regional)	Women	Occupational Wages and Salaries
Lack of Skills	Single Head of Household	Annual Earnings
Large Percent of Youth ready to enter Labor Market		Special Studies

FIGURE 4

A PROPOSED SMSC MANPOWER PLANNING PROCESS
FOR ALASKA: WORKTASKS

Phase II: Resource and Problem Analysis

Task 4: Identify Service Providers	Task 5: Assess Problems	Task 6: Specify Program Limitations
Vocational Education Training	Cost of Training	Funding Levels
Community College	Supportive Service Availability	Funding Stability
Adult Basic Education	Relationship of Training to Target Group Needs	Political Realities
Veterans Administration	Relationship of Training to Jobs, including Content	Personnel
CETA III	Time Lag between Application and Training	Cost - Benefit Limitations
CETA I	Accessibility of Training	Absence of Support Services
CETA VI	Drop-out Rate	Lack of Program Information
Private Colleges	Expectations on Students, High - Low	
On-the-Job Training Business	Placement Levels - Mobility of Training	
Government Training with Agencies	Reputation of Training	
Special Training Funds	Linkage of Training Information on Available Employment	
CETA Business Hire	Available Information Pre-knowledge of the System	
Apprenticeships	Stability of the System	
Skill Center		
Job Corps		
Senior Colleges		

FIGURE 4

A PROPOSED SMSC MANPOWER PLANNING PROCESS
FOR ALASKA: WORKTASKS

Phase III: Service Strategies & Goals

Task 7: Generate Alternate Approaches to Problems	Task 8: Prioritize Approaches in Terms of Resources Required & Probable Effectiveness	Task 9: Select Manpower Service Strategy
<p>Participant Advocacy</p> <p>Better Program Information</p> <p>Job-related Training for some</p> <p>Available Support Services</p> <p>Reasonable Performance Criteria</p> <p>Placement into Actively Mobile Career Positions</p> <p>Program where Content - Job Realities are clear</p> <p>Some Programs close to Home</p> <p>Some Parts of Program close to Home</p>	<p>Minimum Administrative Costs considered</p> <p>Placement Rates established</p> <p>Success Criteria Parameters delineated</p> <p>Length of Time in Relation to Job Probability considered</p> <p>Likelihood of Linkages, Coordination Agreements</p> <p>Development Costs considered</p>	<p>Coordination of Programs</p> <p>Develop New Programs</p> <p>Publicize Existing Programs</p> <p>Develop Training - Employment Linkages</p> <p>Develop New Funding Sources</p> <p>Develop Support Service Linkages</p> <p>Make Recommendations to Power Groups</p>

FIGURE 4

A PROPOSED SMSC MANPOWER PLANNING PROCESS
FOR ALASKA: WORKTASKS

Phase IV: Implementation

Task 10: Submit Recommendations	Task 11: Initiate Pilot Project (4%)	Task 12: Prepare Unsolicited Proposals
<p>Specify Functional Linkages</p> <p>Specify Functional Coordination</p> <p>Recommend Cooperative Agreements</p> <p>Recommend Budget and Audit Program Review</p> <p>Delineate Log Jams where Direct Coordination has not been Functional</p> <p>Recommend Review of Training Objectives in Light of Employment Realities</p> <p>Recommend Specific Programs to serve Target Groups, fill Gaps.</p>	<p>Establish Priorities</p> <p>Special Scope of Work and Allocate Funds and establish Evaluation Criteria</p> <p>Draft Request for Proposal</p> <p>Solicit Proposals</p> <p>Technical Review and Award</p>	<p>Establish Priorities</p> <p>Identify Funding Sources</p> <p>Informational Inquiry Funding Sponsor's Interest</p> <p>Prepare and submit Proposal(s)</p>

Phase IV: Implementation

Task 10: Submit recommendations

Task 11: Initiate pilot project (4%)

Task 12: Prepare unsolicited proposals

The first two phases are information gathering stages. The SMSC can assign these tasks to State Manpower Services staff. It can contract with outside organizations for collection of needed data or enter into nonfinancial agreements with other agencies, such as Research & Analysis at the Department of Labor. It can also assign specific tasks to SMSC committees. Phases III and IV are decision making stages. These require the SMSC to exercise its judgment on the basis of the experience of its members and the information produced through the first phases of the manpower planning process.

In short, the first few phases are essentially research functions which can be assigned to technical staff or contracted out. The latter phases require establishing priorities, making value judgments, and using different spheres of experience to generate viable problem approaches.

An Illustration of the SMSC Planning Process

To illustrate how this planning process can be used, the employment situation of middle aged and older Alaska Natives can serve as an example. This potential problem (Task 1) was initially identified by examining current CETA programs in Alaska. A large proportion of the public service jobs established by Prime Sponsors had job requirements that made them more appropriate to younger people with higher levels of education. In addition, youth program funds were specifically available to deal with the unemployment problems of younger age groups. This situation raised the question: Were

middle aged and older Alaska Natives receiving a disproportionately low share of CETA resources? This age group may be in particular need of manpower services since the group tends to have lower levels of education and to be the least geographically mobile. Moreover, the legislative intent of CETA is to serve particularly the structurally unemployed so neglect of this group would be contrary to legislative goals.

Having identified a potential problem, we enter the next step of the manpower planning process: Determine universe of need.(Task 2). On the basis of available statistics, we very roughly estimated the numbers of Alaska Natives in each age group who were economically disadvantaged or unemployed and in need of manpower services (Table 6).⁸

Then we examined how many Alaska Natives in each age group are receiving CETA services. This estimation was done on the basis of Prime Sponsor quarterly reports, which delineate the numbers served in various age, sex, and other categories.⁹ The comparison does support the possibility that middle aged and older Alaska Natives are being neglected; while about 72 percent of the 14-22 year olds seem to be served, only 14 percent of the group 45 years or older seem to be served (Table 7).

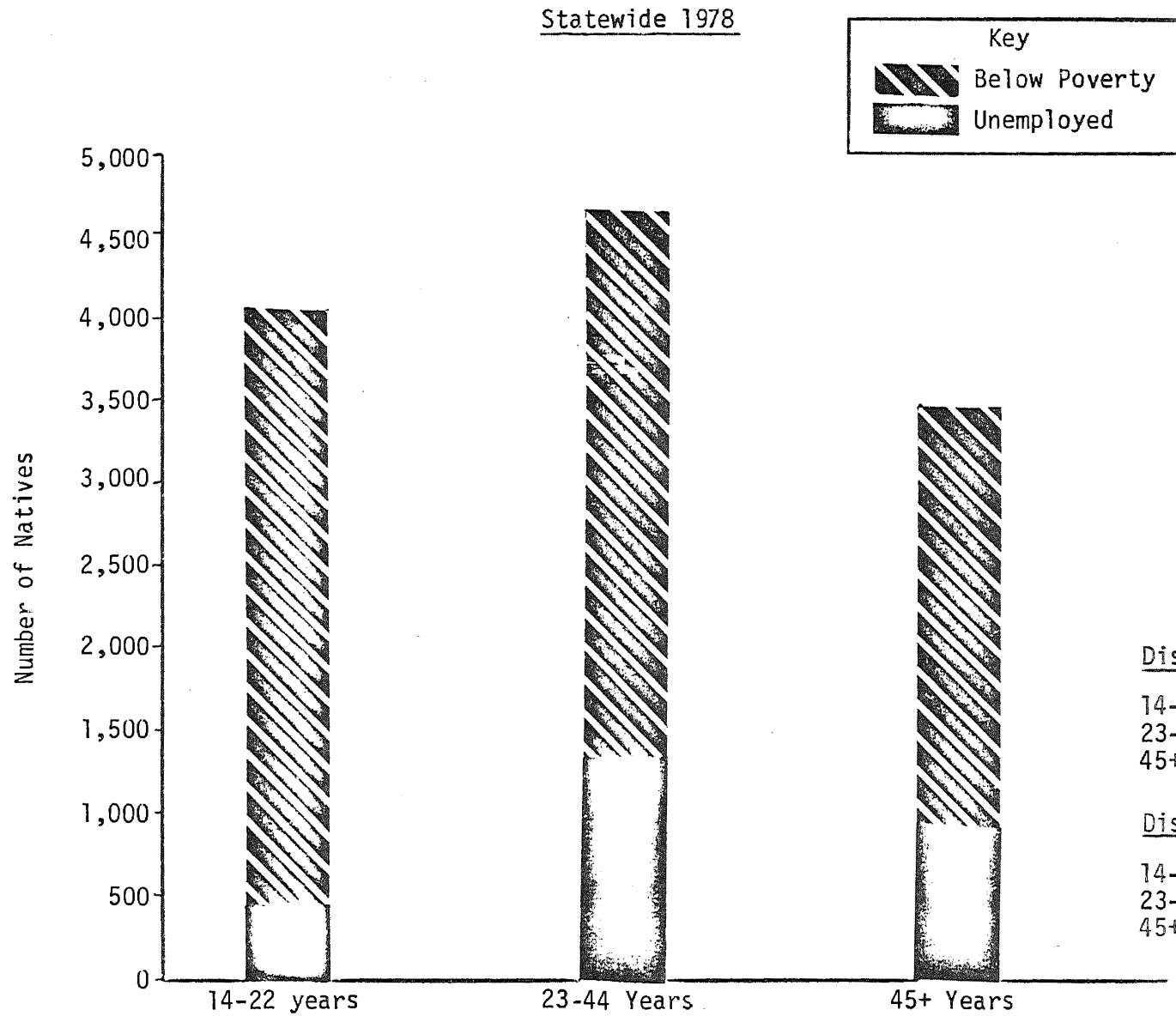
At this point, the SMSC needs to consult with Prime Sponsors on a collaborative basis to see if its rough analysis does indeed indicate a problem. The SMSC might send out this analysis to Prime Sponsors,

⁸These statistics are based in part on 1970 census information and are out of date. However, as Magnum and Snedeker point out, accurate information of this type is extremely expensive to generate, and a rough estimation can be useful as a general guide. Garth Magnum and David Snedeker, Manpower Planning for Local Labor Markets, Washington: Olympic Publishing Co., 1974. This volume is an excellent practical guide to manpower planning and it contains specific forms for determining universe of need and analyzing the labor market that the SMSC might find adaptable to Alaska.

⁹This estimation is also rough, for example, people may drop in and out of CETA programs and be double-counted. However, it is a useful initial step.

TABLE 6

Estimated Need for Manpower Services Among Alaska Natives by Age



Distribution Below Poverty

14-22	33%	4,068
23-44	38%	4,639
45+	29%	3,484

Distribution of Unemployed

14-22	16%	432
23-44	50%	1,345
45+	34%	908

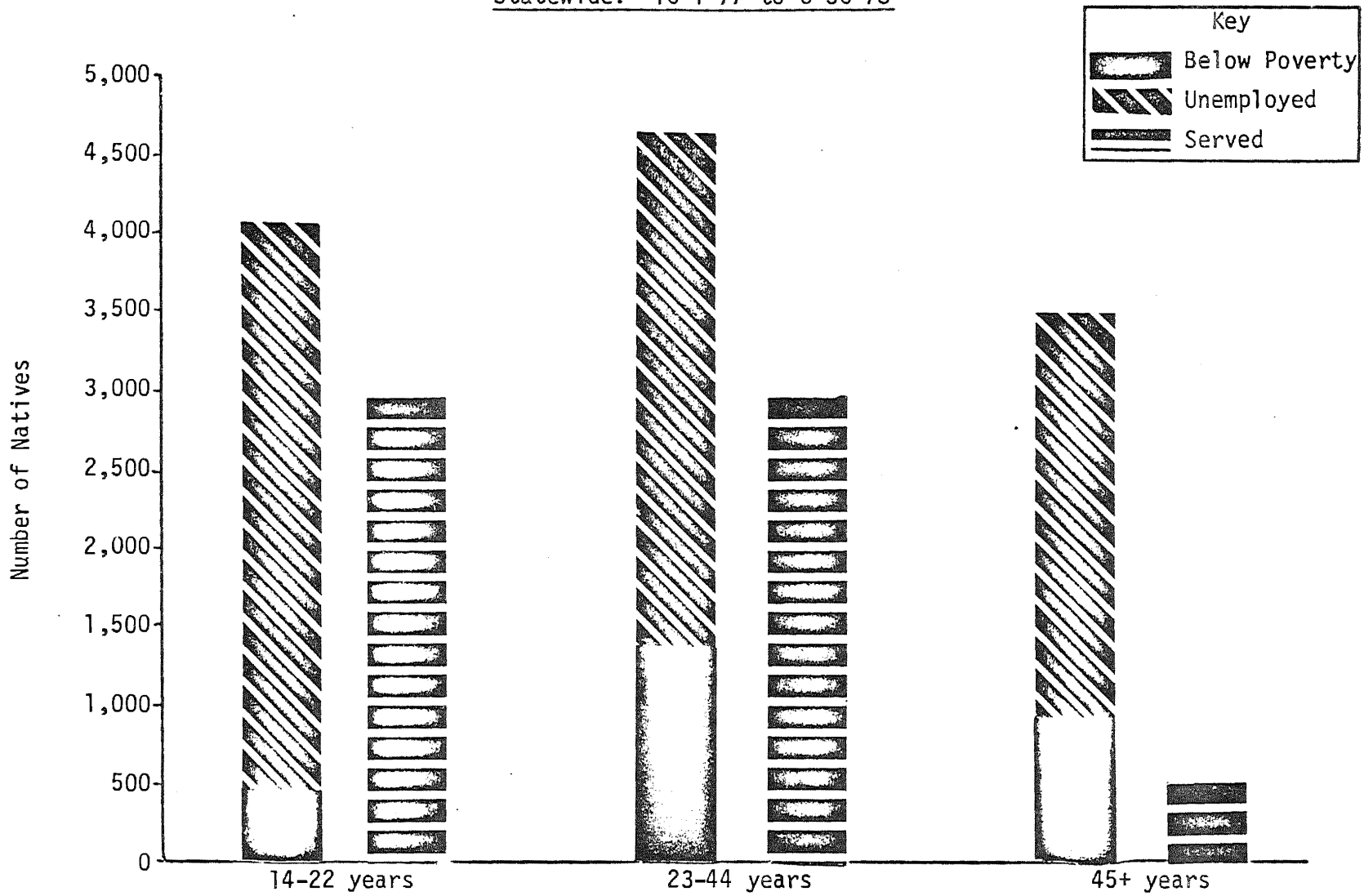
Sources:

- 1) Alaska State Manpower Review, p. 27
- 2) 2(c) Report, Task I, Part A, Sect. 2, pp. 3,7
- 3) Alaska Annual Planning Information, pp. 4,5,34,35

TABLE 7

Alaska Natives Served by CETA Programs by Age

Statewide: 10-1-77 to 6-30-78



Source: CETA Prime Sponsor Quarterly Report

Below Poverty Served by CETA

14-22	72%	2,938
23-45	63%	2,923
45+	14%	499

acknowledge that it is a rough estimation, and ask Prime Sponsors 1) if their experience indicates that middle aged and older Natives are being under-served, 2) what problems prevent Prime Sponsors from reaching this group (e.g., CETA regulations concerning maintenance of effort in youth programs, recruitment methods), and 3) what suggestions they might have for better serving this population (e.g., advocacy for change of CETA regulations, dissemination of employment models especially appropriate for this group). On the basis of this information, the SMSC can decide whether service needs of middle aged and older Alaska Natives should be considered a significant statewide manpower problem and placed on the agenda of the SMSC. Assuming that this problem is chosen, in analyzing the labor market (Task 3), the SMSC would pay particular attention to employment areas particularly suited to this age group.

The SMSC then moves into Phase II of the Manpower Planning Process: Resource and Problem Analysis. Discussions with Prime Sponsors have already provided information on some of the problems (Task 5) and program limitations affecting this group (Task 6). The SMSC may wish to direct staff to obtain more information on specific problems. It may direct staff to identify other service providers to this age group. It may ask Prime Sponsors who have developed particularly effective programs for this age group to discuss them at a future SMSC meeting.

On the basis of this information, the SMSC enters Phase III of the Manpower Planning Process: Service Strategies and Goals. The council discusses alternative approaches to the problem, for example, advocating changes in CETA regulations, disseminating information on successful programs through the CETA newsletter, or mobilizing relevant interest groups (Task 7). The

council estimates the funds and effort required to pursue each strategy (Task 8). This estimation may require more collaborative work with Prime Sponsors. The council then selects the strategy to pursue (Task 9).

Phase IV is the implementation process. Depending on the manpower strategy chosen, the SMSC might decide upon making recommendations to agencies (Task 10), using the 4% Statewide Manpower Services funds to initiate a promising pilot project (Task 11), or preparing proposals (Task 12). The SMSC can also prepare relevant criteria (e.g., service to middle aged and older Alaska Natives) for reviewing the grant applications of the Municipality of Anchorage and Balance of State and the Annual Vocational Education Plan.

While this illustrative issue arose through a review of Prime Sponsor programs, other issues might come to the attention of the SMSC through different means. Prime Sponsors might suggest issues and indeed could be systematically polled. Representatives of interest groups might bring matters to the council's attention. The SMSC should also request staff to obtain and routinely calculate from Prime Sponsor quarterly reports such information as a) proportion of positive terminations, b) participants enrolled in different activities, and c) participant costs for different activities.¹⁰ This information provides another important starting point for considering issues of program effectiveness and efficiency.

¹⁰ Each Prime Sponsor files quarterly reports consisting of: a) Federal Cash Transactions Report, b) Program Status Summary, c) Financial Status Report, and d) Quarterly Summary of Participant Characteristics.

A Proposed SMSC Manpower Planning Process: Allocation of Work over SMSC Meetings

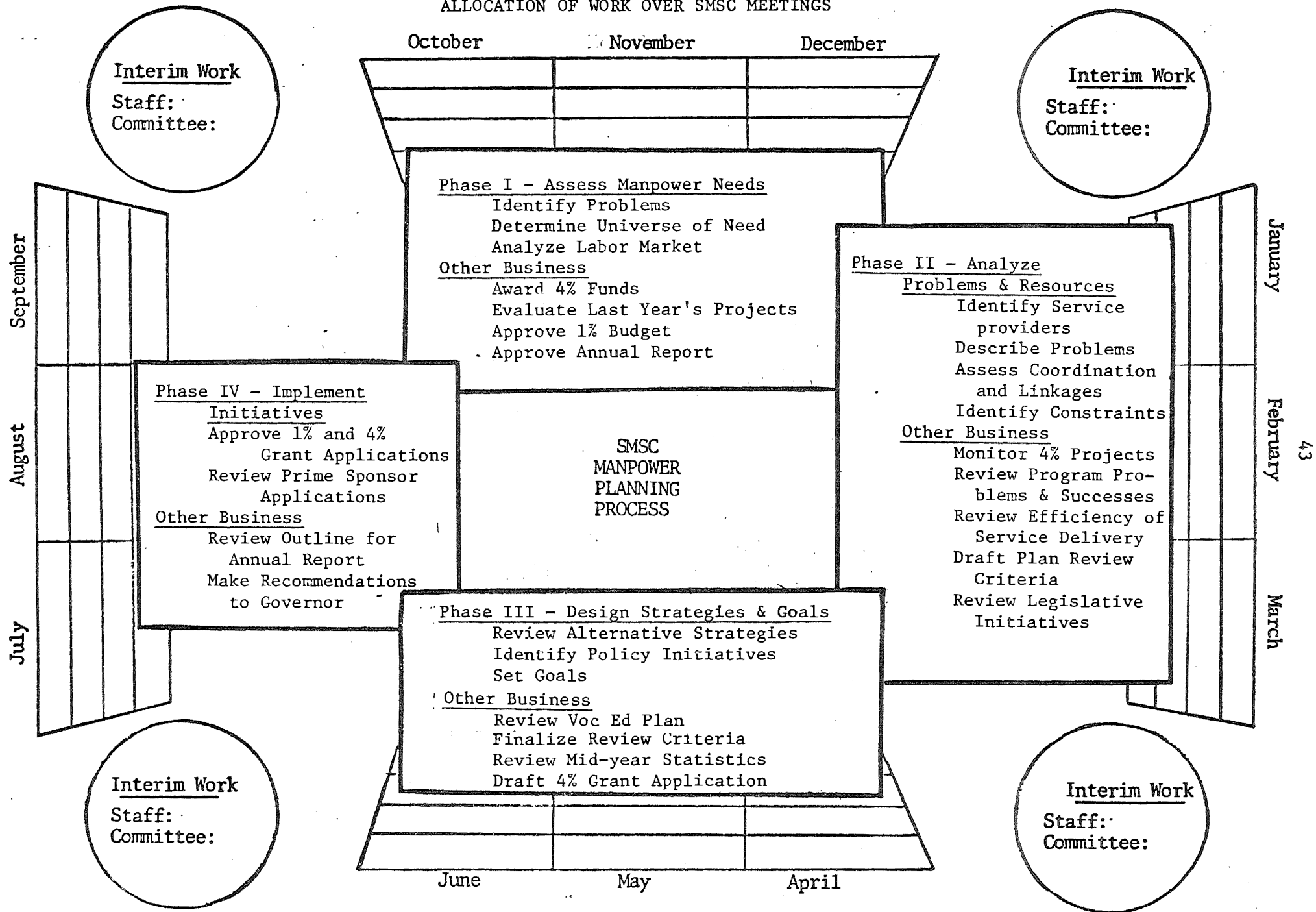
Figure 5 shows the proposed SMSC planning tasks divided in a reasonable way over SMSC meetings. This proposed SMSC time-line assumes four SMSC meetings a year. It also incorporates dates for the completion of required and optional SMSC tasks which reflect reporting deadlines and other external circumstances.

During the fall meeting, the SMSC essentially sets its agenda for the coming year. Prior to this meeting, the SMSC needs to have received from staff, special committees, or projects such information as 1) estimated unemployment among population groups that CETA is designed to serve; 2) labor market trends affecting unemployment in different regions and among different occupational groups; 3) CETA coverage of target population groups during the past year; and a 4) narrative interpreting these statistics and identifying a number of potential manpower issues from which the SMSC may choose focal issues during the coming year.

During this meeting, the SMSC tentatively identifies the major manpower issues it will address during the year, and assigns related work to staff or committees. The SMSC also carries out other business, such as awarding 4% funds and approving the annual report.

During the winter meeting, the SMSC considers alternative ways of responding to identified manpower issues. Staff or committees can be directed to examine more closely the feasibility of various options. The SMSC conducts other business, such as reviewing legislation and considering recommendations to the legislature. It directs staff to prepare criteria

FIGURE 5
 A PROPOSED SMSC MANPOWER PLANNING PROCESS FOR ALASKA:
 ALLOCATION OF WORK OVER SMSC MEETINGS



for reviewing Prime Sponsor applications to determine if next year's plans address those issues which the SMSC has identified as manpower priorities.

During the spring meeting, the SMSC discusses staff and committee reports on the feasibility of alternative strategies and decides upon the policy initiatives it will pursue. Where these initiatives require additional work, it assigns these tasks to staff or committee. The SMSC conducts other business, such as making final decisions on criteria for reviewing Prime Sponsor applications. It examines potential 4% funds projects and directs staff to prepare grant applications where appropriate.

The summer SMSC meeting is devoted to implementing manpower initiatives. The SMSC reviews Prime Sponsor applications to determine if priorities have been addressed. It approves grant applications, reviews the outline for the annual report, and decides upon recommendations to the Governor.

This process requires testing over the following years to determine if it is workable and what modifications may be necessary. It will demand highly competent staff and substantial work from SMSC members.

CONCLUSION

The SMSC can make a substantial contribution to the identification and resolution of Alaska's manpower problems. Prime Sponsors delivering manpower services do not have the resources to carry out basic manpower planning. Greater coordination between individual Prime Sponsors, the Research & Analysis Division of the Department of Labor, and the vocational education system would substantially increase the effectiveness of Alaska's manpower system. The SMSC can serve a valuable role in better integrating the elements of the system and in introducing policy initiatives which address Alaska's unusual manpower problems.

APPENDIX A

CETA LEGISLATION 1973

APPENDIX A

Role of State Manpower Services Council as Defined by Comprehensive Employment and Training Act of 1973, P.L. 93-203; 87 STAT. 839

STATE MANPOWER SERVICES COUNCIL

Sec. 107. (a)(1) Any State which desires to be designated as a prime sponsor and to enter into arrangements with the Secretary under this title shall establish a Manpower Services Council (hereinafter referred to as the "Council") which shall exercise the powers and duties set forth in this section.

(2) The Council established pursuant to paragraph (1) shall--

(A) be appointed by the Governor (who shall designate one member thereof to be Chairman) and shall be composed of--

(i) representatives of the units or combinations of units of general local government in such State, who shall comprise at least one-third of the membership of the Council, which have comprehensive manpower plans approved under section 108 (except that the initial appointments to the Council may consist of representatives of units or combinations of units of general local government described in clauses (2), (3), (4), and (5) of section 102(a) which have indicated an intention to submit a plan for approval under section 108), and such representatives shall be designated by the chief executive officers of the units or combination of units of general local government which qualify for representation under this section in accordance with procedures agreed upon by such chief executive officers;

(ii) one representative each of the State board of vocational education and the public employment service of such State;

(iii) one representative of each such other State agency as the Governor may determine to have a direct interest in overall manpower training and utilization within the State;

(iv) representatives of organized labor;

(v) representatives of business and industry;

(vi) representatives of community-based organizations and of the client community to be served under this Act (including, where persons of limited English-speaking ability represent a substantial portion of the client population, appropriate representation of such persons); and

(vii) representatives of the general public.

(B) be appropriately staffed and serviced by the State prime sponsor;

(C) meet at such times and in such places as it deems necessary.

(b) The Council shall--

(1) review the plans of each prime sponsor and the plans of State agencies for the provision of services to such prime sponsors, and make recommendations to such prime sponsors and agencies for the more effective coordination of efforts to meet the overall manpower needs of the State;

(2) continuously monitor the operation of programs conducted by each prime sponsor, and the availability, responsiveness, and adequacy of State services, and make recommendations to the prime sponsors, to agencies providing manpower services, and to the Governor and the general public with respect to ways to improve the effectiveness of such programs or services in fulfilling the purposes of this Act;

(3) make an annual report to the governor which shall be a public document, and issue such other studies, reports, or documents as it deems advisable to assist prime sponsors or to otherwise help carry out the purposes of this Act.

APPENDIX B

CETA PRIME SPONSOR INTERVIEW

SUMMARY SHEET FOR INTERVIEWEE
CETA PRIME SPONSOR INTERVIEW

The State Manpower Services Council (SMSC) has funded this study to help it define a more useful role in working with Prime Sponsors. The Council is responsible for helping to coordinate manpower activities in Alaska, for example, reviewing state agency plans for providing services to Prime Sponsors and making recommendations to the Governor about their availability and adequacy. A second function of the Council is to recommend allocation of the Governor's four percent monies for providing statewide manpower services. This provision enables the Council to fund programs of benefit to Prime Sponsors.

We would like to obtain your views on what the State Manpower Services Council could usefully do and bring to the Council a better understanding of your program and its needs.

Interview Outline

- I. Improving coordination of manpower activities: Prime Sponsor recommendations to SMSC.
- II. Use of 4% Statewide Services Funds: Prime Sponsor recommendations to SMSC.
- III. Prime Sponsor Organization and Program.

PRIME SPONSOR INTERVIEW

I. Prime Sponsor recommendations for improvement of coordination.

We have prepared for you a list of some state and federal agencies which have programs that could be used by Prime Sponsors. We would like to know if you have used these programs in Fiscal Year 1978, and how satisfied you have been with the services -- both the service itself and the ease of working with the agency to arrange for it.

A. Coordination with federal, state and local agencies.
(Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

	<u>Did Not</u> <u>Use</u>	<u>Used</u>	<u>Satisfied</u> <u>Very</u>	<u>Not</u> <u>Very</u>
1. Job Service, <u>Dept. of Labor</u> : Occupational testing, job openings Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Research & Analysis Division, <u>Dept. of Labor</u> : Labor statistics Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Employment Security, <u>Dept. of Labor</u> : Record keeping, certification Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. BIA, Employment Assistance and other services Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Adult & Continuing Education, <u>Dept. of Education</u> Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. AFDC-WIN, DHSS Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Veterans Administration Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(Agencies Continued)

A. Coordination with federal, state and local agencies (cont.)

	<u>Did Not</u> <u>Use</u>	<u>Used</u>	<u>Satisfied</u> <u>Very</u>	<u>Not</u> <u>Very</u>
8. Economic Development Administration, Dept. of Commerce Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Local Community-based organizations pertinent to this region. (e.g. Fairbanks Native Association) Why/why not: _____ How: _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Agencies which provide support services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
a. Social Services Program - BIA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Day Care Assistance - CRA	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Legal Assistance - Alaska Legal Services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Food Stamps - DHSS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Health Services - including ANMC, Mental Health & Family Planning DHSS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Which services? _____ _____				
11. Other agencies not listed. _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

B. Coordination with other Prime Sponsors and sub-regions.

1. Have you worked with other Prime Sponsors in areas of common concern?

Joint Training Programs Joint Employment Programs
 Sub contracts Technical Assistance
 Exchange of Employment Information (please explain) _____
 Other Concerns _____

2. Do you see other ways in which it would be helpful to work with other Prime Sponsors? (Please explain)

C. Role of the State Manpower Services Council.

1. Are there services currently provided by SMSC which have assisted in fulfillment of your goals?

YES

NO

If so, what are they? _____

2. The SMSC could aid in coordinating manpower activities in different ways. Which of the following services would be most useful to your program?

	<u>Very Useful</u>	<u>Useful</u>	<u>Somewhat Useful</u>	<u>Not Useful</u>
a. Publishing an annual directory of pertinent agencies, programs and contact persons	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Sponsoring conferences where agencies and other Prime Sponsors present their programs and identify mutual concerns	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Contacting Prime Sponsors on an individual basis to determine their program coordination needs and then contacting relevant state, federal and local agencies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Providing, through the regular CETA Newsletter, information on agency programs useful to Prime Sponsors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Develop and advocate manpower policy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Disseminate information on innovative and successful programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. Are there other ways you could suggest for the Council to assist the Prime Sponsors in the area of manpower services coordination?

II. Prime Sponsor recommendations for use of 4% Statewide Service Funds.

We would like to obtain your views on the kinds of statewide manpower projects and activities the State Manpower Services Council should support.

Below are listed several possible projects and activities. These have been suggested by Prime Sponsors and members of the SMSC or have been used successfully in other states. For each of these, would you indicate how useful the project would be?

	<u>Very Useful</u>	<u>Useful</u>	<u>Somewhat Useful</u>	<u>Not Useful</u>
1. Develop yearly statistics for Prime Sponsor use on employment and unemployment of target groups as required in the CETA annual plan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Develop an Alaska Manpower planning model for use by Prime Sponsors. Such models have been used successfully in other areas to quantify target groups, identify the particular barriers which hold them back in the job market, and analyze alternative manpower services in order to choose the manpower strategy that best meets their needs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Sponsor conferences which provide Prime Sponsors with opportunities for obtaining the latest information on areas of anticipated economic development and new job openings in Alaska	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Sponsor conferences which address new directions in job development strategies and provide Prime Sponsors with better information on Alaska educational programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(Questions Continued)

	<u>Very Useful</u>	<u>Useful</u>	<u>Somewhat Useful</u>	<u>Not Useful</u>
5. Sponsor experimental programs such as a job-sharing or job restructuring demonstration program. This pilot program would examine the potential of job-sharing as a means for increasing the total number of jobs in local areas and for structuring jobs to more closely fit with the life-style preferences of certain target groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. Support studies which take a broad or long term perspective on Alaska manpower issues, for example, analyzing the total community impact of CETA training and employment programs and determining what could occur if CETA funds were cut substantially or withdrawn	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Develop planning for and evaluation of manpower programs appropriate for subsistence life-styles	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Provide Technical & Training Assistance including the following areas: Program administration and management training Management information systems Preparation for audit Fiscal management systems Other Which would be the most useful?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

III. Prime Sponsor Organization

We would like to get a better understanding of your organizational structure and program so that the SMSC will be able to provide a better response to your particular situation. Could you give me a picture of your Prime Sponsor organization which indicates main staff, their regional location, and chief program responsibility? Perhaps your proposal already contains one?

IV. Prime Sponsor Programs.

Could you describe the services provided by your program within each of the CETA Titles?

	<u>Direct</u>	<u>Sub- contract</u>	<u>Both</u>	<u>Funding Level</u>	
A. Title I/(Section 302 Title III)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____
B. Title II and VI FY78	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____
C. Youth Programs FY78	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____
D. Economic Stimulus Programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____
E. Other Programs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	_____

What services are provided? (classes, on the job, work experience, supplemental experience)

Planning process -- how do you decide what services you are going to provide under the title, and when during the year are these decisions made?

How do you review programs that you have provided?

What approaches did you try that did not work out?

In what program areas have you been most successful, in terms of participant interest and job placements?

IV. Prime Sponsor Programs (cont.)

Given the following aspects of your program, which do you see as your strongest and weakest areas?

Recruitment Development Training Placement Follow-up

V. Regional Advisory Council

Since the State Manpower Services Council would like to compliment the services of your Prime Sponsor Advisory Council, could you describe your council's current role?

A. Who are the members of the Council and how often do they have the opportunity to meet?

B. In what areas of concern are they active at this point?

	<u>Currently Active</u>	<u>Planning to Become More Active</u>	<u>Planning to Become Less Active</u>
1. Identification of target populations & their needs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Planning of services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Coordination with other local manpower activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Monitoring and evaluation of services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Other concerns	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

C. Are they planning to become more or less active in any of these areas?

APPENDIX C

COMMENTS OF PRIME SPONSORS ON ROLE OF
STATE MANPOWER SERVICES COUNCIL
IN RESPONSE TO INTERVIEW ITEMS

C. 1. Are there services currently provided by SMSC which have assisted in fulfillment of your goals?

-Valuable because of the Governor's approval on statewide policy. On a national level the SMSC efforts toward CETA re-authorization, funding are useful.

-Native prime sponsors are invited to meetings. There are regular representatives on Board who send information back for those who cannot make it to meetings. (Prime sponsors must let DINAP know when they are going to meetings out of their region.)

-Supportive to native primes, legislation to give Governor veto power, supportive in legislative concerns. However, staff overlap with BOS is a problem - would like separate staff.

-Establishment of State Manpower policy is useful although in need of revision.

-Perceive the SMSC as providing guidance and policy rather than services.

-I am not aware of what the Council does.

-There is general confusion about roles and services provided by the Council.

-Communication back to the Prime Sponsors is poor.

-Because it is unclear what the SMSC does provide.

C. 2a. The SMSC could aid in coordinating manpower activities in different ways. Which of the following services would be most useful to your program?

Publishing an annual directory of pertinent agencies, programs and contact persons.

-Very useful if the directory could be kept current as people change.

-A directory on a quarterly basis, or an annual directory with amendments would be useful.

-Not useful, this may be a duplication of services.

-Very use and useful for the region, get frequent requests from villages for information on services.

-Providing that they updated regularly - perhaps just a list, less expensive.

-May be a duplication of work.

C. 2b. Sponsoring conferences where agencies and other Prime Sponsors present their programs and identify mutual concerns.

- This would have to take more open communication.
- Useful if manpower workshops address rural needs.
- Conference expenses break the financial back of small prime sponsors.
- Prime Sponsor 302 Association was doing this through their regular meetings until summer.
- Manpower conference held in spring of 1978 was useful.
- Conferences have been done in past, useful, Lois Lind's shop is improving rapport.
- Very useful especially where BOS and Native Primes in same area.
- SMSC meets often enough to mandate primes to present program. Information is useful but not in this form.

C. 2c. Contracting Prime Sponsors on an individual basis to determine their program coordination needs and then contacting relevant state, federal and local agencies.

-Very useful because this doesn't happen now, don't know if the State Manpower Services Council could do it better.

-This prime sponsor is way ahead - may be useful to other prime sponsors.

-Not useful - can't envision what they could do that would be useful.

-The first half of this statement is useful, should be done more frequently - then transmitting information about Prime Sponsor Needs to Region X.

-Very useful if meaningful coordination would result in breaking logjams which previously have been prohibitive. It would be very useful if the SMSC strength could be drawn upon between quarterly meetings - for example by use of phone polling -to make recommendations in support of coordination efforts.

-Useful, would like to see SMSC as strong coordinating role where prime sponsors could come to meetings, review problems and refer back to the governor.

-Useful but in a group meeting rather than on an individual basis. However, individual meetings would be useful for information gathering and problem solving.

-Useful as long as there is contact but not interference (trying to run the program).

C. 2d. Providing, through the regular CETA Newsletter, information on agency programs useful to Prime Sponsors.

-Information by region, by program, by person would be useful.

-CETA Newsletter is geared toward larger, metropolitan programs and training, does not provide useful program information for rural prime sponsors..

-Would like to see Newsletter more broad based, more frequently published.

-Information on other similar programs, not just CETA, would be useful.

-American Indian Coalition Newsletter already provides one source for this information.

-Useful, it would be helpful to start incorporating a regular report from each prime sponsor on activities, number of persons served and type of activities.

-Not useful, also the current newsletter is not useful.

-Very useful, already covers information.

-If they found out what the Prime Sponsors are interested in.

-Very useful as long as the coverage is objective, not biased, and that training and programs listed are good quality.

-Could make direct contacts just as well.

C. 2e. Develop and advocate manpower policy.

-SMSC should probably develop and advocate policy, however this would not be useful to this Title III Prime Sponsor.

-As a combined unit ANCH, BOS, and Native Primes look at financial allocation as compared to target groups.

-Unless the policy has clout it is not useful, people respond to pressure.

-Not useful for Title III's.

-Individual prime sponsors are already involved in manpower policy development.

-Very useful, should be reviewed and updated on a year to year basis.

-Not useful if it would hamper program or existing policies or restrict operations. Useful if it won't clarify or recommend things to assist our goals.

-Would question reliability if done.

-Not useful, this is too political.

-Useful to consider counseling component in manpower planning.

C. 2f. Disseminate information on innovative and successful programs.

-Very useful, even if information is not about rural programs it could be adapted.

-Very useful, if passed out information on really valid Native Prime and other programs.

-Very useful, information on innovative programs which are culturally relevant.

-Useful, if it could be done using media, video taping, attractive graphics.

-Useful, clearinghouse function for information that prime sponsors may benefit from.

-If there could be short summaries of programs that would be useful.

-Very useful for information on projects that would be useful or applicable to these clients.

-Could be a value judgment.

-Already know what other primes are doing, may be a duplication of information. The term successful makes one think of other programs as less successful - brings out a sense of competition rather than cooperation.

C. 3. Are there other ways you could suggest for the Council to assist the Prime Sponsors in the area of manpower services coordination?

- Provide technical assistance.
- Keep state in line with the decisions it makes in its recommendations.
- Describe and explain how BOS regions and native prime sponsors are to work together.
- Assist in recommending native position to the governor.
- Develop attractive programs which a Prime Sponsor would feel good about, particularly encourage joint ventures or relationships for programs such as CINA summer SPEDY.
- Interested in having the Council serve as a clearinghouse for resource possibilities assistance in grant groundwork on special programs. Providing prime sponsors with information about related funding sources.
- It would be very useful to have video tapes about manpower projects and their implications OCS-timber developments-fisheries-Northwest pipeline. Tapes or summaries of meetings could be sent to outlying areas, to provide a better information base for prime sponsors.
- Assist in cutting back in delays of information flow between BOS and Native Prime Sponsors.
- Describe or explain how BOS and Native Primes are to work together.
- Look into coordination with other programs. Recommend action to the governor when state agencies cannot work together.
- Act as coordinating body for delivery of manpower services statewide, not just CETA. Have separate staff funded by the state to enable scope to go to manpower issues beyond CETA.
- Have an open attitude about all manpower programs which are good for Alaska, not just state programs.
- Useful to provide money for technical assistance and training (TAT), help look for other TAT funding sources. Provide information on training and employment available through cooperative arrangements with other state/local/federal agencies, e.g., Forest Service put an intern with the NPR forestry program - advantageous to both groups.
- Could provide primes with specific information rather than just figures. Reporting at SMSC of regional meetings is not accurate. Regional meetings should be referenced directly back to SMSC. Region 2 has not met to select a rep for GMPC vacancy; consequently, no official rep at GMPC next week.
- Programmatically would like to see SMSC work with state, local, federal agencies for development of learning materials, instructional aides for villages.

II 1. Develop yearly statistics for Prime Sponsor use on employment and unemployment of target groups as required in the CETA annual plan.

-Quarterly statistics would be useful, with spot checking for figures accuracy.

-Very useful if process consistently included native prime sponsors in development of statistics.

-Recommend that research and analysis provide this, in the form applicable for use by all Prime Sponsors.

-Very useful - depends on how it is structured. Identifying eligible participants per region and develop statistics on characteristics of target groups.

-Useful if statistics realistically reflect total native population. CETA directors would count their own populations as they know who is in their region.

-Very useful - would like to have this done with research and analysis section of Department of Labor, not a separate unit.

-Very useful as long as statistics are on a regional basis.

-Under SMSC - however recommend to the Governor that additional monies be made available for this project since it is too expensive for SMSC available funds.

-If used, CETA employment and unemployment criteria would be extremely useful if developed jointly in BOS and region.

-Use BIA survey - useful if Prime Sponsors figures would be acceptable and then SMSC figures would be used not alienating.

II 2. Develop an Alaska Manpower planning model for use by Prime Sponsors. Such models have been used successfully in other areas to quantify target groups, identify the particular barriers which hold them back in the job market, and analyze alternative manpower services in order to choose the manpower strategy that best meets their needs.

-Because Alaska is so divergent "one" manpower planning model would not work.

-Rapid administrative turnover rates, therefore this planning information may be useful to program administrators.

-Not useful, already know the target group and the barriers which hold them back are the lack of existing jobs in rural areas, coming up with an answer to the lack of jobs would be useful.

-Regions are too diverse for one model, there could be benefits to a regional model.

-Useful if the manpower planning model could be put back into language for lay persons to use and understand it.

-Very useful if had information on what mixes of services have been successful with target groups similar to Alaska groups.

-Very useful on a regional basis.

-Very useful to have a Alaskan model rather than one from outside which does not reflect Alaskan realities.

-Useful to have three levels of models: 1)urban - Anchorage, Fairbanks; 2)rural - Sitka, Cordova, Haines; and 3)village - Tatitlik, Shageluk.

-If developed in the workshop manner - model developed in workshop people could take what was pertinent for them. Not only bits and pieces and exchange ideas to death.

-Hard to use a planning model that would work for the bush. Leave the planning up to the Prime Sponsors.

II 3. Sponsor conferences which provide Prime Sponsors with opportunities for obtaining the latest information on areas of anticipated economic development and new job openings in Alaska.

- Very useful if economic development and job opening information done on a realistic basis, with a probability factor. Useful if skilled trained persons provide this information.
- This information may interfere with the confidential and competitive position of prime sponsors.
- Information would be useful in media rather than conference form.
- Very useful because often hiring is done outside the State of Alaska.
- This would encourage local training for upcoming jobs.
- Useful, seminars may be better, short, structural, informational, conferences and meetings may be productive.
- Very useful, because we can use that information for development of goals and objectives.
- Interesting and useful for alerting staff to major trends.
- Information useful if in a different format such as newsletters. If conferences are chosen as format then during winter months.
- Good idea - but Alaska is small - not that many job opportunities to justify the expense of a conference.

II. 4. Sponsor conferences which address new directions in job development strategies and provide Prime Sponsors with better information on Alaska educational programs.

-Useful for information on education programs, not job development strategies.

-Useful, constantly need a flow of information summarizing what is going on about programs statewide and elsewhere.

-Useful, job development strategies could be part of information interchange, value in vocational training conference in Alaska.

-Prefer media form for transmitting this information.

-Useful if have structured, high powered people. It would be worth spending money on one tight conference.

-Information useful but not this format.

-Information on Alaska educational programs needs to be stressed.

II 5. Sponsor experimental programs such as a job sharing or job restructuring demonstration program. This pilot program would examine the potential of job sharing as a means for increasing the total number of jobs in local areas and for structuring jobs to more closely fit with the life style preferences of certain target groups.

-Useful but it depends on the area.

-Useful if Native Prime Sponsors had enough input and the council was strong in making recommendations.

-Very useful, if someone could put down a simple explanation and demonstration program on job sharing, this would be significant. It would be valuable to explore the potential and pitfalls of such a program.

-Job sharing is a useful idea to explore.

-Would like to see prime sponsors funded to do pilot programs.

-"Structuring jobs to more closely fit with the life style preferences of certain target groups" is the most interesting, useful portion of this statement.

-The job sharing idea is useful, experimental programs should not be as high a priority as communication and changing administrative structures.

-Potential experimentation with concept that there may not be jobs for all. Guaranteed annual income, money for special scientific, academic study.

-More information is needed on experimental programs before decisions are made.

-Somewhat useful, but other funds (Title I) could be used for these types of projects.

-Useful, people are interested in working part of the year, and having off part of the year. This would be preferable to 1/2 day work.

-Very useful (As part question 3) it would be best to tailor something for the region particularly, but not to experiment just for the sake of experimenting.

-CETA speaks to this but there are conflicting regulations on job sharing - so useful to test out what can be done within the guidelines.

-Excellent idea - need to have experimental programs to prove which programs are effective, develop them into primary program.

-Given the anticipated level of funding, there are other items which are higher priority. The CETA program overall should be training people for projects to build fisheries, roads, gas pipeline, dams.

II 6. Support studies which take a broad or long-term perspective on Alaska manpower issues, for example, analyzing the total community impact of CETA training and employment programs and determining what could occur if CETA funds were cut substantially or withdrawn.

-Unrealistic, tired of planning and reports.

-Useful, it is important once in a while to step back and look at the impact of CETA.

-Useful if the studies utilize data available from Native Prime Sponsors, and give enough lead time to Primes for data assembly. This would provide more lead time for program planning.

-Useful if the studies are broad based, with enough ground truth to make them realistic.

-Very useful, but hard to do would you set up some type of control village?

-Somewhat useful, we already know our area - know the impact of CETA and the cash flow it brings to villages.

-Very useful, because using that study perhaps programs can shift gears.

-Unemployment rates would jump substantially. Withdraw them all and do an actual needs analysis.

-Impossible, depends on CETA enactment. There would be concern of the legalities of such an evaluation, concern about the value, pertinence of that question.

-Not in favor of studies at this time.

II 7. Develop planning for and evaluation of manpower programs appropriate for subsistence life styles.

-Very useful but don't know how they would do this.

-Very useful however, the state personnel do not have enough experience, this planning and evaluation should be done by Native Prime Sponsors.

-Somewhat useful, interested in this although not directly involved in it.

-Very useful - subsistence is a valid transitional life style, training for subsistence is more useful than the "no-job, job training".

-Useful but how can people be paid to learn subsistence. This may be a conflict in terms.

-CETA is already doing this.

-Very useful to regions where participants are subsistence people.

-Not interested in BOS doing it unless it was the staff in Bethel.

-Pertinent for villages.

-

II. 8. Provide Technical and Training Assistance including the following areas: 5 - Program administration and management training, 1 - Management information systems, 1 - Preparation for audit, 3 - Fiscal management systems, Other.

-Very useful, is assisting primes to improve programs.

-This may be an overlap, Federal Government provides technical and training experience for Title III prime sponsors.

-T.A. would be helpful, if one model was prepared for large primes and one for smaller prime sponsors.

-Native prime sponsors orient other new native prime sponsor directors. Could do more mutual skill sharing since they know more than outsiders, about day to day accounting, and problems faced by Prime Sponsor Directors in Alaska.

-T.A. would be very useful if administered on a one to one basis - provider would administer assistance on-site, directly related to the program which is asking for the assistance.

-T.A. particularly useful if assistance is provided to initially orient new directors, quarterly reporting system requirements, administration of programs setting up management systems to get people off on the right foot.

-Not useful - don't see the SMSC as providing T.A.

-Alaska Federation of Natives is providing T.A.

-Substitute "Arrange for" for "Provide" - doubtful if SMSC could staff this highly. It would be possible to have an interchange of staff between prime sponsor staff, fiscal operation staff-loaned to another prime sponsor on contract if SMSC could pay travel and per diem.

-Useful if sent someone who already knows the mechanics of the operation. If it was someone who came up who hadn't run program I wouldn't send people to it.

-Very useful to have an orientation in Juneau for new CETA Prime Sponsor directions. The orientation could last several days and cover reporting, grant modifications, programs, possible funding link-up with DINAP.

-Flexible in terms of usefulness - depends on content and how it is handled. Description of substance and resources should be available ahead of time. Useful to have basic technical assistance; high rate of automatic ongoing information.

-Regional OSORO training center RTC for primes for Region X then very useful for joint workshop to BOS, MOA, Title III Primes together.

.APPENDIX D

COMMENTS OF PRIME SPONSORS ON RELATIONSHIPS

WITH STATE AND FEDERAL AGENCIES AND

OTHER PRIME SPONSORS IN RESPONSE TO INTERVIEW ITEMS

I. Prime Sponsor recommendations for improvement of coordination.

We have prepared for you a list of some state and federal agencies which have programs that could be used by Prime Sponsors. We would like to know if you have used these programs in Fiscal Year 1978, and how satisfied you have been with the services -- both the service itself and the ease of working with the agency to arrange for it.

A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

1. Job Service, Dept. of Labor: Occupational testing, job openings

-Seldom used. No job service facilities in the region. Mail materials, little visibility. Would like to see at least one traveling person. One per year to all plus three month visits to Pribilof and Unalaska.

-Do not see them as being sensitive to Natives.

-Certify eligibility VI, II. Nonfinancial agreement with state office. Does not cover occupational testing because they only get funded for placements. Want reimbursement from CETA.

-Sent White people for Native positions; were not aware if they go to villages to work. They advertise CETA positions in their office to coordinate.

-Plan to use more for occupational testing. Have a cooperative agreement with Job Service. Coordinate actively on job openings - pick up information daily. Anchorage job service is effective and well run.

-1976 written agreement - referrals on people, exchange information on jobs - work with Glennallen job service office. Nine youth in Glennallen work.

-CATBY testing.

-Testing, referrals, good communication. Would like to have microfiche system to list job skills and experience.

-Receive regular listing of jobs from Anchorage - review and send them to key people - CETA liaison in writing.

-Only used for 4 positions - originally had 8 positions - BOS cut 4.

-Primarily as subcontractor for Title I, classroom training program operated by DOL recruiting - enrollment - payment of advance placement - formal arrangement for referral of PSE.

-State local offices - good rapport. Formal-nonfinancial agreement - DOL utilize data from ---, --- manpower specialists go through same training as state manpower specialists. CETA takes UI applications.

-Referrals - good working relationship. Try to provide sharing of information.

I. Prime Sponsor recommendations for improvement of coordination.

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

2. Research & Analysis Division, Dept. of Labor: Labor statistics

-Use occasionally. If more analysis of bush communities were done, then it would be useful.

-Never had a need to use for statistics; comfortable with own statistics. However, read reports sent over by R & A.

-Funded by feds, limited in statistics available beyond those core requirements for feds. No regional data which coincides. Not adequate information on youth. Not enough staff, no state funds.

-No statistics on Alaska Native. No way for Research & Analysis to collect information directly from Prime Sponsors.

-Local statistics available through recent study done by the health department.

-Not aware of reports - know the region, already seasonal jobs. Long-term people get jobs that are here.

-Statistics not applicable to reservation.

-Use local statistics on population. Unemployment/subgroup statistics - urban stats more useful. Urban labor market demand data.

-Resources too limited to be of much use. Do not have funds to find out who is unemployed. Unemployed do not get counted unless fill out UI forms. Have expertise but not budget.

-Information - not always in total agreement.

I. Prime Sponsor recommendations for improvement of coordination.

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

3. Employment Security, Dept. of Labor: Record keeping, certification

-Time delays are a problem. To be sure that no one is on both unemployment insurance and CETA. However, cannot certify from Anchorage.

-Get referrals from them, have used computer service. Have a written agreement. Computer service lacked whole villages.

-Verification of persons applying, to make sure they are eligible.

-Feel that their interviewers lack sensitivity to Natives.

-Not required by regulations to use as certification tool.

- had supplied lists of PSEs which had not been used. Held a workshop for the subregional office on unemployment insurance; workshop was very useful.

+Used system for certification.

-Job referrals back and forth. Projects - information sharing.

-It would be very helpful if representatives could come out to the Primes rather than Primes having to keep going down to a central office.

-Mailing packets of forms to postmasters; distribution not good enough.

-Information not always available; would like more up to the minute information.

I. Prime Sponsor recommendations for improvement of coordination.

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

4. BIA, Employment Assistance and other services

-Used for referrals rather than working directly with deputy director. Program is hampered by too little money.

-Prefer to go through _____, church groups, prefer not to have people go through BIA system.

-Informal coordination but do not use services - limit duplication of services.

-No office currently in Dillingham.

-Have integrated BIA under _____. Summer training can use BIA voc. ed. funds.

-Would like to use them - have not had time to develop a relationship.

-BIA refers people to us, who advise BIA of pertinent coordinating activities.

-Indirectly coordinate through the inneragency council.

-Deal with Anchorage office directly because of directors contact with that office. Work with BIA a lot. Have a proposal for KANA to manage a branch office for Kodiak area BIA.

-Talks with people interested in Voc. Ed. - is part of manpower division. Paid by BIA & CETA. _____ screens and CETA dir. makes final selection. Long term training period paid for by BIA. CETA manpower mainly short term.

-Advertise their jobs in (PS region) post signs. Work with staff member in Juneau. BIA contracts with police department and city manager.

-Limited use for referrals - primarily from BIA to MOA.

-Subcontract through BIA. Manpower does BIA report of manpower force. Title VI reduced unemployment 62.3% to 50.6%.

-Have been able to work together satisfied so far.

I. Prime Sponsor recommendations for improvement of coordination.

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

5. Adult & Continuing Education, Dept. of Education

-Prefer to use — and center for staff development for culturally acceptable programs.

-Subcontract - skill center and ABE. Cooperate on youth employment - informal coop through Job Service.

- — runs own ABE program - state ABE program teaches people to get GED - not to read. Does not recognize 56% Alaska Natives lack high school education.

-Has not been time to develop a relationship but would like to develop one.

-CETA funded ABE programs.

- — has ABE program. This program coordinates with and is partially funded by the Department of Education.

- has own education arm, also there is a JOM program where there are ABE instructors in the villages.

-Have not been using them until talent search coordinator. Talks to them, tests counselors, Vista volunteer through AFN supervised by manpower since Oct. Talked with Kotzebue extension center.

-A contract exists between Tlingit Haida and Juneau Community College to hire an individual to teach ABE in Metlakatla.

-Title I - pay for CETA people to go to ABE program at community college.

-Not right now but a needs assessment is being done in the villages by a staff person for the nonprofit to determine if village people are interested.

-Have been satisfied but not real satisfied now. ACE subcontract that ABE instructors were to upgrade training. ACE overspent and has not paid bill.

-ABE program is run through KCC, establishing a good communication system.

I. Prime Sponsor recommendations for improvement of coordination.

We have prepared for you a list of some state and federal agencies which have programs that could be used by Prime Sponsors. We would like to know if you have used these programs in Fiscal Year 1978, and how satisfied you have been with the services -- both the service itself and the ease of working with the agency to arrange for it.

A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

6. AFDC-WIN, DHSS

- Used for referrals, try to get people off of AFDC.
- Good program, not used enough. Not visible enough - many are eligible Native head of household.
- Job Service - DHSS referral, certification to avoid CETA being in a position to coordinate referrals.
- Check for participants on DHSS programs to see what impact CETA involvement will have on their program. Participation or eligibility with DHSS.
- Channel persons directly through social services at CINA.
- Have social services within corporation.
- Very limited WIN program in Fairbanks - not very active.
- WIN people are priority, only on intake form is noted.
- Used local DHSS office - refers people to CETA.
- Pay allowances for WIN persons going to ABE - formal agreement.
- Persons eligible for AFDC were automatically referred to BIA.

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7. Veterans Administration

-Not a lot of region people who are veterans.

-Only used once.

-State level - vets receive OJT through education - coordination on informal agreement. Head of state VA to act as ad hoc member of Governors Manpower Planning Commission.

-Little or no contact. Most Alaska Natives are not veterans or do not go in for veteran benefits except perhaps housing. Already receiving benefits under BIA.

-There has been confusion as to whether there is a VA person in Fairbanks.

-An intake form asks if persons are veterans; veterans are a priority.

-Have not used much; primarily work through the employment service. However, there is a new person from VA on the Anchorage Advisory Council.

-Would like to look into potential coordination; however, at this time not using. Veterans are not the highest priority within the target populations.

-Work through Employment Security vets rep above national standards for vets enrolled in program. Subcontract to VFW service offices to provide clerical support.

-There is a VFW in Bethel but no VA office.

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8. Economic Development Administration, Department of Commerce

-This program is run out of the resources dept. - internal coordination.

-Some joint contracts with Ruralcap, weatherization, subsistence gardens.

-Coordinate on bottom fishing training.

-There is an EDA planning office in BBNA which has EDA grant for office and planning.

-~~was~~ involved but not manpower division so relationship was not direct.

-Did not use directly.

-EDA monies come to somewhere else in the association.

-~~was~~ corporation has a contact with EDA, not the manpower division.

-EDA to corp. working with village building construction; CETA helps with construction labor.

-Four grants through EDA (not through CETA); one grant for social service complex, another for cannery ice house.

-Provided EDA with 100% survey of fisherman and cannery earnings for 1975. They used it to get monies.

-Money went to nonprofit corporation; then CETA provided labor. Local works projects were in 18 villages (buildings in 14 villages allocated 4.5 million).

I. Prime Sponsor recommendations for improvement of coordination.

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9. Local community-based organizations pertinent to this region (e.g., Fairbanks Native Association)

-Village councils, village nonprofits, business manager, _____.

-As subgrantees and on SMSC and Governors Manpower Planning Commission.

-Community schools is developing, also use U of A extension center. They coordinate with CETA for coordination of funding, training efforts where CETA putting people and dollars.

-Depends on the organization. Use AFN, other Title IIIs, do not generally speaking have a close working relationship with others.

-_____ is covering areas where local organizations would; church is their only other nonprofit.

-Teen Center, IRAs in each village.

-Schools, JOM, community ed., Fire Department, Police Department, Social Services all work with planning committee to determine where PSE slots needed.

-Village corporations, nonprofits and profits, mountain marathon association in Seward.

-Local community council of _____, ANB-ANS, IRA, local municipal gov's. Each organization identifies community needs situation at ad hoc once per year. Set priority at local meeting; list all needs and prioritize.

-KCC, Child Care Center-Bethel Social Services, AVCP-association of village council presidents, hospital, city of Bethel, REAA-school district, YKHC-Hukon Kuskokwim, city councils, IRA (Indian Reorganization 1936), Ruralcap, Nunam Kitlutsisti (Protector of the land), for instruction in fisheries and environmental subsistence.

I. Prime Sponsor recommendations for improvement of coordination.

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

10. Agencies which provide support services

a. Social Services Program.- BIA

-Not very much - lack of understanding.

-Get people into school - higher ed. program.

-No formal agreement but Natives eligible.

-Work through Social Services Division of Cook Inlet.

-Provides support services to others. In addition, it provides client referrals.

-Individuals - not formal agreement.

-Used if clients go to — and do not qualify for serv. Staff goes with client.

-Work closely with BIA (from administrative point of view).

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

10. Agencies which provide support services

b. Day Care Assistance - CRA

- assists them; Title VI develops staff resources for centers.

-Operated as companion program under Human Services.

-Operated own day care center - trained staff.

-Staff day care center - with CETA.

- ~~she~~ determines eligibility for staff.

-Day Care Center housed in church, unsure of its relation to CRA.

-No day care assistance in area - hoping to get into day care through CETA.

-No formal agreement.

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

10. Agencies which provide support services

c. Legal Assistance - Alaska Legal Services

- Referrals - level of satisfaction low but varies case by case.
- Alaska Natives are not a high priority - used AFN paralegals, were more effective.
- Subgrantee and participant positions.
- Referred people - change of local ALS staff administration-good rapport. Find CETA jobs for persons seeking legal assistance who are eligible. Cross referral.
- Found them to be overbooked, not funded enough to be responsive on a timely basis.
- Two CETA workers, information passed, training classroom for city administrators.
- No formal arrangement -counselors may refer people.
- Person who did case groundwork left, continuity broken, have to repeat process.
- Good administrative relationship - place Public Service Employees.

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A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

10. Agencies which provide support services

d. Food Stamps - DHSS

- Would like better information to old people who are eligible.
- On individual basis.
- Worked with (staff person).
- Reluctant to send persons to food stamps.
- Did not do information and referral because local people already knew about program.
- Nonfinancial agreement with Job Service - DHSS as part of certificate.
- Should be made easier to get in villages.

I. Prime Sponsor recommendations for improvement of coordination.

We have prepared for you a list of some state and federal agencies which have programs that could be used by Prime Sponsors. We would like to know if you have used these programs in Fiscal Year 1978, and how satisfied you have been with the services -- both the service itself and the ease of working with the agency to arrange for it.

A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

10. Agencies which provide support services

e. Health Services - including ANMC, Mental Health & Family Planning DHSS
Which services?

-For referrals. Blue Cross - in house health.

-Mental Health - use this service frequently. Open Door, Community Clinic, Old hospital.

-No formal agreement. See at local level.

-Refer people to social worker, psychiatrist at Health Corporation and hospital. Happens through health aide, corporation or hospital.

-Full time.

-Tanana Chiefs has this contract. In some areas the community has its own mental health program.

-Used indirectly through the health department.

-CETA pays for emergency nurse at Public Health. Health Services Planning Project through Public Health. Food Services Reimbursement - from Dept. of Education reimbursed for food used in Day Care Center.

-Municipal Health Department.

-Refer people to health arm of NPR, for services, client advocacy. ANMC is used by clients however there is concern over quality of service even though clients keep using services. Concern that Natives automatically sent to ANMC.

I. Prime Sponsor recommendations for improvement of coordination.

We have prepared for you a list of some state and federal agencies which have programs that could be used by Prime Sponsors. We would like to know if you have used these programs in Fiscal Year 1978, and how satisfied you have been with the services -- both the service itself and the ease of working with the agency to arrange for it.

A. Coordination with federal, state and local agencies. (Was the coordination formal or informal? At what levels did you coordinate with the agencies?)

11. Other agencies not listed

-CINA provides day care employment assistance. U of A - (ISER staff person) Indian Ed. for people with children. ANF - training manual, information, workshops for secretaries.

-Community schools,

-Local Social Service agencies.

-State Social Services - Child support used.

-Act as referral for Ahtna Lodge, survey for Meridian Corp. Showing all Ahtna stockholders how lived in region - who were employed - where-union/non-union (done through PSEs).

-AFN - Talent Search - CETA office contracts with them to do education counseling with youth under YETP youth program.

-Informal to State Division of Personnel - classification of CETA in state gov. subcontracts to employ with all division, DPDP (legislative input), TAT project, organized labor to insure training not in conflict.

-Awake Shelter, Shelter for Battered Women, calls AFN with names of Alaska Natives who need jobs. Women's Resource Center.

-AFN-CETA, CINA. University - program extension courses - Sand Point/Unalaska. Use U of A staff on contract for summer.