

AN ANALYSIS OF THE PERCEPTIONS OF STATE
AND LOCAL POLICYMAKERS OF COMMUNITY
COLLEGE PARTICIPATION IN JOB
TRAINING PARTNERSHIP
ACT PROGRAMS

By

HERBERT JAMES SWENDER

Bachelor of Science
Pittsburg State University
Pittsburg, Kansas
1982

Master of Science
Pittsburg State University
Pittsburg, Kansas
1983

Specialist in Education
Pittsburg State University
Pittsburg, Kansas
1986

Submitted to the Faculty of the
Graduate College of the
Oklahoma State University
in partial fulfillment of
the requirements for
the degree of
DOCTOR OF EDUCATION
December, 1991

Thesis
1991D
5974a

AN ANALYSIS OF THE PERCEPTIONS OF STATE
AND LOCAL POLICYMAKERS OF COMMUNITY
COLLEGE PARTICIPATION IN JOB
TRAINING PARTNERSHIP
ACT PROGRAMS

Thesis Approved:

Stephan G. Katsinas

Thesis Adviser

John E. Gardner

David S. Murphy

Kenneth H. Clair

Thomas C. Collins

Dean of the Graduate College

C O P Y R I G H T

by

Herbert James Swender

December, 1991

THIS STUDY IS DEDICATED TO MY WIFE DIANA
AND SON H.J. WITHOUT THE SACRIFICES
THEY MADE THIS PROJECT WOULD NOT
HAVE BEEN POSSIBLE.

ACKNOWLEDGMENTS

First, I wish to express my sincere thanks to my dissertation advisor, Dr. Stephen G. Katsinas. His knowledge of community colleges, federal government and his personal interest toward my success on this study is greatly appreciated and shall always be remembered. I also wish to thank my other committee members, Dr. John J. Gardiner, Dr. Kenneth St.Clair and Dr. David S. Murphy.

I am honored to have had Dr. Kenneth St. Clair sit on my dissertation committee. His generosity of time during retirement to help me complete my doctoral studies is greatly appreciated. His knowledge and guidance helped me as well as my mother (1988) and sister (1985) on their doctoral studies from Oklahoma State University.

A special thank you to Dr. David S. Murphy for his expert guidance on statistics and writing. His support and encouragement shall be remembered and deeply appreciated. A student could not ask for a more dedicated committee member who was always readily available for questions and advice.

Thank you to Dr. John J. Gardiner for allowing me the opportunity to complete my research while making his transition into a new position in Washington state.

Thank you to Dr. William D. Warde, OSU statistics department, for his suggestions and advice for this project.

A special thank you to my mother-in-law, Donna Willis and father-in-law, Melvin Willis for making my absence from home less worrisome. Thanks to my brother Patrick for his support both as a brother and best friend. Finally, I wish to express a special thanks to the "A" team, my mother, Dr. Lesta Swender and father, Herbert J. Swender, Ed.S. and sisters, Debra Mikulka, Ed.S. and Dr. Diane Watkins. Without their dedication, expertise and unselfish giving of time, this study would have been most difficult.

TABLE OF CONTENTS

Chapter	Page
I. INTRODUCTION	1
Statement of the Problem	4
National Perspective	8
State Perspective	8
Local Perspective	9
Significance of the Study	10
Definition of Terms	12
Scope of the Study	20
II. REVIEW OF THE LITERATURE	22
Historical Development of JTPA	22
The Job Training Partnership Act	34
How JTPA Works	39
State Job Training Coordinating Councils	47
The Role of Community College Involvement in JTPA	51
III. ANALYSIS OF THE DATA	62
Analysis of State Plans	62
Survey Instrument	65
Survey Pre-Test	66
Sampling Selection	67
Procedures for Surveying	68
Response Rate	72
Comparative and Descriptive Statistics	74
Statistical Procedure	75
The Role of JTPA in Building a Competitive Workforce	76
Perceptions of Community College Involvement in JTPA Policy Development	83
Related Human Resource Development Issues	86
Professional Development Opportunities for Employment and Training Staff	88
Sources of Information on JTPA Policy and Selected Issues: Governors' JTPA Liaisons	93

Chapter	Page
IV. FINDINGS, CONCLUSION AND RECOMMENDATIONS . . .	100
Findings	101
State Perspective	105
Local Perspective	106
Review of State Plans	107
Conclusions	108
Recommendations	110
Further Study	112
A SELECTED BIBLIOGRAPHY	115
APPENDIX A - LIST OF ABBREVIATIONS	128
APPENDIX B - PRE-TEST EVALUATORS	130
APPENDIX C - LETTERS AND CORRESPONDENCE	132
APPENDIX D - KEY INDIVIDUAL CONTACTED DURING THE STUDY	142
APPENDIX E - RESEARCH INSTRUMENT	144

LISTS OF TABLES

Table	Page
I. Job Training Partnership Act Fiscal Year 1991	36
II. Listing of PICs for Only the Fifty States . . .	42
III. States Requiring Legislative Review of State JTPA Plans	46
IV. Characteristics of a Typical State Job Training Coordinating Council	50
V. Reviewed JTPA State Plans	63
VI. PIC Listing by State Showing Population and Average PIC Size and Sample Selection	68
VII. General Demographics Information	74
VIII. The Role of JTPA in Building a Competitive Workforce: Perceptions of Governors' JTPA Liaisons, State Job Training Coordinating Council Chairpersons, and Sample of Private Industry Council Chairpersons	79
IX. Appropriate Agencies For the Collection, Maintenance and Reporting of Data Regarding Effectiveness of JTPA Programs	82
X. Governors' JTPA Liaisons Perceptions of Community College Involvement in JTPA Policy Development	84
XI. Linkages To Educational Institutions and Other Selected Human Resource Development Programs .	87
XII. Professional Development Opportunities For Employment and Training Staff	89
XIII. Professional Educational Staff Development Degree Programs In Employment/Training	91
XIV. Preferred Method For Delivery of Professional Staff Development Programs	92

XV.	On-Going Professional Staff Development Programs	93
XVI.	Organizations Governors' JTPA Liaisons Rely On For Guidance Regarding JTPA Policy and Issues	95
XVII.	Primary, On-Going Sources Of Information On JTPA Of Governors' JTPA Liaisons, In Rank Order (1-7)	96
XVIII.	Governors' Liaisons Perceptions of JTPA-Mandated "8 Percent" Funding For State Coordination Of Educational Services: Frequency of Reply . .	98
XIX.	Perceptions of Governors' JTPA Liaisons Of Community College Delivery of JTPA Services .	99

LIST OF FIGURES

I. Response Rate to Surveys 73

CHAPTER I

INTRODUCTION

During the last two decades, community colleges in the United States have provided opportunities to hundreds of thousands of persons who would not have pursued advanced education (Cohen, 1989, p. 30). These institutions have also provided quality employment training programs while developing a broad base of flexible, client-centered vocational training opportunities (Yglesias, 1987, p. 3). Despite having the mechanisms in place to comprehensively support the training and education in federally funded welfare-to-work programs such as the Job Training Partnership Act (JTPA), community colleges have often been overlooked in the employment training and development partnership (Yglesias, 1987, p. 3).

Public policy makers recognized the need to better prepare the nation's workforce to compete in a world economy. Four major pieces of legislation in the 1980's created sweeping changes in federal welfare-to-work type programs:

- (1) the Job Training Partnership Act (JTPA) of 1982,
- (2) the Family Support Act of 1988,

- (3) the Job Opportunities and Basic Skills (JOBS) program, and
- (4) the Carl D. Perkins Vocational and Applied Technology Education Act.

These programs provided vehicles through which billions of dollars in federal flow-through funds are channeled. These programs did not fully utilize existing agencies and programs such as community colleges, thereby resulting in an apparent fragmentation of service delivery.

The evolving importance of providing services at the nation's community, junior and technical colleges to unemployed and underemployed individuals was highlighted by the creation in 1989 of NETWORK, "America's Two-Year College Employment, Training and Literacy Consortium." NETWORK is a consortium of 400 community colleges based at Cuyahoga Community College in Cleveland, Ohio. NETWORK's organizational objective is to expand community college participation in employment, training and adult literacy programs across the nation.

In 1990, NETWORK released the survey results of the 1,126 community, junior and technical colleges who were members of the American Association of Community and Junior Colleges (AACJC) regarding institutional involvement in employment, training and literacy (NETWORK, 1990). According to the 384 (28 percent) institutions which responded:

- * 274 institutions (71 percent) operated Job Training Partnership Act (JTPA) programs funded through their local Private Industry Councils (PICs)

- * 112 institutions (29 percent) operated programs through their State Job Training Coordinating Councils (SJTCCs)
- * 154 institutions (40 percent) offered programs under the new Title III Dislocated Worker Program (created by the so called "plant closing" amendments to the Omnibus Trade and Competitiveness Act of 1988, signed into law by President Ronald Reagan in October of that year, P.L. 97-300.
- * 34 institutions (9 percent) offered special categorical grant programs which were funded directly by the United States Department of Labor Employment and Training Administration, which administers JTPA at the federal level;
- * 56 institutions (15 percent) offered programs funded through the Job Opportunities and Basic Skills (JOBS) program, which were granted by a state or local level human services agency; and
- * 149 institutions (39 percent) offered employment, training and literacy programs sponsored and paid for by the private sector. These programs included occupational classroom training, basic education and remedial services, on-the-job training, pre-employment skills training, direct placement services, GED preparation programming, and other services (primarily additional programs for special populations and vocational educational services)

The NETWORK survey concluded that:

during 1989 federal fiscal year, public and private sector employment, training, and literacy activities at the two year college level ranged between \$84,300,098 and \$203,399,582 based upon actual survey results [of the 384 responding institutions], or the extrapolated figures [for all 1,367 two year institutions] which placed the contract amounts between \$247,050,287 and \$596,098,774. . . (NETWORK Survey, page 7).

The nations' 1,367 two-year community, junior and technical colleges are playing a major role in delivering employment, training and adult literacy services to the unemployed and underemployed. Of the 384 two-year colleges that responded to the NETWORK Survey, 274 provided Job

Training Partnership Act (JTPA) funded employment and training programs. The NETWORK Survey estimated that during fiscal year 1989 two-year colleges received between \$47,425,000 and \$114,999,721 in funds under JTPA, and served a total of 118,100 individuals (an average of 431 participants for each of the 274 responding institutions). Thus the average cost per participant served was between \$401.53 and \$973.67, an amount which was far below the national average for JTPA programs during that same time period. NETWORK used its survey results of the 384 responding institutions to project the level of involvement of the 1,126 two-year colleges that were members of the American Association of Community and Junior Colleges (AACJC) in JTPA programs. The NETWORK Survey projected that community colleges served approximately 346,000 participants and that the total JTPA funding ranged from \$139,000,000 to \$337,099,182 (NETWORK Survey, 1989).

Statement of the Problem

The NETWORK Survey revealed that community colleges provided between \$84,300,098 and \$203,399,582 in JTPA-funded employment and training programs nationwide (NETWORK Survey, 1990). However, the generally accepted view from community college employment and training professionals interviewed prior to undertaking this study was that the state and federal officials and lay boards involved in setting policy, promulgating procedures and disbursing JTPA funds were not

that knowledgeable about community colleges. Many NETWORK members felt that program administrators at the state level, a large number of whom had been involved with employment and training programs since the Manpower Development Act of 1963, tended to favor community-based organizations as opposed to community colleges for the expenditure of JTPA funded programs.

A rationale for this favoritism was that America's system of community, junior and technical colleges was not fully in place in the mid-1960s, when the federal role in employment and training programs saw significant expansion. Thus, policymakers turned to a set of institutions or community-based organizations (CBOs), already in place. These CBOs already served large numbers of disadvantaged people who had been shut out of the mainstream of society due to racial segregation. While JTPA law requires representation by educational institutions on State Job Training Coordinating Councils (SJTCs) and local Private Industry Council (PIC) boards, it did not specifically require representation by community colleges. The NETWORK Survey found that 220 (57 percent) of the responding institutions indicated that at least one employee of their college served on local Private Industry Council, while 25 (6 percent) indicated that at least one employee of the college sat on the SJTCs (NETWORK Survey, 1990).

Additionally, key individuals involved with the NETWORK consortium interviewed for this study believed that the

private sector PIC and SJTCC board members have very limited knowledge about the actual training needs of the "hard-core" unemployed. It may not be reasonable to expect local businesspersons to have this knowledge prior to appointment because of their limited knowledge and orientation to JTPA program rules and regulations. These same NETWORK professionals believed that SJTCC and PIC board members' limited knowledge of community colleges was further compounded by their limited understanding of how community colleges operate and function, low awareness of community college mission and limited awareness of the community college's capacity to deliver employment, training and adult literacy services.

After reviewing the results of the NETWORK Survey and talking with key individuals involved with JTPA employment and training programs, the need for this study became apparent. This study assessed policymakers' perceptions of community college participation in JTPA training programs through three separate yet interconnected lines of analysis. First, a review of literature on federally financed employment and training programs focused on studies since 1982, the year in which the Job Training Partnership Act was created. This included a review of applicable sections of the JTPA law, regulations, federally constituted commissions, councils and advisory groups providing oversight for JTPA-sponsored employment and training programs and other appropriate private and public sector

documents. Second, a representative sample of the State Job Training Plans was obtained and analyzed to see what significance was attached to the role of community colleges. The JTPA law requires that SJTCCs approve and transmit these training plans to the Employment and Training administration within the United States Department of Labor in Washington, D.C.

Third, the perceptions of community college participation in Job Training Partnership Act programs was taken from a representative sample of individuals who serve as: (a) designated Governor's Liaisons for JTPA; (b) the chairpersons of the State Job Training Coordinating Councils from each state; and, (c) the chairpersons of a representative sample from the fifty state's 606 Private Industry Councils (JTPA Directory, 1990). The surveys for each of the three groups covered the following four topic areas:

- (1) the role of JTPA in building a competitive workforce,
- (2) perceptions of community college involvement in JTPA policy development,
- (3) related human resource development issues, and
- (4) perceptions of community college delivery of JTPA services.

The survey for the Governor's JTPA Liaisons also assessed the source(s) of information upon which they rely for information on JTPA and related employment, training, and adult literacy issues.

The following research questions addressed the problem from a national, state, and local perspective:

National Perspective

1. Does federal law, existing United States Department of Labor program regulations, and reports from various federally constituted commissions, councils and advisory groups suggest, promote, direct, or otherwise speak to involvement by community colleges in JTPA?

2. Do studies on program effectiveness completed by the organizations of elected officials, specifically including the National Governors Association and the National Conference of State Legislatures, suggest, direct, or otherwise speak to community college involvement in JTPA?

3. What is the perception of Governors' JTPA Liaisons regarding the following issues: (a) the role of JTPA in building a competitive workforce; (b) community college involvement in JTPA policy development; (c) related human resource development issues; (d) community college delivery of JTPA services; and (d) the source(s) of information relied upon for information on JTPA and related human resource issues?

State Perspective

1. What is the perception of State Job Training Coordinating Councils Chairpersons regarding the following

issues related to community college involvement in JTPA funded programs:

- (a) the role of JTPA in building a competitive workforce,
- (b) community college involvement in JTPA policy development,
- (c) related human resource development issues, and
- (d) community college delivery of JTPA services?

Local Perspective

1. What is the perception of a local Private Industry Council Chairpersons regarding the following issues related to community college involvement in JTPA funded programs:

- (1) the role of JTPA in building a competitive workforce,
- (2) community college involvement in JTPA policy development,
- (3) related human resource development issues, and
- (4) community college delivery of JTPA services?

Significance of the Study

Several specific reasons exist as rationale for conducting this study. First, due to the apparent void of data mentioned in the statement of the problem, this study should contribute to current knowledge base.

Second, there exists a strong probability that the Job Training Partnership Act will be significantly amended in 1992. The analysis of this research could have a significant effect upon the perceptions of federal policymakers regarding the roles that community colleges should play in the new JTPA. The apparent secondary role assigned to community colleges under current JTPA law is evidenced in the "Definitions" section of the Act. While the term "institutions of higher education" was mentioned in the JTPA law, the term "community colleges" was not. The definition of "Community-Based Organizations" specifically enumerates 22 organizations and types of organizations such as: Opportunities Industrial Centers, National Council of La Raza, the National Urban League and the United Ways of America, but does not mention community colleges.

Third, no reviewed studies evaluated the various states' Governors' JTPA Liaisons perceptions of JTPA's role for the following topic areas: building a competitive workforce; community college involvement; Job Training Partnership Act policy development; related human resource development issues; various sources of acquiring information; and professional development opportunities for

employment and training staff were identified in the literature review.

Fourth, no studies reviewed evaluated the various states' State Job Training Coordinating Council Chairperson's perceptions of JTPA's role for the following topic areas: building a competitive workforce; community college involvement in Job Training Partnership Act policy development; JTPA-related human resource development issues; community college delivery of JTPA services; and staff development programs for employment and training professional staff were identified.

Fifth, no studies reviewed evaluated the perceptions of the fifty states' 606 JTPA's Private Industry Council Chairpersons' perceptions of JTPA's role for the following topic areas: building a competitive workforce; community college involvement in Job Training Partnership Act policy development; JTPA-related human resource development issues; community college delivery of JTPA services; and staff development programs for employment and training professional staff.

Sixth, this study will be beneficial to the community colleges currently involved with Job Training Partnership Act programs. Mr. Frank Mensel, Executive Director of Federal Relations for the American Association of Community and Junior Colleges and the Association of Community College Trustees, noted that this study could provide additional information regarding community college participation on

SJTCCs. In addition, the congressional committee staff involved with amending JTPA would find this study interesting and valuable.

Seventh, this study may be of assistance to the federal and state officials who regulate programs and who are interested in promoting an effective expenditure of federal funds for JTPA sponsored employment and training programs.

The succeeding chapters will: (a) review the literature relative to JTPA programs, (b) analyze community college participation in JTPA by examining state JTPA plans, (c) describe the instrument utilized to assess perceptions of current JTPA policymakers, (d) report the survey results and findings and (e) discuss the findings, conclusions and recommendation.

Definition of Terms

Job Training Partnership Act (JTPA):--The Job Training Partnership Act is a federally funded employment and training program that is awarded to each Governor for formula and/or discretionary allocation to local Service Delivery Areas (SDAs), as designated by local demographics, population and unemployment statistics. This federal program is designed to help youth and unskilled adults gain entry into the labor force and to afford training to economically disadvantaged individuals and others facing serious barriers to employment (P.L. 97-300, 96 Stat. 1322). Under JTPA, the following key Titles are defined:

JTPA Title I:--Job Training Partnership describes the coordination which takes place between the state governments and the business community, which combine to produce a "partnership" between those who administer JTPA and those who know about private sector job requirements.

Part A:--Provides for definitions of Service Delivery Areas, Private Industry Councils, training plans, performance standards and limitation on certain costs.

Part B:--Additional State Responsibilities; i.e., governor's coordination and special services plan, State Job Training Coordinating Councils, state education coordination and grants, training programs for older individuals, labor market information, state legislature authority and interstate agreements.

Part C:--Program Requirements for Service Delivery Areas; i.e., general program requirements, benefits, labor standards, grievance procedure and prohibition against federal control of education.

Part D:--Federal and fiscal administrative provisions; i.e., program year, allocation of funds, monitoring, fiscal controls, sanctions, nondiscrimination, judicial review, administrative provisions, utilization of services and facilities, obligational authority and construction.

Part E:--Miscellaneous provisions; i.e., transition, criminal provisions, reference and repealers.

JTPA Title II:--Training Services for the Disadvantaged.

Part A:--Provides for training services for the disadvantaged via block grants to states to support local training and employment training programs. The states are responsible for further allocation of funds to the Service Delivery Areas (SDAs) in their respective states and for overseeing the planning, implementation and operation of local JTPA sponsored programs.

Part B:--Summer Youth Employment Program, provides economically disadvantaged youth with employment and training services during the summer months. Services included are: basic and remedial education, institutional and on-the-job training (OJT), work experience programs and supportive employment services.

JTPA Title III:--Employment and Training for Dislocated Workers.

Part A:--State delivery of services; i.e., state plan, substate grantees, substate plan, use of funds and services to be provided, limitations on uses of funds, retraining services availability and functions of State Job Training Coordinating Councils.

Part B:--Federal Responsibility; i.e., federal administration, federal delivery of dislocated worker services, allowable activities and demonstration programs.

JTPA Title IV:--Federally Administered Programs

Part A:--Employment and Training Programs for Native Americans and Migrant and Seasonal Farm Workers.

Part B:--Job Corps; including statement of purpose, establishment of Job Corps, standards, eligibility, selection, enrollment, activities, conduct, counseling, advisory boards, state participation, special provisions, donations and general provisions relating to the Job Corps.

JTPA Title V:--Jobs for Employable Dependent Individuals Incentive Bonus Programs, i.e., statement of purpose, definitions, eligibility for incentive bonuses, payments, use of incentive bonus funds, start-up costs, evaluation and performance standards.

JTPA Title VI:--Amended the Wagner-Peyser Act of 1933, the first federal-state Employment Service Program, to provide Job Service Programs, which provide retraining services. These include classroom, occupational skills and/or on-the-job type training. Retraining also includes basic and remedial education, entrepreneurial training and instruction in literacy or English-as-a-Second-Language (ESL) which may also be provided.

State Job Training Coordinating Councils (SJTCCs):-- These are councils formed by governors to provide recommendations on the training components of the Act and to play a critical role in planning employment services authorized by the Wagner-Peyser Act.

Private Industry Councils (PICs):--Appointed by local elected officials to plan job training and employment programs at the Service Delivery Area level, PICs serve as key mechanisms for bringing representatives from various

segments of the private sector to provide oversight and direction for job training programs. Under JTPA, a majority of a PIC's membership must be from the private sector, and a minority can come from educational agencies (including community colleges), organized labor, rehabilitation agencies, community based organizations, economic development agencies and public employment services. The PIC chairperson must also be a business representative. The PIC board will determine the number of members that are on the council (P.L. 97-300 96 Stat.1322).

Wagner-Peyser Act:--Passed at the end of the first 100 days of the Roosevelt Administration on June 6, 1933, this act created the first national public employment system financed by the federal government. The system was administered by a new cabinet agency, the United States Department of Labor, headed by Francis Perkins, and a bureau known as the United States Employment Service, which eventually evolved into the Employment and Training Administration (Wagner Peryser Act of 1933 and the Manpower Development and Training Act of 1962. 76 Stat. 23. P.L. 87-415).

Economic Dislocation and Worker Adjustment Assistance Act (EDWAA):--Passed as part of the Omnibus Trade and Competitiveness Act of 1988 EDWAA replaced the Title III of the Job Training Partnership Act. It is a comprehensive approach to assisting dislocated workers and also provides for Worker Adjustment and Retraining Notification Act (WARN)

and the Trade Adjustment Assistance (TAA) program. These provisions under EDWAA created a comprehensive, array of options geared toward retraining and reemployment services which are tailored to workers' individual needs, and include long-term job preparation. It also required large plant owners to notify workers 60 days prior to closing and thus is commonly referred to as the "plant closing" bill.

Comprehensive Employment and Training Act (CETA):--This act, passed in 1973 and reauthorized in 1978, provided public sector jobs for the hard core unemployed. The CETA program was later replaced by JTPA.

Labor Market Area:--defined in the JTPA legislation as an economically integrated geographic area within which individuals can reside and find employment within a reasonable distance or can readily change employment without changing their place of residence. Such areas shall be identified in accordance with criteria used by the Bureau of Labor Statistics of the Department of Labor in defining such areas or similar criteria established by a Governor (P.L. 97-300, Title I, Section 4, Subsection 13).

Service Delivery Area (SDAs):--Defined in the JTPA legislation as the organization designated by the governors to receive federal job training funds. Among the areas that would be automatically eligible to be SDAs are units with populations of 200,000 or more in size.

10% Window:--Up to 10 percent of all of the participants in youth as well as adult programs under Title II, Part A, may be participants regardless of income, if they have encountered economic or employment barriers (e.g., limited English-language deficiency, displaced home-maker,

school dropout, teenage parents, handicapped, older worker, veteran, offenders, alcoholics or drug addicts).

Substantial Unemployment:--defined as any area of sufficient size and scope to sustain a program under JTPA, Title II, Part A. Areas of substantial unemployment must have an average rate of unemployment of at least 6.5 percent for the most recent twelve months as determined by the Secretary (P.L. 97-300, Section 4, Subsection 3).

Community-Based Organizations (CBOs):--According to JTPA law, CBOs are defined to be: private nonprofit organizations which are representative of communities or significant segments of communities and which provide job training services (for example, Opportunities Industrialization Centers, the National Urban League, SER-Jobs for Progress, United Way of America, Mainstream, the National Puerto Rican Forum, the National Council of La Raza, 70,001, Jobs for Youth, organizations operating career intern programs, neighborhood groups and organizations, community action agencies, community development corporations, vocational rehabilitation organizations, rehabilitation facilities (as defined in Section 7 [10] of the Rehabilitation Act of 1973), agencies serving youth, agencies serving the handicapped including disabled veterans, agencies serving displaced homemakers, union-related organizations, employer-related nonprofit organizations and organizations serving nonreservation Indians (including the National Urban Indian Council), as

well as tribal governments and Native Alaskan groups (P.L. 97-300, Section 4, Subsection 5).

Unemployed individuals:--Means individuals who are without jobs and who want and are available for work, according to the standards promulgated by the Bureau of Labor Statistics (P.L. 97-300, Section 4, Subsection 25).

Community College:--Encompasses the 1,367 institutions known as community, junior and technical colleges, which deliver educational programs that typically terminate with the two year associate's degree (Carnegie, 1987 Edition).

Academic Credit:--credit for education, training or work experience applicable toward a secondary school diploma, a postsecondary degree or an accredited certificate of completion, consistent with applicable state law and regulations and the requirements of an accredited educational agency or institution in a state under JTPA (P.L. 97-300, Section 4, Subsection 1).

Administrative Entity:--the entity designated to administer a job training plan under JTPA (P.L. 97-300, Section 4, Subsection 2).

NETWORK:--"America's Two-Year College Employment, Training and Literacy Consortium," founded in December, 1988, based in Cleveland, Ohio, at Cuyahoga Community College. Robert J. Vidos serves as President.

Employment and Training Administration (ETA):--The ETA is the federal agency within the United States Department of Labor responsible for oversight of JTPA.

Scope of the Study

The attitudes and views reported in this study convey only the attitudes and opinions of current Job Training Partnership Act policymakers. This study does not synthesize or evaluate the attitudes and perceptions of past Governors' JTPA Liaisons, past State Job Training Coordinating Council chairpersons, or past Private Industry Council chairpersons. The analysis in this study is limited to existing data provided by states in the state JTPA plans approved by the SJTCCs that were sent to the researcher and to data obtained from publicly controlled governmental entities, organizations of publicly-elected officials, and key private sector representatives identified by NETWORK officials.

This study focuses primarily on the perceptions of a representative sample of Governors' JTPA Liaisons, State Job Training Coordinating Council chairpersons and a representative sample of Private Industry Council chairpersons on issues dealing with:

- (1) the role of JTPA in building a competitive workforce,
- (2) community college involvement in JTPA policy development,
- (3) related human resource development issues,
- (4) community college delivery of JTPA services,
- (5) the source(s) of information relied upon for information on JTPA and related human resource issues, and

(6) Governors' JTPA Liaisons professional development issues.

This research is limited to only Governors' JTPA Liaisons, State Job Training Coordinating Council chairpersons and Private Industry Council Chairpersons (PICs). Surveys of perceptions of Members of Congress and key officials within the United States Department of Labor were deemed to be inappropriate due to the fact that this program is administered at the state and local levels. To date, no studies or literature have been published relative to these specific issues.

CHAPTER II

REVIEW OF THE LITERATURE

The purpose of this chapter is to review the literature relevant to community college participation in Job Training Partnership Act (JTPA), as well as issues and concerns related to the role of JTPA in building a competitive workforce, perceptions of community college involvement in JTPA policy development, related human resource development issues, perceptions of community college delivery of JTPA services, and source(s) of information relied upon for information on JTPA and related human resource issues.

Historical Development of JTPA

The community college movement saw significant growth during the past two decades when enrollments grew from 2.3 to well over 5 million (Cohen and Brawer, 1989, p. 33) and significant federal government involvement in employment and training programs became common. The initial federal efforts came in the 1930s with the passage of the Wagner-Peyser Act, which created the federal system of worker's compensation and the creation of the "alphabet soup"

programs of Franklin Roosevelt's New Deal. The depression-fighting alphabet soup programs included the National Recovery Act (NRA), the Work Projects Administration (WPA), the Tennessee Valley Authority, the Civilian Conservation Corps (CCC) and the National Youth Administration (NYA).

The National Labor Relations Act and the Wagner-Peyser Act changed the relationship between management and labor. The federal government assumed a role as an impartial umpire, setting the ground rules for collective bargaining (Burns, 1956). Many of these programs would later be reduced in scope, eliminated, turned over to the states or otherwise changed following the end of the Great Depression and the two decades of sustained economic expansion which followed the Second World War.

The "Fair Deal" of the Truman Administration included passage of the Employment Act of 1946, which established the goal of maximum employment (Schlesinger, 1949). The Act required the president to report each year to Congress on steps taken to bring the country towards full employment. This intensified a debate that has continued among economists since that time, namely defining full employment. According to Levitan and Taggart,

Until the 1960s, the federal government provided little assistance other than to cushion periods of unemployment...The Great Society's goal was full employment, and between 1964 and 1969, unemployment averaged only 4.1 percent. In addition to stimulative monetary and fiscal action (and of course the stimulus of wartime spending) a wide range of structural measures was implemented to improve the workings of the economic system. These included aid to depressed areas, increased

minimum wages, and most innovatively, a variety of manpower programs to provide vocational training, remedial education, work experience, counseling, placement, and other services for those failing in or being failed by the labor market (1976, p. 134)

Thus, the decade of the 1960s saw a swing towards the increased use of federal government programs as tools to reduce poverty, promote full employment and bring about racial integration. The domestic social legislation was expanded following the election of president Lyndon Johnson and his party in the 1964 elections, which produced lopsided majorities in the House and Senate, and minimized the influence of the elderly Southern committee chairmen who had dominated Congress for the previous two decades. The large majorities denuded the House Rules Committee gave the Speaker increased power over naming House members to House-Senate Conference Committees, and gave the Speaker the power to bring legislation directly to the floor. The result was the historic 89th Congress, which former House Speaker Carl Albert called

. . .the most remarkable Congress of my generation. In its 293-day session, it passed the bills that completed the Democratic agenda that had been stalled since the 1930's, bills that established Lyndon Johnson's reputation, bills that defined national priorities into the 1980s and beyond. Since I had become party whip, I had become accustomed to settling for half a loaf; sometimes I had gotten the crumbs. In 1965, we got the whole loaf with the meat, the condiments, and the beverages thrown in to give us a real legislative feast (Albert, 1990, p. 290).

The employment and training program initiatives of Presidents Kennedy and Johnson began with passage of the Manpower Development and Training Act (MDTA) of 1962. The

initial goal of MDTA was to train and retrain workers who had been structurally displaced by automation and technological change. Later MDTA was reoriented to help unskilled and educationally deficient workers. The Economic Opportunity Act of 1964 spawned a number of programs for the poor, according to Levitan and Taggart (1976, p. 133-135). Included were a number of programs that, while changed and modified over time, would eventually be included in the various titled programs created by the Job Training Partnership Act of 1982. These programs included: the Neighborhood Youth Corps, which provided work and limited training to youth in and out of school; the Jobs Corps, which provided intensive remedial help to the most handicapped teenagers; and the Work Experience and Training Program, which offered work for the needy and adult education to all those without the verbal and quantitative skills needed for employment.

Operation Mainstream was a targeted program to provide jobs for older workers, mostly from rural areas that were added to the Office of Economic Opportunity's jurisdiction in 1965. The New Careers Program, initiated in 1966, restructured jobs in the public and nonprofit sectors in order to create new paraprofessional openings for less skilled workers. By 1967, the proliferation of programs was recognized as a program. Consolidation occurred under the Concentrated Employment Program (CEP), which provided block grants, usually to community action agencies. These were

targeted to serve low-income areas. However, according to Levitan and Taggart, CEP evolved into another categorical program and did little to reform the overall system. The purpose of the Work Incentive Program (WIN) in 1976 in the Ford Administration was to help welfare recipients become self-supporting by increasing employment and earnings opportunities (Levitan and Taggart, 1976, p. 135). Today WIN provides funds for dependent child care to welfare recipients.

President Johnson established the Job Opportunities and Basic Skills program (JOBS) to involve private employers in the War on Poverty. JOBS offered subsidies to private firms hiring and training disadvantaged workers. The National Alliance of Business was established to administer the JOBS program and to encourage private business to volunteer job pledges to hire disadvantaged workers, especially ghetto youth. The Vocational Rehabilitation Act was extended to serve the socioeconomically handicapped in addition to the mentally and physically disabled (Johnson, 1971; and Magnum, 1969, pp. 35-68).

In all, the relationship of the federal government to individual Americans changed significantly especially with the Great Society legislation of the 1960's. The involvement of the federal government in programs to promote racial integration, health, education, welfare and employment and training was significant and has extended to this day. These programs were designed to extend "the Great

Society" well beyond what had previously existed in the various states and localities. The federal government became directly involved in many of these programs thereby usurping the historical roles of existing state and local elected officials and bureaucracies. The conflicts between the various levels of government about the delivery of social programs, including employment and training programs, have historically been affected by the prevailing political philosophy of a given administration in Washington.

According to Levitan and Taggart, President Nixon was "philosophically inclined to the notion of human resource investments that would increase the employability of the disadvantaged" (Levitan and Taggart, 1976, p. 136). Nixon worked to increase outlays for manpower programs from \$2.5 to nearly \$5 billion. Levitan and Taggart noted:

From the outset, however, there was opposition to the methods and approaches of the Great Society. Over the 1960s manpower programs had increasingly emphasized aid to the hardest core and to reach them worked through community-based organizations. Ad hoc responses to a variety of different problems resulted in a complex maze of programs nominally directed by the federal government. These aspects of the manpower effort were opposed by the Nixon Administration.

. . . Economic Opportunity Act programs were...transferred [to the Labor Department], ostensibly to improve operational performance but with the effect of substantially reducing the role of community-based groups. These were only temporary measures until more complete reform could be achieved. The Nixon Administration proposed that the separate categorical programs could be replaced with a single revenue sharing grant to governors, mayors, and county officials with which they could then design and implement efforts better suited to local needs, more accountable to the will of the people, and without

the red tape of federal direction (1976, pp. 136-137).

The revenue sharing approach thus enjoyed broad-based support when first introduced by President Nixon. Putting locally elected officials in charge promised better management, adaptation to local needs, better integration with other local governmental programs and increased political accountability. Levitan and Taggart noted that "Change itself could be constructive, sweeping away the cobwebs and providing an injection of local expertise" (1976, p. 148).

The Comprehensive Employment and Training Act (CETA) of 1973 differed from earlier programs such as the Manpower Development Training legislation, but the clientele were served in similar ways. The CETA program mandated creation of locally appointed manpower planning councils to design and evaluate programs and performance, and to broadly represent the communities CETA programs would serve.

While the councils usually did achieve balanced representation, those with the most to gain or lose--delivery agents and administrators--usually took charge, with community and client groups as well as business and labor representatives participating only nominally. In most areas elected officials had little to do with either planning or administration so the promised accountability was limited. . .

The focus of decision making shifted from delivery systems to beefed up local bureaucracies.

. . . One lesson is clear, however. The potentials of revenue sharing were oversold, and the drawbacks of categorized programs were exaggerated in seeking reform. This left the lingering impression that manpower services are ineffective

even though most of the evidence supports the opposite conclusion.

(Levitan and Taggart, 1976, p. 148-9)

Under the Carter Administration, the emphasis and direction of CETA was changed towards centralization and categorized programs. Originally passed in 1973, then amended in 1978, CETA was significantly expanded to use public sector employment to attack the consistently high rates of unemployment among poor people. According to Robert L. Taggart, who directed youth employment training programs for the Carter Administration, each dollar invested in classroom training yielded \$1.38 in benefits to society. The payoff for on-the-job training was \$2.55 for each dollar invested (Donnelly, 1982, p. 518). In the year of its largest appropriation, CETA spent about \$10 billion (Donnelly, 1982, p. 518); the new downsized JTPA would spend about \$4 billion in its first five years of operation (Budget of the United States, 1989).

A great philosophical debate on the role of the federal government in domestic social programs was initiated with the election of Ronald Reagan. This was also reflected programmatically in the changes proposed in federal employment and training programs. The CETA program was discredited by the new president during the 1980 presidential campaign. "The new program will have to be called something else, to free it from CETA's bad public reputation," Rep. James M. Jeffords, Republican from Vermont and ranking minority member of the House subcommittee

considering the new JTPA bill, said in early 1982 (Donnelly, 1982, p. 517).

In reporting on the possible changes that led to the new bill, Congressional Quarterly reporter Harrison Donnelly found that "Repeated charges of widespread waste, fraud and abuse discredited public service employment in Congress," (Donnelly, 1982 p. 517). In 1982, the Reagan Administration proposed shifting employment and training programs to the states:

On the issue of control of the new program, however there are large differences. Of the four proposals, the Hawkins [the proposal authored by House Democrats] bill preserves the most of the existing CETA system. It has the support of city and county lobbyists because it would continue to operate programs through local government prime sponsors.

At the other end of the spectrum, the administration bill proposal would give state governors control over the size and scope of local programs. In between is the Quayle bill, which retains the prime sponsor system in a state unless the governor wants to change it. [It] is a compromise measure that reflects its joint sponsorship between Quayle and Kennedy. (Donnelly, 1982, p. 518).

The Job Training Partnership Act (JTPA) of 1982 was an ideological compromise between its two principal Senate co-sponsors, conservative Republican Dan Quayle and liberal Democrat Edward Kennedy (National Journal, April 14, 1990, p. 899).

Both political parties were committed to ending the abuses in the public sector employment programs that had occurred under CETA. It is understandable that elements of the ideological gulf that separated JTPA's principle co-

sponsors would show up later when policy analysts reviewed JTPA program effectiveness. There can be no question, however, as to the clear preservation of the federal role in JTPA, as stated in the purposes section:

It is the purpose of this Act to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment. (P.L. 97-300, JTPA Law)

National concern over declining productivity rates, record trade deficits, record federal deficits, record rates of incarceration and an educational system under increased scrutiny has heightened interest in employment and training programs on the part of policy makers. Interest was in better coordinating JTPA and other employment and training programs with related human service programs, such as Aid to Families with Dependent Children, the JOBS program created by the Family Support Act of 1988, and Vocational Rehabilitation, as well as to related educational services including programs funded under the Carl Perkins Vocational Education Act.

Demographically, much of the American workforce in the next century will be comprised of women and minorities who have traditionally been unserved or underserved by the educational pipeline. Concerns over potential decline in our nation's workforce have been well documented by labor economists Anthony Carnevale and Pat Choate (Carnevale, 1988, 1989; Choate, 1991). According to Carnevale,

The Europeans and Japanese organized their educational systems and work places to make more effective use of non-college-bound students and nonsupervisory workers. The Europeans built elaborate apprenticeship structures that mixed work and learning. The Japanese provided high-quality elementary and secondary education to both college- and non-college bound students. In the workplace, employees and their representatives shared responsibility and authority in an evenhanded exchange among team members up and down the line.

(Carnevale, 1991, p. 14)

Public policymakers including economists, higher education commentators and private sector leaders have become increasingly concerned about the ability of the American labor force to compete in a world economy. As stated in an editorial from the Chicago Tribune:

We need a national effort against chronic poverty that goes beyond dollars and fear. There has always been a strong sense in this country, among conservatives as well as liberals, that every American deserves a chance to build a decent life. Conservatives, in particular, know that it should not come in the form of a handout, but as an opportunity a person can seize and develop. (Editorial, 1984)

In 1988, a report entitled The Bottom Line: Basic Skills in the Workforce was jointly issued by the Secretaries of Education and Labor. The Bottom Line addressed concerns of policy makers at the federal level regarding a perceived decline in American workforce skills. This report stated that the jobs of the future will require more sophisticated skills than today's jobs do, noting:

- * The majority of new jobs will require some postsecondary education for the first time in history.
- * Only 27 percent of all new jobs will fall into low skill categories, compared to 40 percent of jobs today.

- * - Jobs that are in the middle of the skill distribution today will be the least skilled occupations of the future.
(Bottom Line, 1988)

The end of the Reagan Administration saw the most sweeping reform of the federal welfare law since the mid-1960s with the passage of the Family Support Act of 1988. The concept of federally-financed, state-administered welfare-to-work programs promoted by the JOBS program as part of the Family Support Act was in fact modeled after JTPA. Under the Bush Administration, the direction of the federal government changed to one of promoting more interagency cooperation and coordination between the cabinet level agencies responsible for the various employment, training, literacy, welfare, housing, and education programs.

Additional targeted federal initiatives have become increasingly attractive because evidence shows that the job placement rates for high school graduates are much higher than that of dropouts. For this reason the Bush Administration proposed in the 1991 federal budget a new, \$50 million multi-year challenge grant program entitled Youth Opportunities Unlimited (YOU), specifically targeted towards high-poverty inner cities and rural areas. Under the Bush Administration, federal programs like YOU will be coordinated with state and local job training, welfare, education programs, and include participation by private sector school boards, PICs, and local governments (Carnevale and Gainer, 1989).

Another recent initiative of the Bush Administration's Secretary of Labor, Lynn Martin, is the Commission on Achieving Necessary Skills, a "blue ribbon" panel of business and education leaders charged to develop national competency guidelines of work readiness skills necessary for entry level employment. The purpose of these voluntary guidelines will be to provide a yardstick that schools, and job training programs can use in developing curricula that prepare students for productive work lives (United States Budget, Fiscal Year 1991, p. 108).

From this analysis, it can be concluded that the federal government has been significantly involved since the 1930s in employment and training programs. The Job Training Partnership Act represented a departure from the public sector emphasis of CETA. The efforts of community colleges to provide leadership in this area follow, but first attention is turned to a discussion of how JTPA programs work.

The Job Training Partnership Act

The purpose of the Job Training Partnership Act (JTPA) as stated in the original law of 1982, as well as the 1988 amendments is:

It is the purpose of this Act to establish programs to prepare youth and unskilled adults for entry into the labor force and to afford job training to those economically disadvantaged individuals and other individuals facing serious barriers to employment, who are in special need of such training to obtain productive employment.

(P.L. 97-300, 96 Stat. 1322)

The Job Training Partnership Act (JTPA) was approved by an act of Congress in 1982, was amended in 1986, and again in 1988. The six titles under the act received about \$4.2 billion in congressionally-appropriated funding for the federal fiscal year 1991 (U.S. Budget, Fiscal Year 1991). Five of the titles allocate funds for specific operational programs and the sixth title covers various miscellaneous provisions. The titles of each of the major JTPA programs funded are listed in Table 1, along with the dollars appropriated for the 1991 fiscal year.

An important philosophical objective that provided foundation to the federally-funded, state-administered employment, training and welfare programs of the 1980s was the effort to increase state and local autonomy and control, thus decentralizing decision making. The Job Training Partnership Act (JTPA) used entities called Service Delivery Areas (SDAs), which created local boards or PICs to decide on the proper expenditure of federal funds. The concept of local control by councils and controlled by a majority of private sector representatives, marked a significant departure from the public-sector based approach of the program's predecessor, the Comprehensive Employment and Training Act (CETA).

The JTPA program is called a "flow-through" program because the monies the local Private Industry Councils (PICs) allocate for training comes from the federal government, not the states. Under JTPA the federal

TABLE 1
 JOB TRAINING PARTNERSHIP ACT
 FISCAL YEAR 1991

Program Titles	Number Served	FY 1991 \$ Appropriation
TITLE I, Job Training Partnership	NA	NF
TITLE II, Disadvantaged Training		
Part A: Adult and Youth Programs	1,182,415	1.778 (Billion)
Part B: Summer Youth Employment and Training Programs	584,266	682.9*
TITLE III: Employment and Training Assistance for Dislocated Workers	234,843	526.9*
TITLE IV: Federally Administered Programs		
Part A: Employment and Training Programs for Native Americans and Migrant and Seasonal Farmworkers	59,562	159.9*
Part B: Job Corps	101,253	67.4*
Part C: Veterans' Employment Programs	3,500	9.1*
Part D: National Activities		
Part E: Labor Market Information	NA	4.0*
Part F: National Commission for Employment Policy	NA	1.8*
Part G: Training to Fulfill Affirmative Action Obligations	NA	NF
TITLE V, Jobs for Employable Dependent Individuals		
Incentive Bonus Program	NA	NF
TITLE VI, Miscellaneous Provisions	NA	NF

Source: United States Department of Labor, Employment and Training Administration, Division of Policy and Planning (FY 1991).

NF = Not a Funded Line Item Source

NA = Not Applicable

* = \$ Millions

government establishes guidelines by which it allocates funds to the various states. The states have broad spending discretion, however, they are required by law to forward the vast majority of funds to the local PICs. The greatest amount of federal dollars for JTPA is allocated to Title II, Part A with 78 percent of the funds distributed by the state to the SDAs. The remaining 22 percent is to be reserved at the state level for:

- a. 8 percent educational activities,
- b. 3 percent training older workers,
- c. 6 percent performance awards to local SDAs,
- d. 5 percent for auditing, administration, technical assistance and statewide training activities (National Alliance of Business, 1982, p.5).

Policies and procedures required for successfully documenting placements of JTPA-trained clients have been used by the various bureaucratic agencies within the federal, state and local governments as a tool to obtain greater oversight of and uniformity in expending the federal flow-through funds. Thus, the Act allowed states broad flexibility in determining performance standards. The standards vary widely from state-to-state, supposedly making JTPA programs responsive to local needs. Some policymakers at the federal level have advocated a more consistent application of standards, while others tolerate the inconsistencies that they believe create and promote laboratories in the states and localities.

The concept of federally-funded, state and locally administered employment and training programs envisioned by JTPA was imitated by the Congress when it passed the Family Support Act of 1988. Known as the welfare reform bill, this legislation created the Job Opportunities and Basic Skills (JOBS) program. Again, as in JTPA, issues of standardization and control have been and will continue to be a source of contention. These issues typically emerge when the state plans are reviewed at least once every other year, as required by Public Law 97-300, and during congressional reauthorization or amendment. Additionally, inconsistent performance standards between the JTPA, JOBS, and the Carl Perkins programs makes it even more difficult for local agencies and providers, including two-year colleges, to package programs in such a way as to promote an efficient, locally-based, employment and training system (Gold, 1991, p. 4).

The state plans submitted to and audited by United States Department of Labor Employment and Training Administration can be a source of controversy. This controversy can surface during congressional reauthorization, but is probably most commonly observed at National Governors Association meetings, where governors of large states, such as California or New York, complain of bureaucracy to representatives of the presidential administration.

Critics of JTPA have consistently raised the issue of assessing the effectiveness of the program in serving the hard-core unemployed. Congressionally-mandated reports, such as those authored by the United States General Accounting Office (GAO) and other commissions and councils that advise the Congress, have criticized JTPA's underservice of the hard-core unemployed (GAO, 1986, 1989, and 1990). In 1987, testimony on a related bill before the United States Senate Labor and Human Resources Committee estimated that 150,000 of the four million clients of the Aid to Families with Dependent Children program would be served by Title II-A of JTPA (U.S. Senate Report 100-30, 1987). Various GAO studies have criticized regulations for promoting the practice of "creaming," that is, counting placements such as clients placed at fast food restaurants for example, even if the individual clients are unable to hold the minimum wage labor job for the minimum stated length of time of 90 days (GAO, 1989). Other United States General Accounting Office studies revealed that the Labor Department collects little useable data for assessing the effectiveness of the JTPA programs it administers (GAO, 1986, 1989, 1990).

How JTPA Works

On October 13, 1982, President Reagan signed the Job Training Partnership Act, Public Law 97-300 (hereafter, the Act) (Federal Register, 1989, 54). The Act envisioned that

the boards of primarily business persons at the state and local levels would enjoy broad discretion and responsibility for the administration of JTPA-funded programs in their respective states, better linking federal employment and training dollars to local private sector needs. Under the Act, the governors are required to designate a Governor's JTPA Liaison and appoint a statewide board to provide advice and to approve a state plan to be submitted to Washington for the expenditure of JTPA funds. These statewide boards are known as State Job Training Coordinating Councils (SJTCCs). By establishing SJTCCs and designating them to approve the state plan and policies promulgated to actualize the state plans, most governors opted to adopt the council's recommendations as policy (Riffel, 1986, p.4). By opting to delegate and thus accepting the recommendations of the SJTCCs, the policy power of such councils becomes great.

Under the Act, the governor must also divide the state into Service Delivery Areas (SDAs). Service Delivery Areas are defined by law (P.L. 97-300, Sec. 101 (a)(4)(A)), as any unit of local government having a population of 200,000 or more. Also, "any consortium of contiguous units of general local government with an aggregate population of 200,000 or more which serves a substantial part of a labor market area" (Sec. 101 (a)(4)(A)). Each Service Delivery Area council shall consist of:

- (1) representatives of the private sector, who shall constitute a majority of the membership of the council and who shall be owners of business concerns, chief executives or chief operating

officers of nongovernmental employers, or other private sector executives who have substantial management or policy responsibility.

(2) representatives of educational agencies (representative of all educational agencies in the service delivery area), organized labor, rehabilitation agencies, community-based organizations, economic development agencies, and the public employment service (P.L. 97-300, Sec. 102).

There are 606 Private Industry Councils (PICs) within the fifty states that are charged with the responsibility of providing oversight of JTPA (Table 2). The Job Training Partnership Law explicitly defines the role of a Private Industry Council Member. Under the Act,

It shall be the responsibility of the private industry council to provide policy guidance for, and exercise oversight with respect to, activities under the job training plan for its service delivery area in partnership with the unit or units of general local government within its service delivery area.

(P.L. 97-300, Section 102)

Thus, the Act requires that each SDA and local Private Industry Council within an SDA (usually a large metropolitan area might have several PICs within it) develop a plan that will prioritize training needs. These plans are submitted to the SJTCC of the state for integration into a state plan, which is then approved by the Governor's JTPA Liaison and the SJTCC. Upon approval by the SJTCC, the state plan is then sent to the Employment and Training Administration within the United States Department of Labor

TABLE 2
 LISTING OF PICs FOR ONLY
 THE FIFTY STATES
 (Territories Not Included)

N=50 State	No. PICs	State	No. PICs
ALABAMA	3	MONTANA	2
ALASKA	3	NEBRASKA	3
ARIZONA	15	NEVADA	2
ARKANSAS	9	NEW HAMPSHIRE	1
CALIFORNIA	52	NEW JERSEY	17
COLORADO	10	NEW MEXICO	3
CONNECTICUT	9	NEW YORK	31
DELAWARE	1	NORTH CAROLINA	27
WASH. D.C.	1	NORTH DAKOTA	1
FLORIDA	24	OHIO	30
GEORGIA	21	OKLAHOMA	12
HAWAII	4	OREGON	6
IDAHO	7	PENNSYLVANIA	28
ILLINOIS	26	RHODE ISLAND	3
INDIANA	17	SOUTH CAROLINA	7
IOWA	16	SOUTH DAKOTA	1
KANSAS	5	TENNESSEE	14
KENTUCKY	11	TEXAS	35
LOUISIANA	18	UTAH	9
MAIN	3	VERMONT	1
MARYLAND	12	VIRGINIA	14
MASSACHUSETTS	15	WASHINGTON	12
MICHIGAN	26	WEST VIRGINIA	3
MISSISSIPPI	3	WISCONSIN	17
MISSOURI	15	WYOMING	1
TOTAL		606	

Note: 22 additional PICs lie outside the boundaries of the fifty states and District of Columbia.

in Washington, D.C., which provides federal oversight to JTPA funded programs.

The Act also stipulated that the PIC be comprised in accordance with a legal formula, of individuals from both

the private and public sector. The private sector may include business owners and chief executive officers (CEOs), as well as representatives of small business. The public sector members can be selected from organizations, organized labor, community-based organizations, economic development agencies, and public employment service.

One of the major responsibilities of a PIC member is to determine how the local JTPA dollars are allocated. For this very reason, some states require that PIC members comply with state conflict-of-interest laws (Riffle, 1986, p.6). As noted in a 1986 analysis of JTPA for state legislators authored by the National Conference of State Legislators, politics is very much a part of a community and state job training program, as evidenced by the decision-making processes that SDAs and PICs use.

The JTPA of 1982 authorized the largest percentage of federal dollars committed to assisting unemployed and underemployed individuals in becoming productive, contributing, tax-paying citizens. Spending about \$4 billion annually, JTPA programs train dislocated workers, economically disadvantaged adults and youth, veterans, Native Americans, groups who face employment barriers and seasonal farm workers (Budget, 1991, p. 106). The Job Training Partnership Act currently has \$1.7 billion in block grant training for youth and adults, approximately \$700 million for subsidized summer jobs and remediation for some 500,000 disadvantaged youth.

Eligibility criteria set forth by the Act requires only that the participant be considered "economically disadvantaged" or fall under the 10 percent set-aside if other barriers to employment are recognized, according to the definitions stated within the Act (P.L. 97-300). Thus, the success of federal flow-through programs such as JTPA is dependent upon a high level of coordination at the local level. This requires a high level of information dissemination from Washington D.C. through the states to the local PICs to those entities contracted to deliver JTPA funded services. Community colleges who would vie for contracts to be let by the PICs do not possess perfect information. This problem is supported by interviews with NETWORK officials and personal experience of the author at a rural community college in dealing with funded program clients.

The idea of getting both the public and private sector involvement in job training should give the community a vested interest in job training for the Service Delivery Area. Across the nation, and literally from state to state, a variety of administrative relationships can and do exist between administrators of PICs and local elected officials (e.g., mayors or county commissioners on the responsibility of over-seeing the expenditure of training dollars) (Riffel, 1986, p. 6). At present, most states are implementing JTPA programs by following their own guidelines and procedures

for the actual oversight of the federal flow-through funds (Riffel, 1986).

The legislative oversight committee for employment and training programs within each state, if one exists, has the difficult task of staying informed about JTPA issues, which at times can be difficult to do. Annual reports prepared by the state and local administrators of JTPA programs are submitted to the Governors' JTPA Liaisons. Some states explicitly specify what should be included in the state's JTPA plan and annual report (Riffel, 1986, p. 16), while others do not. For example, the Iowa General Assembly specifies the entire process in detail:

By January 15 of each year, the governor shall submit an annual report on the effectiveness of the state job training partnership program. The report shall include an estimate of funds to be allocated at the state level for administrative purposes. . . Provide the Secretary of the Senate, Chief Clerk of the House, and members of the Legislative Council with copies of quarterly performance reports submitted to the Office of the Governor in accordance with the federal act and copies of the annual financial reports submitted to the Office of the Governor by the Private Industry Councils. The Office of the Governor and the Private Industry Councils shall provide copies of reports and other information upon request of a member of the General assembly. (Riffel, 1986, p. 16).

As reported by Riffel (1986), 23 states require that the state plan produced by the State Job Training Coordinating Council be reviewed by the legislature either by committees, or through the legislative leadership's office. "A major concern for state legislatures is how to coordinate the committee's review and comments on the state

plan into a useful response to the governor" (Riffel, 1986, p. 17). Table 3 lists the 23 states that require legislature or committee review. The 1986 NCSL report identified eight different state legislative committees and/or subcommittees that received SJTCC plans in the various states: Ways and Means, Appropriations, Education, Labor, Human Resources, Federal Relations, Commerce, and Economic Development (Riffel, 1986, p. 17).

Beginning in federal fiscal year 1984 (FY84), under the "core-year" guidelines for implementation of training contained in the sections of the Act that provided programs

TABLE 3
STATES REQUIRING LEGISLATIVE REVIEW
OF STATE JTPA PLANS

Alabama	Kentucky	Oklahoma
Arkansas	Maine	Rhode Island
California	Maryland	South Carolina
Florida	Michigan	Tennessee
Hawaii	Mississippi	Texas
Idaho	Nebraska	Wisconsin
Illinois	New Jersey	Wyoming
Kansas	New York	

Source: Riffel, R. (1986). Job Training: A Legislator's Guide, ed. S. Bjorman; Washington, D.C.: National Conference of State Legislators, page 17.

for disadvantaged youth and adults, each state received monies from the Department of Labor to be utilized in Title II, Part A. States are given a maximum of 45 days to demonstrate intent regarding the allocation of federal funds after the Congress appropriates the money to the states. These funds are to be spent at the state level in accordance with the State plans, which are filed each year with the United States Department of Labor Employment and Training Administration.

The JTPA Act requires that federal funds also be based upon a formula that gives equal weight to the following three factors:

- * the number of unemployed people living in "areas of unsubstantial unemployment" (i.e., where unemployment has been at least 6.5 percent of the most recent 12 months),
- * the number of economically disadvantaged people, and
- * the "excess" number of unemployed people (i.e., those resulting from state unemployment rates over 4.5 percent).

This formula enunciates that no state shall receive less than .0025 percent of the national allocation or less than 90 percent of what its share was during the previous year.

State Job Training Coordinating Councils

The JTPA Act requires that each state create a State Job Training Coordinating Council (SJTCC), to plan, coordinate and serve as watchdog over the effective expenditure of employment and training programs and services. Under the JTPA Act, states are specifically

prohibited from directly operating, providing and delivering services to clients/participants. The SJTCCs under the Act are empowered to carry out the following specific functions:

- * proposing service delivery areas to the Governor,
- * recommending to the Governor a state "coordination and special services plan" which includes program coordination criteria that must be followed by local SDA's,
- * planning how to allocate the 22 percent of Title II, Part A funds that are administered by the state,
- * providing management guidance and review of program operations for all programs in the state (including those of local SDA's),
- * advising Governors on local job training plans submitted for approval, and certifying their consistency with state program coordination criteria,
- * reviewing and commenting on state employment service plans,
- * assessing employment and training and vocational education needs and activities in the state, and advising the Governor, state legislature and state agencies on needed changes and methods for better coordination with programs related to training, and
- * carrying out Work Incentive Program and Wagner-Peyser (employment service) advisory functions, if the Governor chooses to transfer these functions from existing state councils. (National Alliance of Business, 1982).

The Job Training Partnership Act is similar in purpose to its predecessor, the Comprehensive Employment and Training Act (CETA) of 1973. However, the programs have very different legal structure. They are legally and programmatically so different that many states governors and

high level policymakers take an active interest in SJTCC activities (Riffel, 1986 p. 26).

The United States Department of Labor establishes regulations, consistent with congressional mandate, that are consistent with overall policy objectives for JTPA programs and the local level SDA's then coordinate the given services to be provided. States are then responsible for making sure that the "fit" between JTPA and other state administered services is being filled. To qualify for federal funding, the state must appoint a SJTCC. The role, as defined by law (Sec. 122(a)(6)) is to "exist solely to plan, coordinate, and monitor." The characteristics of a typical SJTCC are presented in Table 4. The average size of a SJTCC is 32 members (Riffel, 1986, p. 27). According to Walker (1984), the members of SJTCC are more prominent and powerful than their predecessors on employment and training councils like Comprehensive Employment Training Act (CETA). This additional prominence and power gives much more credibility and credence to governors and other policymakers (Walker, 1984).

TABLE 4

CHARACTERISTICS OF A TYPICAL STATE JOB
TRAINING COORDINATING COUNCIL

-
- * governors with greatest interest in SJTCC are concerned with issues relevant to economic development/coordination of a state's employment and training programs
 - * Three common legislative issues are workers displacement, service to large groups, and equitable distribution of resources to local political jurisdictions.
 - * Most states use standing institutional committees to conduct the work of the council. The most common committees are:
 - Evaluation
 - Coordination
 - Policy
 - Performance standards
 - Statewide programs
 - Operations
 - Youth
 - Displaced workers
 - * Most councils met bimonthly or quarterly
 - * A typical council has 3.5 full-time staff positions
 - * Business members account for the highest attendance at meetings of all groups represented on the council
 - * Legislators are typically voting members of councils
-

Note. From "The Roles, Responsibilities and Major Accomplishments of State Job Training Coordinating Councils under the Job Training Partnership Act of 1982," by Edward D. Dement, 1985, Research Report Series RR-85-11 Washington, D.C.: National Commission for Employment Policy.

The Role of Community College

Involvement in JTPA

The literature directly speaking to community college involvement in Job Training Partnership Act (JTPA) programs is quite limited. In January, 1985, following the passage of the Act, the National Council for Resource Development issued a report entitled The Job Training Partnership Act and the Community College. This report, prepared by the Washington, D.C., based consulting firm of Gonzales & Nisenfeld, proposed methods for expanding community college involvement in JTPA-funded employment and training programs (NCRD, 1985).

A dissertation abstracts international search of selected dissertations regarding JTPA found a total of 36 dissertations. Of those 36 dissertation abstracts, the phrase community college was mentioned in approximately 5 of the 36 dissertations. After reviewing the abstracts, two particular dissertations were identified as demonstrating a strong linkage to community college involvement in JTPA.

A dissertation by Audrey Suzanne Thesis (1986), Interorganizational Coordination as a Policy Implementation Strategy: Community Colleges and Service Delivery areas in Maryland Under the Job Training Partnership Act, showed the greatest connection to community colleges. Her study attempted to extend both the theoretical and applied knowledge bases regarding determinants of interorganizational coordination by examining the

relationship between community colleges and Service Delivery Areas that has developed in Maryland during the implementation of the JTPA of 1982. Her study included 17 community colleges and 10 Service Delivery Areas in Maryland. She concluded that both Service Delivery Areas and community colleges in Maryland were motivated to consider coordination of the SDAs and community colleges. Six major factors were identified as the most important determinants influencing the actual levels of coordination achieved between organizations:

- (1) an awareness of the other party,
- (2) realization of mutual benefit,
- (3) domain consensus,
- (4) interpersonal relationships,
- (5) organizational credibility, and
- (6) organizational flexibility.

Charles Lewis Lee's dissertation (1986), The Role of Community Colleges in The Job Training Partnership Act Program: A Case Study (Manpower, Mission) focused upon the potential role or roles a community college may desire to assume in the JTPA program. In addition, Lee reviewed the risks and benefits of community college involvement in JTPA.

A study conducted at Pepperdine University by Linda Maria Thor (1986) titled, An Examination of Risk Management Strategies in Employment Training Performance Contracts in California Community Colleges, examined the extent to which California community colleges have entered into performance contract training. These contracts are funded by JTPA or the Employment Training Panel. The study described financial experiences and identified problems and pitfalls

that community colleges faced by entering into performance contracts. Her study reported that 57 percent of the 101 reporting colleges entered into performance contracts, involving a total of 227 clients/students.

As the 1989-1990 NETWORK survey demonstrated, community colleges provide significant training through federally-funded, state-administered employment and training programs. Further, it is clear that if these institutions are to be creatively and effectively used to assist local, private and public sector officials in serving the disadvantaged "hard-core" unemployed and underemployed then community colleges will need to become major participants in the development of policy. This participation will then be reflected in the laws and regulations governing these programs. According to officials interviewed at the 1991 NETWORK Conference, few if any community college administrators, faculty, staff and governing boards were heard or otherwise represented in testimony to the Congress or in participation on the various commissions authorized to advise Congress regarding the effectiveness of these programs during the debate over congressional reauthorization of the Job Training Partnership Act (JTPA) in 1986 (Fiala, 1991).

Since Burton Clark's classic 1960 study of the "cooling out" function performed by community colleges (Clark, 1960), commentators have criticized two year colleges for "unclear mission," and trying to "be all things to all people" (Zwerling, 1976). Brint and Karabel (1989) argued that

community colleges do not live up to their promise of providing social mobility; the very title of their fifteen year study, The Diverted Dream: Community Colleges and the Promise of Opportunity, 1900-1985, suggests as much. In that same year, Clowes and Levin argued that "Mission drift" was the cause for inconsistency among community colleges across the nation. They believe that when considering the role of the community college in providing employment and training programs, it is important to note the debate among practitioners and scholars as to whether or not job training is even a proper role for these institutions (Clowes and Levin, 1989). It is a highly arguable proposition--despite the rhetoric of open access stated in most community college mission statements--that employment and training programs at two year colleges have ever served a significant percentage of the 4 million Aid to Families With Dependent Children recipients (Katsinas and Lacey, 1990).

Many community college leaders believe that the role of the community college in providing employment and training programs is a vital part of its mission to society (National Council for Occupational Education [NCOE], Productive America, Parnell, Dateline 2000). As American Association of Community Junior Colleges President Dale Parnell stated:

Technicians, that is broad-technology technicians, will act as the force that holds together the thousands of potentially isolated elements in our work world. They will be the individuals who not only understand underlying principles, but also have the ability to apply what they have learned. (Parnell, 1985, p.16)

Parnell argues that in a free society, policymakers should recognize that approximately seventy-five percent or more of America's high-school graduates do not complete the baccalaureate degree, and that only twenty-five percent who actually begin high school ever finish college (Parnell, 1985, p. 24).

Practitioner-based groups, such as American Association of Community and Junior Colleges (AACJC), the NCOE (an association of vocational/technical deans at two-year colleges), the National Council for Resource Development (an association of resource development specialists at two-year colleges), and NETWORK are proponents of the view that programs like JTPA and JOBS, if properly administered, can and should provide the "win-win" opportunity for the employee/student/client as well as for the employer and taxpayer, and provide an educational foundation necessary for the disadvantaged to be successful in society (NCOE/AACJC, 1990; and NCRD, 1985). The most useful study found for this review of the present status of community college participation in providing JTPA sponsored employment and training was the 1990 NETWORK Survey (NETWORK Survey, 1990). By extrapolating survey results, the study estimates:

- * 803 institutions provided local JTPA services,
- * 991 provided Basic Education/Remedial Services,
- * 537 provided On-The-Job Training Services,
- * 877 delivered Pre-Employment Skills Training Programs,

- * 601 provided Direct Placement Services,
- * 695 delivered GED Preparation services, and
- * 337 delivered other related services sponsored by public sector funding sources.

The NETWORK Survey further projected that:

- * 613 institutions delivered customized training Programs,
- * 425 colleges provided workplace literacy services,
- * 164 colleges provided outplacement services, and
- * 196 institutions provided other services aimed at meeting the needs of local business and industry.

The coordination of federal programs that provide flow-through funds to the states for employment, training, literacy, and related educational programs is essential. As Gold noted:

The federal government. . .operates a variety of programs aimed at providing financial assistance to needy college students, offering tax incentives for employer-paid training, and supporting adult education and training. Too often, however, federal laws and regulations actually place obstacles in the path of adults--particularly at-risk adults--who might turn to college for their education and training (Gold, 1991 p. 5).

Sometimes the obstacles are unintended; other times they may serve a program purpose but turn a blind eye to the educational impact. In either case, many of these obstacles have a chilling effect on adult college attendance and might be torn down without significantly damaging policy interests (Gold, 1991, p. 5).

Gold found that the JTPA programs "rarely support" training for adults at postsecondary educational institutions because local decisionmakers "appear to distrust" two-year college programs, and "because federal performance standards fail to reward educational achievement, and because providers are

often restricted to short-term, non-credit, open entry/open exit programming" (Gold, 1991, p. 13).

Issues of uniform program data reporting and assessment have been a continuing source of controversy for JTPA (GAO, 1986, 1989, and 1990). Problems in this area flow directly from the compromise that created JTPA in 1982. To maximize flexibility at the local level a set of minimum uniform regulations and rules was formulated by the Labor Department in Washington, D.C. The only study that surveyed a large number of the Service Delivery Areas (SDAs) from across the country and then actually analyzed and compared a cross sample of the data regarding JTPA program participants was a study by the United States General Accounting Office (GAO, 1986, 1989).

The United States General Accounting Office (1989) report surveyed 63 of the 628 Service Delivery Areas across the country (including United States Territories), and reviewed records for a sample of adult participants in JTPA funded programs. The GAO analyzed the adult participants in terms of their ability to function successfully in the labor market without training, using data on recency of work, minority status, educational attainment level, rate of receiving public assistance, and parental status. Two groups with significantly differing chances of success in the labor market were identified: the less job ready and the more job ready. This study also classified the jobs for which participants were trained into three groups--lower,

moderate, and higher skill. The study then examined the outcomes experienced by participants in the success-level two groups, including the jobs obtained, in relation to the kind and intensity of employment assistance received. The GAO report found:

little evidence that JTPA is serving disproportionately either the less job ready or the more job ready. Within each group, however, the program tends to under-serve high school dropouts.

JTPA programs invested fewer resources in serving less job ready enrollees than in serving more job ready enrollees. The less job ready were less likely to be given occupational training and as likely to be given job search assistance (without training) as the more job ready. Dropouts were provided little remedial education. Overall, GAO concluded that less is invested in those with the greater needs.

More than half of all JTPA participants received either lower skill or non-occupational training, or placement assistance only. Those who received higher or moderate skill training, on the other hand, tended to get jobs at the same level for which they were trained. These results were obtained not only by the more job ready but also by the less job ready, presumably the group most in need of JTPA assistance. Among the less job ready, the placement rates were lower among those receiving the higher skill training.

Moreover, many on-the-job training contracts with employers provided excessive periods of training. Some of these contracts may come closer to providing wage subsidies to employers than to providing needed training (GAO, 1989, p. 3).

The United States General Accounting Office (1989) found little evidence of the targeting of JTPA services, that high school dropouts were underserved, that less intensive services were provided by JTPA to the less job ready, that job quality was related to the level of training

received and that low skill on-the-job training contracts appeared to provide wage subsidies to employers. The GAO report specifically found that:

Overall, JTPA was serving the more and less job ready participants in roughly the same proportion as their incidence in the eligible population. This suggests that, nationwide, the program is not targeting services to any particular job readiness group.

School dropouts were underserved and received little remedial education. About 27 percent of JTPA participants were school dropouts compared to about 37 percent in the eligible population. Moreover, only 12 percent of the dropouts in JTPA received remedial education. About one-third of dropouts received moderate or higher skill training compared to two-thirds of all program participants.

Less job ready participants were provided less intensive services. They were less likely to receive occupational training than the other job readiness groups. When they did receive such training, they received fewer training hours and were less likely to be trained in higher skill jobs. Furthermore, they were as apt to receive only job search assistance as the more job ready. Because training costs likely increase with the intensity of services, it appears that less JTPA funds were being spent on behalf of the less job ready.

For the most part, participants obtained jobs with skill levels similar to the skill level of the training received. The majority of those in all job readiness groups who received training in higher or moderate skill occupations obtained such jobs, although the placement rate for the less job ready group was somewhat lower among those receiving the higher skill training. About three-fourths of those who received other training or services either did not get a job or got a low skill job. Generally, these placements were in low or no-growth occupations, such as farm workers and laborers, or in occupations with weak wage gains and productivity growth, such as waiters and waitresses.

In many instances, on-the-job training contracts appeared to provide wage subsidies to employers.

About 43 percent of such contracts were in lower skill occupations, such as custodian and dishwasher. While such training may be appropriate for certain individuals, much of it appeared to be excessively long. Over half of the on-the-job-training contracts in lower skill jobs were in excess of (U.S. Department of) Labor's suggested training time. The average time for most of these contracts was more than double the suggested training period, and 87 percent of them were filled by individuals who were among those better prepared to enter the labor market.

(GAO, Services and Outcomes, 1989, p. 3-4)

This particular GAO study of the JTPA was the most in-depth analysis of JTPA found by the reviewer. It is significant due to its large sample size, design, and well-grounded methodology, and the sound procedures used in analyzing JTPA participant data. Problems associated with analyzing JTPA participant outcomes data likely have prohibited or seriously constrained the abilities of the National Commission on Employment Policy and the National JTPA Advisory Committee to assess JTPA performance provided by the two major federal advisory committees. The sheer volume of data on JTPA participant outcomes from the 628 Service Delivery Areas from across the nation, and lack of uniformity in reporting, also may inhibit effective oversight by congressional oversight committees, organizations of publicly elected officials and private sector organizations (GAO, 1986, 1989, and 1990). The questions developed for this study's survey instrument incorporated many of the issues and concerns raised by the GAO's JTPA Services and Outcomes report.

Issues related to assessing JTPA program effectiveness should become more relevant in the coming years because of JTPA's decentralized administrative structure, which places broad powers at the state and local levels of administrative governance. Devising methods to coordinate the various interrelated human service programs, including JTPA, JOBS, unemployment insurance, food stamps, vocational rehabilitation, dependent care, employee educational benefits, adult education and vocational/technical education will be essential. These programs, financed in large part by the federal government, will be a major challenge for local and state officials. As Gold noted, many of these programs' rules as well as administrative practices, have made it difficult, if not impossible, for institutions of postsecondary education and particularly for community colleges to have meaningful involvement in helping develop comprehensive local responses to fulfill the economic and educational potential of the adult workforce (Gold, 1991, p. 6). A section of the survey instruments described in Chapter III was devoted to human resource development issues.

CHAPTER III

ANALYSIS OF THE DATA

Introduction

This chapter presents an analysis of the Job Training Partnership Act (JTPA) plans of the fifty states, followed by the surveys, procedures and methodology selected for this research study. The results and analyses of the groups surveyed are then reported.

Analysis Of State Plans

A letter was sent to each of the fifty states' Governors' JTPA Liaisons requesting plans for the most recent year available. A copy of this letter is presented in Appendix C. These state plans, submitted to the United States Department of Labor Employment and Training Administration for oversight and review, illustrate the goals, design and make-up of that state's objectives with regard to JTPA. Thirty-eight state JTPA plans, accounting for 76 percent of the plans requested, were received and reviewed for this study (Table 5).

TABLE 5
REVIEWED JTPA STATE PLANS

Alabama	Kentucky	Oklahoma
Arkansas	Louisiana	Pennsylvania
Arizona	Maryland	Rhode Island
California	Massachusetts	South Carolina
Colorado	Minnesota	South Dakota
Connecticut	Mississippi	Tennessee
Delaware	Missouri	Vermont
Dist. of Columbia	Nebraska	Virginia
Florida	New Hampshire	Washington
Idaho	New Jersey	Wisconsin
Illinois	New York	
Indiana	North Carolina	
Iowa	North Dakota	
Kansas	Ohio	

Regarding linkages to community colleges, fifteen states reported specific coordination of services. The Missouri plan revealed state-wide participation of 12 community colleges in JTPA. The stated purpose of participation was in coordinating the Missouri Community College New Jobs Training Program and evaluating the project within the overall job training efforts of the state to insure that the project would not duplicate other job training programs. Administrative responsibilities for the Missouri plan are divided between the Division of Job Development and Training, the Missouri Department of Revenue and the Missouri community college districts participating in the New Jobs Training Program.

North Carolina has a Department of Community Colleges which coordinates with the Service Delivery Areas (SDA) to insure that college financial aid staff and SDA's share current and accurate information related to serving eligible individuals.

Kansas identified six of its nineteen community colleges as service providers working in coordination with the Kansas State Department of Education and its own JTPA coordinator in the division of community colleges and vocational education.

North Dakota apparently uses community, vocational, and technical colleges extensively. Participants are generally enrolled in exiting courses of study, although vocational schools have developed short intensive courses to meet clients' individual needs.

A 1990 Berkeley study used Tennessee as a case study of coordination between community colleges and JTPA administrative agencies. The Tennessee case study provides some interesting state level coordinating efforts and, like Illinois, is an example of a state in which many community colleges are JTPA administrative agencies.

In the pamphlet, "An Overview of JTPA, The Job Training Partnership Program in Alabama," there is no mention of community colleges, only secondary and postsecondary education. There are two references to "community colleges" in the body of the document, The Governor's Coordination and Special Services Plan,

Modification No. 1. In the state plans reviewed for Colorado and Virginia, no apparent linkages were noted. Oklahoma uses vocational-technical schools rather than community colleges in developing an educational link to JTPA.

State JTPA plans for Iowa describe coordinated arrangements with a variety of organizations including community colleges in addition to other appropriate organizations.

The California State Board of Education channels funding and information in the development of their JTPA plans to the PICs. Reciprocally, the PICs send copies of the JTPA plan to the vocational education governing boards serving the SDA; such boards would include the Boards of Trustees of the community colleges and secondary schools who would be substantially involved in the development of the JTPA. The remaining 23 state plans reviewed indicated that there was little or no mention of community college involvement in JTPA.

Survey Instrument

Three different groups were surveyed. Group 1 consisted of the fifty states' Governors' JTPA Liaisons, who are appointed by each governor to serve with the Employment and Training Administration (United States Department of Labor in Washington, D.C. Governors/State Liaisons, March 28, 1991). Group 2 consisted of the chairpersons of the

State Job Training Coordinating Councils (SJTCCs) of the fifty states. Group 3 consisted of a sample of the nation's 628 Private Industry Council (PIC) chairpersons. Names and addresses for the chairpersons of the SJTCCs and PICS for the fifty states were obtained from the Employment Training Reporter (ETR 1990, p. 11-91).

The instrument for the survey of Governors' JTPA Liaisons consisted of 82 questions. Of these 82 questions: 40 were Likert questions ranging from 1 to 5, with 1 indicating strong agreement and 5 indicating strong disagreement; 24 were yes or no response questions; 3 were rank order questions; 13 were choice response questions; and 2 were completion questions.

The instruments for the survey of the fifty state's Private Industry Council and SJTCCs chairpersons consisted of 52 questions. Of these 52 questions; 40 were Likert questions ranging from 1 to 5, with 1 indicating strong agreement and 5 indicating strong disagreement; 7 were yes or no response questions; 1 rank order question; 2 were choice response questions; and 2 were completion questions.

Survey Pre-Test

A pretest using 15 individuals including persons involved with employment and training programs as well as professional educators and data specialists was conducted. The individuals are identified in Appendix B. The purpose of the pre-test was to assess readability, understandability

of the questions, and completeness. Minor modifications to the instrument were made as a result of the pre-test. As Dillman notes, defects are a highly touted part of questionnaire design (1978, p.155). The reliability for the survey was established through the pre-test.

Sample Selection

The statistical sample from the 606 Private Industry Council Chairpersons was selected in two stages, and is presented in Table 6. The sample size of 38 was computed in stage one in accordance with Scheaffer, Mendenhall and Ott (1979). The sample of specific PIC chairpersons was then selected in stage two. The sample was proportional to final adjusted population totals of the states released by the United States Department of Commerce Bureau of the Census on June 3, 1991, as published in the New York Times (June 4, 1991, p.B7). Thus, more Private Industry Council chairpersons were selected from states with proportionally larger populations and proportionally larger Private Industry Councils. Selecting the sample by state or in proportion to the number of Private Industry Council Chairpersons within a state would have caused over-sampling of smaller states and of states with proportionally more Private Industry Councils. Thus, Table 6 shows the state, number of PICs in each state, and average population of the PICs in each state.

Procedures for Surveying

A procedure developed by Dillman (1978) was used for designing and administering the survey instrument, e.g., cover letter design, postcards and follow-up correspondence

TABLE 6
PIC LISTING BY STATE SHOWING
POPULATION AND AVERAGE
PIC SIZE AND SAMPLE
SELECTION

State	No. PICs	Population	Average PIC Size	Survey Sample
N=50				
ALABAMA	3	4146001x	1382000	2
ALASKA	3	561000	187000	0
ARIZONA	15	3790000	252667	1
ARKANSAS	9	2403000	267000	1
CALIFORNIA	52	30888000	594000	12
COLORADO	10	3376000	337600	1
CONNECTICUT	9	3306000	367333	1
DELAWARE	1	687000	687000	0
WASH. D.C.	1	639000	639000	0
FLORIDA	24	13278000	553250	5
GEORGIA	21	6633000	315857	3
HAWAII	4	1136000	284000	0
IDAHO	7	1035000	147857	0
ILLINOIS	26	11592000	445846	5

TABLE 6 (Continued)

State	No. PICs	Population	Average PIC Size	Survey Sample
INDIANA	17	5586000	328588	2
IOWA	16	2807000	175438	1
KANSAS	5	2506000	501200	1
KENTUCKY	11	3768000	342545	1
LOUISIANA	18	4332000	240667	2
MAINE	3	1240000	413333	0
MARYLAND	12	4869000	405750	2
MASSACHUSETTS	15	6039000	402600	2
MICHIGAN	26	9404000	361692	4
MISSISSIPPI	3	2632000	877333	1
MISSOURI	15	5184000	345600	2
MONTANA	2	822000	411000	0
NEBRASKA	3	1595000	531667	1
NEVADA	2	1232000	616000	0
NEW HAMPSHIRE	1	1116000	1116000	0
NEW JERSEY	17	7836000	460941	3
NEW MEXICO	3	1586000	528667	1
NEW YORK	31	18304000	590452	7
NORTH CAROLINA	27	6815000	252407	3
NORTH DAKOTA	1	648000	648000	0
OHIO	30	10933000	364433	4
OKLAHOMA	12	3214000	267833	1
OREGON	6	2898000	483000	1

TABLE 6 (Continued)

State	No. PICs	Population	Average PIC Size	Survey Sample
PENNSYLVANIA	28	11957000	427036	5
RHODE ISLAND	3	1006000	335333	0
SOUTH CAROLINA	7	3590000	512857	1
SOUTH DAKOTA	1	707000	707000	0
TENNESSEE	14	5012000	358000	2
TEXAS	35	17551000	501457	7
UTAH	9	1757000	195222	1
VERMONT	1	571000	571000	0
VIRGINIA	14	6353000	453786	3
WASHINGTON	12	4987000	415583	2
WEST VIRGINIA	3	1842000	614000	1
WISCONSIN	17	4924000	289647	2
WYOMING	1	466000	466000	0
TOTALS	606	253,978,000		94

and implementation. The surveys were designed to fit on (B size) 8.5 inch by 14 inch pages of paper and to be folded in half, creating a booklet-type format with appropriate cover and backing pages (Dillman, 1978, p. 150). A copy of the survey of the Governor's JTPA Liaisons, Group 1, is

presented in Appendix E. The surveys for Groups 2 and 3, the SJTCC chairpersons and PIC chairpersons respectively, were exactly alike except that the surveys of the Governor's JTPA Liaisons had two additional sections dealing with sources of information on JTPA and delivery of JTPA services by community colleges. These questions were considered to be of too technical nature for the private sector citizens who hold these board chair positions. Appendix C presents a copy of the cover letters sent during the survey process to all three groups including the Governor's JTPA Liaisons, State Job Training Coordinating Council chairpersons and the Private Industry Council chairpersons.

A postcard was sent one week after the initial mailing of the surveys to all identified individuals on the mailing list, and is presented in Appendix C. A letter with follow-up questionnaires enclosed was mailed to those individuals who did not respond to the first survey three weeks following the initial mailing. A copy of the follow-up cover letter sent to the initially non-responding Governor's JTPA Liaisons is presented in Appendix C. A copy of the follow-up cover letter sent to the initially non-responding SJTCC and PIC chairpersons is also presented in Appendix C. A telephone follow-up call was made to all nonrespondents after four weeks.

Response Rate

A significant response rate was achieved from all three groups (Figure 1). Thirty-seven of the fifty-one surveys were returned by the Governor's JTPA Liaisons, yielding a response rate of 72 percent. Thirty-four of the fifty-one surveys were returned by the SJTCC chairpersons, yielding a response rate of 66 percent. To achieve a statistically representative sample of the 606 PIC chairpersons the return of a minimum of 38 surveys was required. Forty-three of the surveys were returned, yielding increased statistical validity by increasing the degrees of freedom in the statistical tests. Table 7 presents the general demographic data on three groups of respondents to the survey. The average number of years directly involved with employment and training programs among the 37 Governor's JTPA Liaisons responding was 12.27 years. The average number of years directly involved with employment and training programs among the 34 responding SJTCC chairpersons was 9.2 years. The average number of years directly involved with employment and training programs among the 43 responding PIC chairpersons was 9.4 years. All three groups of respondents had been in their current positions for between about 4.5 and 5 years. All partial years of service were rounded off to the nearest year (Table 7). Consequently, it is reasonable to conclude that the respondents had significant JTPA related experience.

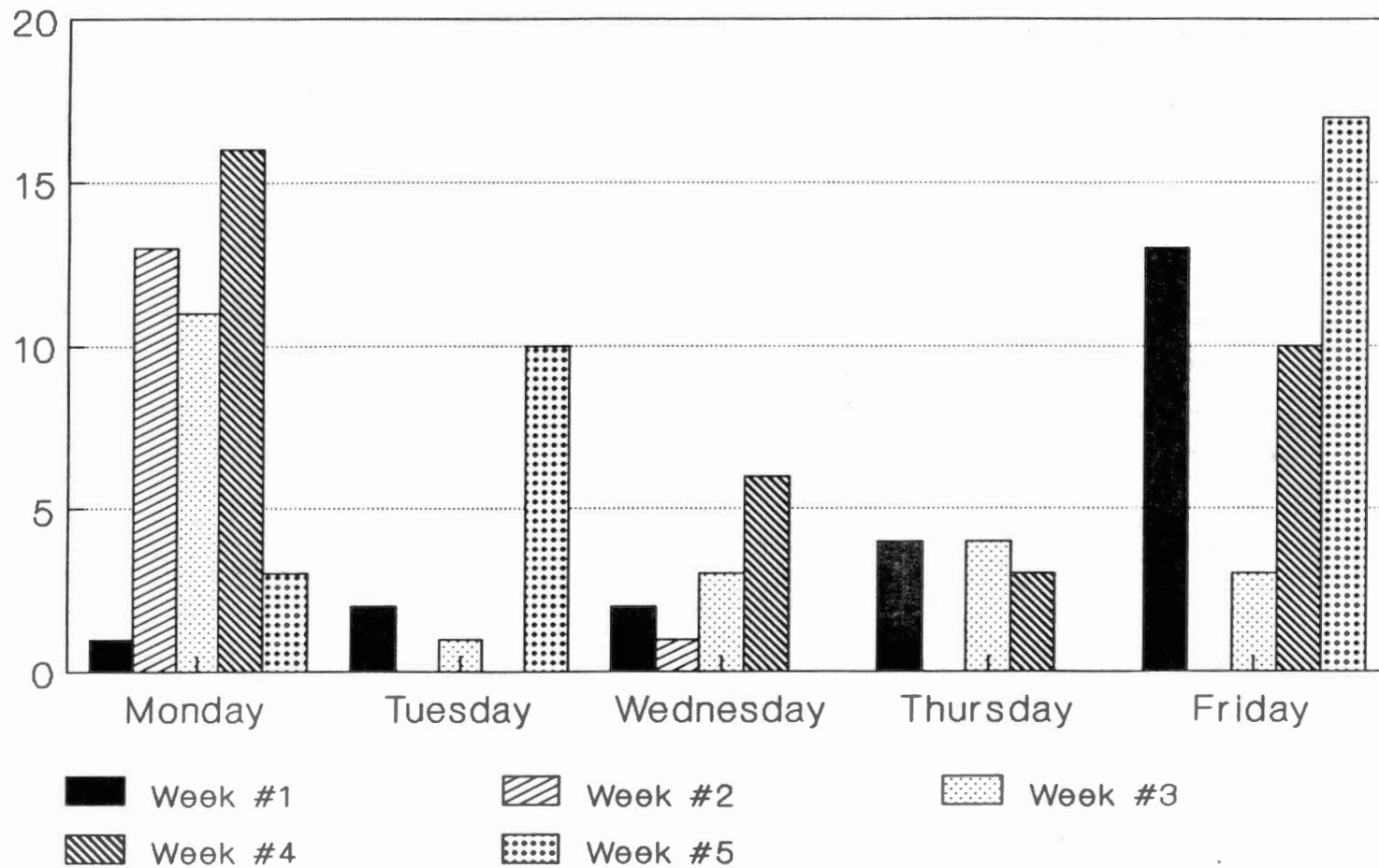


Figure 1. Response Rate to Surveys

Comparative and Descriptive Statistics

This study used both comparative and descriptive methods and statistical analyses to compare attitudes among and between members of the states' appointed Job Training Partnership Act Governors' JTPA Liaisons, State Job Training Coordinating Council chairpersons and selected local Private Industry Council chairpersons. Descriptive research describes things the way they are (Huck, 1974). Descriptive data are typically collected by questionnaires, interviews, or observation (Gay, 1976).

TABLE 7
GENERAL DEMOGRAPHIC INFORMATION
Mean and (Standard Deviation)

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
Number of years that respondents have been directly involved with employment and training programs	12.27 (8.27)	9.20 (5.54)	9.48 (7.01)
Number of years that respondents served in current position.	4.58 (3.61)	4.44 (2.57)	4.90 (3.05)

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council chairperson; PIC = Private Industry Council chairperson

The following topics were explored through the nationwide survey: (1) the role of JTPA in building a competitive workforce; (2) perceptions of community college involvement in JTPA policy development; (3) related human resource development issues; (4) perceptions of community college delivery of JTPA services; and (5) Governors' JTPA Liaisons source(s) of information for JTPA and related human resource issues.

Statistical Procedure

The perceptions of Governors' JTPA Liaisons, State Job Training Coordinating Council chairpersons and Private Industry Council chairpersons are presented and compared through the use of descriptive statistics. The mean and standard deviation along with frequencies are provided for items associated with the Job Training Partnership Act questionnaire. Nonparametric tests of differences between samples are reported when significant. Nonparametric statistics compare distributions rather than parameters. These statistics may be sensitive to changes in location, in spread, or in both (Steel, 1980, p. 533).

The KRUSKAL-WALLIS test or (H) test "is a nonparametric alternative to one-way analysis of variance inasmuch as it is used to test the null hypothesis that k independent samples come from identical populations against the alternative that the means of these populations are not equal" (Freund, 1972, p. 338).

The Role of JTPA in Building a Competitive Workforce

The response mean and standard deviations for these survey questions are shown in Table 8. The subjects indicated their agreement with these questions on five-point Likert scales (1 = Strongly Agree; 2 = Agree; 3 = Indifferent; 4 = Disagree; 5 = Strongly Disagree). The first section on this nationwide survey assessed the attitudes of three independent groups toward the role of JTPA in building a competitive workforce.

One statistically significant difference between the groups was in the perception of the need for increased state control over how federal JTPA dollars are spent ($KW=24.58$, $DF=2$, $Prob. =.000$). The Governors' JTPA Liaisons and the SJTCC chairpersons were in agreement with a mean score 1.973 and 2.176, respectfully. The PIC chairpersons, however, had a mean score of 3.465, a difference of 1.492 from the Governors' JTPA Liaisons and a 1.289 mean difference from the SJTCC chairpersons, indicating that PIC chairpersons did not support increased state control over how federal JTPA dollars are spent.

Another statistically significant difference was seen in the perception of program quality and effectiveness within the JTPA system on the allocation funds to those individuals who are "in need of less extensive training services" ($KW=7.49$, $DF=2$, $Prob. =.024$). The mean response of the Governors' JTPA Liaisons was 3.324, as compared to

the mean responses of the SJTCC chairpersons and the PIC chairpersons of 2.882 and 2.628, respectively. This would indicate that the Governors' JTPA Liaisons do not feel that program quality and effectiveness within JTPA would be enhanced by allocating a larger proportion of funds to those who are in need of less extensive training. This same question posed to the SJTCCs and PICs was answered by a higher mean indicating they tended to agree or at least aligned themselves with the "I" indifferent response.

A third area of statistically significant difference was in response to the issue of the need to mandate comprehensive assessment of JTPA clients upon intake without accompanying federal funds ($KW=5.03$, $DF=2$, $Prob.=.081$). While there was no statistically significant difference between the SJTCC chairpersons and the other two groups, there was a statistically significant difference between the mean responses of the Governors' JTPA Liaisons, 2.135, and that of the PIC chairpersons, 1.791. The PICs felt much stronger in their response that if comprehensive student assessment is mandated without accompanying federal funds, more individuals will be denied JTPA program benefits.

A question where there was no statistically significant difference between the three groups was the issue of JTPA regulations and policies allowing sufficient flexibility for states to administer JTPA programs. Another question where there was no significant statistical

difference was the strongly held belief among all three groups that there is significant need for additional federal funds for employment and training programs, as indicated on Table 8 (KW=.41, DF=2, Prob. =.815).

Another area where the differences were not statistically different related to the lack of sufficient federal funds available through JTPA to produce a competitive workforce (KW=.38, DF=2, Prob. =.826). The three groups did not statistically differ in their perception that there was no strong need for additional data to compare the effectiveness of JTPA programs offered by different Service Delivery Agencies (KW=.31, DF=2, Prob. =.856). Mean scores of 2.541 for the Governors' JTPA Liaisons, 2.676 for the SJTCC chairpersons, and 2.535 for the PIC chairpersons were reported in answer to this question. All three groups were in agreement that higher placement or success rates would result if initial comprehensive assessment were used (KW=.22, DF=2, Prob. =.896), as presented in Table 8.

Table 9 identifies the agencies for collection, maintenance and reporting of data on JTPA programs. Included are statistical tests with frequency across groups and Kruskal-Wallis evaluation. The agency that was most frequently identified was the United States Department of Labor/Employment and Training Administration.

TABLE 8

THE ROLE OF JTPA IN BUILDING A COMPETITIVE
WORKFORCE: PERCEPTIONS OF GOVERNORS'
JTPA LIAISONS, STATE JOB TRAINING
COORDINATING COUNCIL CHAIRPERSONS,
AND SAMPLE OF PRIVATE INDUSTRY
COUNCIL CHAIRPERSONS

Mean and (Standard Deviation)

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
Sufficient federal funds are available through JTPA to produce a competitive workforce in my state	4.16 (1.06)	4.17 (1.02)	3.95 (1.21)
Sufficient state funds are available through JTPA to produce a competitive workforce in my state	4.40 (0.92)	4.23 (0.89)	4.07 (1.14)
Federal JTPA regulations and policies provide sufficient flexibility for states to administer JTPA programs effectively in my state	3.29 (1.17)	3.47 (1.10)	3.32 (1.16)
There should be increased state control over how federal JTPA dollars are spent	1.97 (0.83)	2.17 (1.16)	3.46** (1.43)
Program quality and effectiveness within the JTPA system can be enhanced or achieved by allocating a larger proportion of funds to those individuals who are "hardest to serve"	2.48 (1.09)	2.91 (1.26)	2.81 (1.31)
Program quality and effectiveness within the JTPA system can be enhanced or achieved	3.32 (1.18)	2.88 (1.14)	2.62** (1.17)

TABLE 8 (Continued)

	GL	SJTCC	PIC
by allocating a larger proportion of funds to those individuals who are "in need of less extensive training services			
Program quality and effectiveness within the JTPA system can be enhanced by allocating a larger proportion of funds to those individuals who are already "moderately skilled"	3.45 (1.21)	3.20 (1.17)	3.00* (1.00)
The criteria needed for measuring the effective return on investment of JTPA funds presently exist within my state's JTPA data collection system	2.94 (1.10)	2.50 (1.21)	2.53 (1.05)
I believe that "creaming" is appropriate for program success	4.05 (0.62)	3.67 (1.29)	3.69 (1.14)
Personal data should be collected for measuring the effectiveness of JTPA program participants	2.48 (1.09)	2.14 (0.78)	2.30 (0.91)
More accountability throughout the JTPA system is needed to promote achievement of outcomes for program participants	2.62 (1.21)	2.82 (1.35)	2.95 (1.23)
Additional data to compare the effectiveness of JTPA programs offered by different service delivery agencies are needed	2.54 (1.04)	2.67 (1.12)	2.53 (0.96)
Potential program participants should undergo a comprehensive assessment to determine their ability to successfully complete occupational training	1.48 (0.50)	1.79 (0.91)	1.74 (0.79)

TABLE 8 (Continued)

	GL	SJTCC	PIC
Higher placement or success rates will result if initial comprehensive assessment is used	1.83 (0.68)	1.94 (0.85)	1.95 (0.84)
Federal dollars should be provided for comprehensive assessment	1.62 (0.63)	1.73 (0.66)	1.79 (0.80)
If comprehensive student assessment is mandated without accompanying federal funds, more individuals will be denied JTPA program	2.13 (0.82)	1.82 (0.75)	1.79** (0.83)

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council chairperson; PIC = Private Industry Council chairperson

* = Kruskal-Wallis Significant at .1

** = Kruskal-Wallis Significant at .05

TABLE 9

APPROPRIATE AGENCIES FOR THE COLLECTION,
MAINTENANCE AND REPORTING OF DATA
REGARDING EFFECTIVENESS OF
JTPA PROGRAMS

(Frequency of Answer)

Question 12: Additional data to compare the effectiveness of JTPA programs offered by different Service Delivery Agencies are needed:

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
If "STRONGLY AGREE" or "AGREE" to Question 12, please identify the appropriate agency or agencies to collect, maintain, and report this data			
a. U.S. Dept. of labor/employment and training administration	1	0	5
b. Agency designated by the governor to oversee JTPA	11	9	3
c. Local service delivery area private industry council	3	4	8
d. Other, please specify	1	2	3
a and b	0	2	0
a and c	2	0	3
a, b, and c	1	1	2
b and c	3	0	2
No answer	15	16	17

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council Chairperson; PIC = Private Industry Council Chairperson

Perceptions of Community College Involvement
in JTPA Policy Development

The second section of the survey queried respondents' perceptions of community college involvement in JTPA policy development. Statistically significant differences between the three groups were reported on three questions. The SJTCC chairpersons perceived themselves as promoting participation by community colleges in JTPA funded programs at a higher mean than both the Governor's JTPA Liaisons and the PIC chairpersons (KW=7.73, DF=2, Prob. =.021) (Table 10). Similarly, the SJTCC chairpersons also perceived that they purchased more JTPA services from community-based organizations than community colleges, while in contrast, the Governors' JTPA Liaisons and PIC chairpersons did not (KW=6.5, DF=2, Prob. =.039) (Table 10).

Community-based organizations have been well represented on the local Private Industry Councils according to the SJTCC chairpersons. Again, the PIC chairpersons and the Governors' JTPA Liaisons did not perceive the same level of participation as did the SJTCC chairpersons, as indicated in Table 10 (KW=5.95, DF=2, Prob. =.051).

TABLE 10

GOVERNORS' JTPA LIAISONS PERCEPTIONS OF
COMMUNITY COLLEGE INVOLVEMENT IN
JTPA POLICY DEVELOPMENT

Mean and (Standard Deviation)

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
Current federal law promotes community college participation in JTPA	2.48 (0.80)	2.70 (0.90)	2.60 (0.95)
Current U.S. Department of Labor regulations promotes community college participation in JTPA	2.64 (0.85)	2.73 (0.86)	2.53 (0.93)
My State Job Training Coordinating Council promotes community college Participation	2.29 (0.90)	2.00 (0.81)	2.58** (0.95)
Local Private Industry Councils in my state promote community college participation in JTPA	2.21 (0.82)	2.14 (0.82)	2.39 (1.02)
Community-based organizations are presently well represented on the State Job Training Coordinating Council (SJTCC) in my state	2.16 (0.76)	2.17 (0.90)	2.44 (0.95)
Community colleges are presently well represented on the State Job Training Coordinating Council (SJTCC) in my state	2.40 (1.04)	2.29 (1.14)	2.39 (1.02)
Since the creation of JTPA in 1982, my state's SJTCC has purchased more JTPA services from community-based organization than community colleges	3.16 (1.09)	2.58 (0.98)	2.97** (0.98)

TABLE 10 (Continued)

	GL	SJTCC	PIC
Community colleges are presently well represented on the local	2.16 (0.80)	2.35 (0.88)	2.20 (0.88)
Private Industry Councils in my state Number of respondents (N)	37	34	43
Community-based organizations have been well represent on the local Private Industry Councils in my state	2.13 (0.71)	1.88 (0.80)	2.04** (0.61)
Since the creation of JTPA in 1982, my state's local Private Industry Councils have purchased more JTPA services from community-based organizations than community colleges	2.97 (1.16)	2.52 (1.05)	2.76 (1.04)
It is my perception that community-based organizations are more effective than community colleges in delivering JTPA funded services	3.24 (1.06)	3.23 (0.74)	3.11 (1.09)
Studies I have seen show that community-based organizations are more effective in delivering JTPA funded services than community colleges	3.05 (0.94)	3.14 (0.70)	3.30 (0.96)

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council chairperson; PIC = Private Industry Council chairperson
 * = Kruskal-Wallis Significant at .1
 ** = Kruskal-Wallis Significant at .05

Related Human Resource Development Issues

The third section of the survey assessed Governors' JTPA Liaisons, SJTCC chairpersons, and PIC chairpersons regarding perceived linkages to educational institutions delivering related services to employment and training, as well as to five selected human resource development programs. A statistically significant difference was noted between the three groups in regard to one of the five programs provided on the survey ($KW=5.18$, $DF=2$, $Prob. =075$). The PIC chairpersons felt that JTPA was better linked to the employee education benefits than did the Governors' JTPA Liaisons and SJTCC chairpersons (Table 11).

All three groups felt that JTPA was well linked to public community, junior and technical colleges ($KW=.40$, $DF=2$, $Prob. =.820$). The response means for the Governors' JTPA Liaisons, the SJTCC chairpersons, and the PIC chairpersons were 1.946, 2.088, and 2.093, respectively. The three groups did not differ significantly in their agreement that the JTPA programs were well-linked to agencies delivering vocational/technical education programs ($KW=.12$, $DF=2$, $Prob. =.941$). The response means for the Governors' JTPA Liaisons, SJTCC chairpersons, and PIC chairpersons were 1.919, 1.882 and 1.837, respectively (Table 11).

TABLE 11

LINKAGES TO EDUCATIONAL INSTITUTIONS AND OTHER
SELECTED HUMAN RESOURCE DEVELOPMENT PROGRAMS

Mean and (Standard Deviation)

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
JTPA-funded programs are well-linked to the following educational institutions:			
PUBLIC HIGH SCHOOLS	2.16 (0.86)	2.41 (1.15)	2.51 (0.98)
PUBLIC COMMUNITY, JUNIOR, AND TECHNICAL COLLEGE	1.94 (0.52)	2.08 (1.02)	2.09 (0.78)
PROPRIETARY INSTITUTIONS	3.16 (0.89)	3.05 (1.07)	3.25 (0.95)
COMMUNITY-BASED ORGANIZATIONS	2.00 (0.40)	2.05 (0.85)	2.11 (0.58)
JTPA-programs are well-linked to the following Human Resource Development agencies:			
VOCATIONAL REHABILITATION (VR)	2.64 (0.91)	2.70 (1.11)	2.48 (1.12)
AFDC	1.94 (0.78)	1.97 (0.71)	2.16 (0.92)
EMPLOYEE EDUCATIONAL BENEFITS	3.32 (0.70)	2.97 (1.00)	2.86** (0.99)
ADULT EDUCATION	2.27 (0.90)	2.14 (0.98)	2.34 (0.84)
VOCATIONAL/TECHNICAL EDUCATION	1.91 (0.86)	1.88 (0.84)	1.83 (0.81)
Data used to measure JTPA program effectiveness in my state should be based on the information	2.40 (1.06)	2.88 (1.25)	2.62 (1.07)

TABLE 11 (Continued)

	GL	SJTCC	PIC
available and data collected by other state agencies			
Sufficient oversight of JTPA and other human resource Develop- ment related programs is provided by the legislature in my state	2.83 (0.92)	2.79 (1.12)	2.72 (1.26)

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council chairperson; PIC = Private Industry Council chairperson
 * = Kruskal-Wallis Significant at .1
 ** = Kruskal-Wallis Significant at .05

Professional Development Opportunities for Employment and Training Staff

In response to professional development opportunities, 31 of 37, or 83.78 percent, of the Governors' JTPA Liaisons reported dissatisfaction with the existing professional development services for staff delivering employment and training programs. Conversely, the State Job Training Coordinating Council (SJTCC) and Private Industry Council (PIC) chairpersons indicated satisfaction with existing professional development programs for staff delivering JTPA services, with reported rates of 52.94 percent and 60.46 percent respectfully. All three groups indicated interest

in an on-going series of professional staff development programs dealing with operational, regulatory, and other pertinent issues affecting the field of employment training (Table 12).

TABLE 12
 PROFESSIONAL DEVELOPMENT OPPORTUNITIES
 FOR EMPLOYMENT AND TRAINING STAFF
 (Frequency Table of Selection)

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
Are you satisfied with the existing professional development services for your employment and training professional staff	YES-6 NO-6	YES-16 NO-16	YES-26 NO-17
Would you and/or your staff be interested in an on-going series of professional staff development programs dealing with operational, regulatory, and other pertinent issues affecting the field of employment and training	YES-35 NO-2	YES-27 NO-4	YES-37 NO-5

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council Chairperson; PIC = Private Industry Council Chairperson. Some Respondents did not answer all the questions, therefore the survey N may be higher.

Twenty-six of the 37, or just over 70 percent, responding Governors JTPA Liaisons indicated an interest in professional development degree programs leading to associate, baccalaureate, masters and doctoral degrees in employment/training and adult literacy. This compared to 16 of the 34, or about 47 percent, of the SJTCC chairpersons, and 22 of the 43, or about 51 percent of the PIC chairpersons (Table 13). Thus, the interest indicated by Governors' JTPA Liaisons in professional degree programs was higher than that indicated by SJTCC and PIC chairpersons. The expressed interest for the doctoral degree in employment/training and adult literacy programs was higher for Governors' JTPA Liaisons than for the other two groups, though this group expressed greater interest in lower degrees than the doctorate (Table 13).

All three groups indicated a desire for staff development programs (Tables 14, 15). The most desired method of delivering staff development programs was indicated as "other" on the survey. In the comments section the respondents most frequently indicated they preferred two or three day national-level conferences or workshops.

TABLE 13

PROFESSIONAL EDUCATIONAL STAFF
DEVELOPMENT DEGREE PROGRAMS
IN EMPLOYMENT/TRAINING

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
Would you be interested in professional development degree programs in employment/training and adult literacy	YES-26 NO-10	YES-16 NO-15	YES-22 NO-16
ASSOCIATE DEGREE	YES-16 NO-4	YES-9 NO-5	YES-17 NO-6
BACCALAUREATE DEGREE	YES-19 NO-2	YES-11 NO-4	YES-10 NO-8
MASTERS DEGREE	YES-23 NO-1	YES-8 NO-3	YES-8 NO-10
DOCTORAL DEGREE	YES-12 NO-9	YES-5 NO-7	YES-2 NO-13

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council chairperson; PIC = Private Industry Council chairperson. Some Respondents did not answer all the questions, therefore the survey N may be higher.

TABLE 14

PREFERRED METHOD FOR DELIVERY OF PROFESSIONAL
STAFF DEVELOPMENT PROGRAMS

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
(If "YES" to question 75) what would be your preferred method for the delivery of said programs (Rank 1 through 5, 1=first choice)			
OTHER, (Please Specify)	1st	1st	1st
TWO-DAY STATEWIDE WORKSHOPS	2nd	4th	5th
ONE-DAY REGIONAL WORKSHOPS	3rd	3rd	4th
WRITTEN REPORTS	4th	2nd	2nd
TELECONFERENCING	4th	5th	3rd

Note. GL = Governors' JTPA Liaison; SJTCC = State Job
Training Coordinating Council chairperson;
PIC = Private Industry Council chairperson

TABLE 15

ON-GOING PROFESSIONAL STAFF DEVELOPMENT PROGRAMS

	GL	SJTCC	PIC
Number of respondents (N)	37	34	43
What do you use as your primary on-going source for professional development Program/services from your staff (Rank them 1 through 4, 1=first choice)			
IN-HOUSE STAFF DEVELOPMENT	1st	2nd	2nd
OTHER:(Please specify)	2nd	1st	1st
WORKSHOPS/SEMINARS DELIVERED	3rd	3rd	3rd
WORKSHOPS/SEMINARS DELIVERED VIA LOCAL COMMUNITY COLLEGES, COLLEGES OR UNIVERSITIES BY PRIVATE BUSINESS	4th	3rd	3rd

Note. GL = Governors' JTPA Liaison; SJTCC = State Job Training Coordinating Council chairperson; PIC = Private Industry Council chairperson

Sources of Information on JTPA

Policy and Selected Issues:

Governors' JTPA Liaisons

Governors' JTPA Liaisons were asked in this section of the instrument to identify organizations and primary, on-going sources of information on which they relied for guidance regarding JTPA policies and issues, as well as

their perceptions regarding the expenditure of funds that are required by the Act to be spent for state education activities.

A majority of the 37 responding Governors' JTPA Liaisons relied on the following organizations for guidance on appropriate JTPA policy and issues:

American Federation of Labor-Congress of Industrial Organizations (AFL-CIO),
Employment and Training Reporter,
Interstate Conference on Employment Security Agencies,
National Alliance of Business,
National Association of Counties,
National Association of Private Industry Councils, and
National Governors Association (Table 16).

Only a minority of the Governors' JTPA Liaisons looked to the following organizations as significant sources of information on JTPA policy:

American Society for Training and Development,
Education Commission of the States,
National Urban League,
United States Chamber of Commerce, and
United Conference of Mayors (Table 16).

More than three out of every four Governors' JTPA Liaisons responded that they relied upon the National Governors Association (36 out of 37) and the National Alliance for Business (29) for guidance regarding appropriate JTPA policy and issues, followed by the Employment and Training Reporter (27) (Table 16).

When asked to rank order their top seven primary on-going sources of information on JTPA, the publications of the U.S. Department of Labor were ranked first, followed by the publications of the National Alliance of Business.

TABLE 16

ORGANIZATIONS GOVERNORS' JTPA LIAISONS RELY ON
FOR GUIDANCE REGARDING JTPA POLICY AND ISSUES

n (%)

Number of Respondents N=37	YES	Percent
NATIONAL GOVERNORS ASSOCIATION	36	97%
NATIONAL ALLIANCE OF BUSINESS	29	78%
EMPLOYMENT AND TRAINING REPORTER	27	73%
NATIONAL ASSOCIATION OF PRIVATE INDUSTRY COUNCILS	24	65%
A.F.L.-C.I.O	24	65%
INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES	22	60%
NATIONAL ASSOCIATION OF COUNTIES	21	57%
COMMITTEE ON ECONOMIC DEVELOPMENT	14	38%
NATIONAL CONFERENCE OF STATE LEGISLATORS	9	24%
EDUCATION COMMISSION OF THE STATES	8	22%
UNITED STATES CONFERENCE OF MAYORS	7	19%
NATIONAL LEAGUE OF CITIES	5	13%
AMERICAN SOCIETY FOR TRAINING AND DEVELOPMENT	5	14%
UNITED STATES CHAMBER OF COMMERCE	3	.08%
NATIONAL URBAN LEAGUE	1	.02%

Publications of the National Governors Association and the Employment and Training Reporter were ranked tied at third by the Governors' JTPA Liaisons (Table 17).

TABLE 17

PRIMARY, ON-GOING SOURCES OF INFORMATION ON JTPA OF GOVERNORS' JTPA LIAISONS, IN RANK ORDER (1-7)

N=37

What do you use as your primary on-going source for information about JTPA. (Rank them 1 through 7, 1=first Choice)

U.S. DEPT. OF LABOR BULLETINS/ ADVISORIES/MEMORANDUMS	1st
NATIONAL ALLIANCE FOR BUSINESS CURRENTS/TECHNICAL REPORTS	2nd
FEDERAL REGISTER	3rd (tie)
EMPLOYMENT AND TRAINING REPORTER	3rd (tie)
OTHER/PLEASE SPECIFY	5th
VOCATIONAL TRAINING NEWS	6th
AMERICAN VOCATIONAL ASSOCIATION	7th
AMERICAN SOCIETY FOR TRAINING AND DEVELOPMENT PUBLICATIONS	8th

In response to whether the "8 percent" federal monies which by law must go to educational institutions for state

education coordination were prioritized to favor community colleges, 29 of 37 Governors' JTPA Liaisons (76.32%) responded in the negative. Just 3 of the 37 Governors' JTPA Liaisons responded that over 75 percent of the "8 percent" funds went to community colleges in their respective states. When asked if the current "8 percent" educational funds standard should remain as part of state JTPA plans, 21 of the 38 Governors' JTPA Liaisons (55.26%) responded in the affirmative (Table 18).

The various programs funded by the Job Training Partnership Act are presented in Table 19, accompanied with four preferential responses (community-based organizations, community colleges, both, or indifferent/not sure). For the majority of the JTPA-funded programs, the Governors' Liaisons answered "indifferent/not sure," as to which was the best organization to provide JTPA services/contracts. For none of the JTPA-funded programs were community colleges seen as the best organization to deliver JTPA services, including delivering training services to economically disadvantaged adults. Governors' JTPA Liaisons who expressed a preference felt that community-based organizations (18 responses) were the best organization to deliver youth and employment training services under Title IIB of the JTPA Act, as opposed to one responding community colleges. Of those Governors' JTPA Liaisons expressing a preference, most felt that community-based organizations were better at providing services under the Native American

and Migrant Workers programs funded by JTPA. Community colleges were favored over community-based organizations for those Governors' JTPA Liaisons expressing a preference regarding the delivery of JTPA-funded Economic Dislocation and Workers Adjustment Assistance Program as well as Trade and Adjustment Assistance, though nearly as many for both programs responded "both" (Table 19).

TABLE 18

GOVERNORS' JTPA LIAISONS PERCEPTIONS OF JTPA-MANDATED
"8 PERCENT" FUNDING FOR STATE COORDINATION OF
EDUCATIONAL SERVICES: FREQUENCY OF REPLY

N=37	YES	NO
Are the 8% federal monies, which are to go to educational institutions for state education coordination prioritized to favor community colleges	8	29
If "YES" to Question 57, please circle the estimated percentage of the 8% monies allocated to community colleges in your state:		
A. 0-15	2	
B. 16-25%	2	
C. 26-50%	2	
D. 51-75%	1	
E. 76% AND ABOVE	3	
F. NO/DO NOT KNOW	26	
Should the current 8% educational funds remain as part of state's funding requirements	21	16

TABLE 19
 PERCEPTIONS OF GOVERNORS' JTPA LIAISONS OF
 COMMUNITY COLLEGE DELIVERY OF
 JTPA SERVICES

(Frequency Table of Selection)

N=37	CBO	CC	B	I
Please review the following titles under the Job Training Partnership Act of 1982, and identify which organization(s), in your opinion, would be the best organization to provide JTPA services/contracts.				
TITLE IIA (ECON. DISADV ADULTS)	5	2	2	19
TITLE IIB (YOUTH & EMP. TR.)	18	1	7	11
TITLE III (EDWAA)	4	9	14	10
(TAA)	2	10	9	16
(WARN)	4	6	9	18
TITLE IV, PART A NATIVE AMERICAN	10	2	8	17
TITLE IV, PART MIGRANT WORKERS	13	2	7	15
TITLE IVB (JOB CORPS)	7	3	7	20
TITLE IVC (VETERANS)	4	8	12	13
TITLE IV, PART D	2	2	13	20
TITLE V	4	0	15	18

NOTE. CBO = Community Based Organizations; CC = Community Colleges; B = Both; I = Indifferent\Not Sure.

CHAPTER IV

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

This study assessed community college participation in the Job Training Partnership Act (JTPA) programs through three separate yet interconnected lines of analysis. The first line of analysis was to review the literature related to employment and training with special emphasis on the literature relating to community colleges. This review was presented in Chapter 2 of this study. The second line of analysis was to review a representative sample of the JTPA plans of the fifty states. The third focus of analysis was to survey the Governors' JTPA Liaisons and State Job Training Council (SJTC) chairpersons of the fifty states, and a representative sample of the 606 Private Industry Council (PIC) chairpersons from across the country.

To accomplish the second line of analysis, a letter was sent to the Governors' JTPA Liaisons of each of the fifty states requesting the plans for the most recent year available. These state plans, which by law must be submitted to the United States Department of Labor Employment and Training Administration, provide the goals, program design and delivery modes and evaluation of the

state's objectives with regard to JTPA. Specific references in the state JTPA plans that mentioned community college involvement were noted.

To accomplish the third line of analysis, three different groups were surveyed: Group I consisted of the fifty states' Governors' JTPA Liaisons; Group II consisted of the State Job Training Coordinating Council (SJTCC) chairpersons of the fifty states; and Group 3 consisted of a representative sample of the nation's 606 Private Industry Council (PIC) chairpersons.

Findings

The study was designed to answer the research questions listed in Chapter I:

Question 1: Does federal law (or the Act), existing United States Department of Labor program regulations, and reports from various federally constituted commissions, councils and advisory groups, suggest, promote, direct, or otherwise speak to involvement by community colleges in JTPA?

The JTPA (P.L. 97-300) law of 1982, mentions "postsecondary education" as defined in section 481(a)(1) of the Higher Education Act of 1965, as amended. The Act does, however, provide a detailed, in-depth definition of what constitutes "community-based organizations." That institutions of postsecondary educational institutions or, more specifically, community colleges should be utilized to

their fullest potential is not made clear in the Act.

A review of the 22 laws, commission reports, government program audits, advisory reports and testimony and reports from Congress reviewed for this study revealed that a void does exist regarding community college involvement in JTPA policy development at the federal level. Under the Act and subsequent amendments, the National JTPA Advisory Council and the National Commission on Employment Policy were created to provide guidance on employment and training policy. No community college affiliations were listed alongside the officials noted as serving on either of these two bodies. This fact was further evidenced upon reviewing the state JTPA plans obtained, and finding the term "community college" mentioned in only 15 of the 38 received.

Question 2: Do studies on program effectiveness completed by the organizations of elected officials, suggest, direct, or otherwise speak to community college involvement in JTPA?

Letters were sent to a number of organizations of elected officials for this study. The best information on JTPA came from the National Conference on State Legislators (NCSL). None of the NCSL information received spoke to community college involvement in JTPA in specific terms, but rather focused on the role of the legislature and its relationship with the Governors' JTPA Liaisons and the State Job Training Coordinating Councils. The NCSL reports also urged state legislatures to receive the state JTPA plans and

to provide legislative oversight of federal flow-through JTPA monies.

Question 3: What is the perception of Governors' JTPA Liaisons regarding: (a) the role of JTPA in building a competitive workforce; (b) community college involvement in JTPA policy development; (c) related human resource development issues; (d) community college delivery of JTPA services; and (e) the source(s) of information relied upon for information on JTPA and related human resource issues?

The survey of the Governors' JTPA Liaisons, which produced a 74 percent response rate (37 out of 50), demonstrates that Governors' JTPA Liaisons strongly support the increased expenditure of federal funds to produce a competitive American workforce. Governors' JTPA Liaisons felt that there should be increased state control over the expenditure of federal JTPA dollars.

The Governors' JTPA Liaisons responded that JTPA programs in their states were well-linked to community colleges. They also responded that community-based organizations (CBOs) are not more effective than community colleges in delivering JTPA services, and that community colleges are not more effective than CBOs.

The responses of the Governors' JTPA Liaisons indicated that JTPA programs in their states were well-linked to public high schools, public community, junior and technical colleges and CBOs. They did not feel that JTPA was well-

linked to proprietary institutions. The Governors' JTPA Liaisons indicated that the existing information the states collect on related human service programs should be available to assist in measuring JTPA program effectiveness (e.g., food stamps, AFDC, adult education and unemployment insurance).

In response to their perception as to which organization would be the best to provide the various programs under JTPA, the most frequent response was "indifferent." However, the Governors' JTPA Liaisons indicated that the CBOs were a better fit for youth and employment training, as well as training for Native Americans and Migrant Workers under Title IV of the Act, Parts A and B.

The Governors' JTPA Liaisons look very strongly to the National Governors Association and the National Alliance for Business as sources of information for JTPA policy. The next two most commonly cited sources of information on JTPA policy were the Employment and Training Reporter and the Federal Register. Sources of information on JTPA policy of lesser value were the American Society for Training and Development, the Education Commission of the States, the National Conference of State Legislators, the National Association of Counties, the National League of Cities, and the National Urban League.

State Perspective

Question 1: What is the perception of State Job Training Coordinating Council chairpersons regarding the following issues related to community college involvement in JTPA funded programs: (a) the role of JTPA in building a competitive workforce, (b) community college involvement in JTPA policy development, (c) related human resource development issues, and (d) community college delivery of JTPA services.

Like the Governors' JTPA Liaisons, the SJTCC chairpersons indicated strong support for increased funds for JTPA from both the state and federal governments in order to produce a more competitive American workforce. In addition, the SJTCC chairpersons indicated that there is little flexibility in policies and regulations governing the expenditure of JTPA funds at the state level.

Regarding program success, the issue of "creaming," the practice of serving those who would be more likely placed in a job, the SJTCC chairpersons indicated that creaming should not be considered appropriate in measuring program success. They also indicated that program participants should undergo a comprehensive assessment to determine their ability to complete occupational training successfully, because without comprehensive student assessment, coupled with accompanying federal funds, more individuals would be denied JTPA program opportunities.

The SJTCC chairpersons reported that there is a

slightly larger number of CBO representatives on State Job Training Coordinating Councils than representatives from community colleges. The SJTCC chairpersons indicated that CBOs are not any more effective in providing JTPA funded services than community colleges, and vice versa. The SJTCC chairpersons responded that JTPA programs were well-linked with public educational institutions, including public community, junior and technical colleges. They also strongly believed that vocational/technical educational programs were closely linked to JTPA programs.

Local Perspective

Question 1: What is the perception of local Private Industry Council Chairpersons regarding the following issues related to community college involvement in JTPA funded programs: (a) the role of JTPA in building a competitive workforce, (b) community college involvement in JTPA policy development, (c) related human resource development issues, and (d) community college delivery of JTPA services.

The PIC chairpersons indicated that additional federal and state funds were necessary if JTPA was to produce a competitive workforce. They also reported that there is not enough flexibility in the federal JTPA regulations for the states to administer JTPA programs. The PIC chairpersons indicated that the "creaming" is not an appropriate measure for program success.

PIC Chairpersons reported that there should be a comprehensive assessment to determine an individual's ability to complete occupational training successfully. The PIC chairpersons also believed that if there is mandated federal comprehensive assessment of JTPA program participants, then sufficient federal funds should be made available for this purpose.

The PIC chairpersons indicated that community colleges as well as community-based-organizations were well represented on the local PICs. They viewed linkages between JTPA and local public high schools and public community, junior and technical college as being strong.

Review of the State JTPA Plans

Of the 38 state JTPA plans that were returned and reviewed for this study, 15 or 39 percent indicated community college linkages to JTPA funded programs. However, 23 of the state JTPA plans, or 61 percent, did not highlight community colleges. In view of this finding, it is apparent that the majority of states do not utilize community colleges as a primary delivery agent for JTPA services.

Conclusions

One of the strengths of the Job Training Partnership Act appears to be the rich knowledge base of experience regarding employment and training programs possessed by key policymakers such as the Governors' JTPA Liaisons, the State Job Training Coordinating Council chairpersons, and the Private Industry Council chairpersons. The average number of years of experience in employment and training programs for the Governors' JTPA Liaisons was just over 12 years; for the other two groups the average was just over 9 years. All three groups indicated that they had been in their current positions for about 4.5 to 5 years. This type of experience coupled with what appears to be a strong commitment toward maintaining, and more importantly, improving JTPA funded services, was sensed throughout the study. Supporting this view were the comments on the surveys, the cover letters that accompanied them, the cover letters accompanying the 38 returned JTPA plans and personal telephone contacts.

In addition to the commitment toward JTPA by the three groups surveyed and the personal contacts made during this study, it was obvious that more federal dollars are needed at the grass-roots level to support employment and training programs. If the objective as stated in the JTPA law is to prepare youth and unskilled adults to enter into the labor force and to afford job training to those economically disadvantaged, then there must be a greater infusion of funds to invest in training for those truly needy and

eligible under program guidelines. As indicated by one of the respondents, "placement" can be a very misleading term. This particular respondent pointed out that without the appropriate information from an individual/client up-front at the beginning of the process, placement may be difficult if not impossible.

The federal government plays a vital role in our nation's employment and training system. The key to America's success if not its survival in the 21st century must surely rest with our greatest resource, our human resource. As stated in a 1991 joint publication of the Association of Community College Trustees (ACCT) and the American Association of Community and Junior Colleges (AACJC):

If productivity continues to falter, we can expect one of two futures. Either the top 30 percent of our population will grow wealthier while the bottom 70 percent becomes progressively poorer or we all slide into relative poverty together.

(ACCT and AACJC, 1991, p. 2)

The perceptions of various policymakers are extremely important to any federal program, especially to those programs that carry high visibility. The Job Training Partnership Act is a highly visible program that has many complexities, including the implementation, program structure and reporting procedures. Given the JTPA law, which allows states literally to design and implement JTPA training within their borders, it follows that program success or failure lies in the hands of the states. Under JTPA, at least as much responsibility for the nation's

employment and training system lies at the state and local levels as it does at the federal level. The scarcity of data being collected to evaluate JTPA funded employment and training programs was well documented by the General Accounting Office, and supported by documents from other organizations including the National Conference of State Legislators.

Recommendations

Recommendation 1: National and regional workshops stressing professional development activities would be advantageous to all components of the JTPA delivery system. Also, utilization of the National Governors Association for sharing and comparing of ideas as to how the JTPA program has been or could be streamlined and enhanced in other states would be a definite improvement. With this type of dialogue between the state governors, perhaps a more active and unified direction would result enhancing cohesive programming nationwide with regard to the JTPA program. This is not to say that all states need identical programming but rather to suggest that a shared concern for a common goal is desirable. The JTPA program would, in turn, benefit from the increased nationwide visibility and camaraderie between states. In addition, decreasing bureaucratization and the elimination or reduction of unnecessary paperwork is advantageous so that administrative costs do not overshadow the true purpose of JTPA programs-

to serve clients. Along with this, improving and continually monitoring the fiscal operations of JTPA is essential.

Recommendation 2: Within the current framework of the JTPA law, flexibility and local control should be emphasized so that effective programs are delivered. The establishment of professional development programs for employment and training staff by organizations such as NETWORK, with the intent of developing state or regional development training centers, should be considered. The PIC chairpersons responding to the survey noted that two or three day workshops for staff development would also enhance JTPA program delivery at the local and state levels. It appears that staff turnover is a concern of local PIC chairpersons. On-going professional development would logically produce increased stability of personnel with less staff turn-over, which would enhance JTPA program delivery and accountability at both the local and state levels.

Recommendation 3: The perceived need for drug testing prior to entry into JTPA-sponsored training and/or retraining was not only an expressed concern among PIC chairpersons, but also amplifies a growing concern for a very serious societal problem. The legal ramifications of this type of concern should be examined and/or considered as close to the local level as possible, such that local autonomy is maintained.

Recommendation 4: There is a general need for better

coordination of federally-funded human resource programs, including employment and training programs such as JTPA. This recommendation flows from the discrepancy found between the perceptions of key policymakers noted in this study, as well as the philosophy of decentralization which characterizes the nation's employment and training system under JTPA. The Governors' JTPA Liaisons strongly felt that data from other related human resource agencies, including AFDC and food stamps, should be considered. Just because bureaucrats are talking in Washington does not mean they are talking in the capitols of the states, to effectuate effective planning and delivery of services. At the state level, governors and state legislatures can call for panels to assess the coordination of JTPA to other human resource and related educational programs to promote effective service delivery.

Further Study

1. A study is needed to review issues related to the reporting of data for JTPA programs. If there is to be any truly effective nationwide coordination of employment and training programs, a national data base that measures comparable JTPA programs across Service Delivery Areas is essential.

2. National, regional, statewide and local studies are needed to evaluate the impact provided by JTPA programs delivered through educational institutions, especially when

compared to that provided by other entities including community-based-organizations.

3. A future study is recommended to evaluate mission statements of the various states regarding JTPA, and measure the effectiveness of said program. This study could include a review of oversight provided by state legislatures of employment and training programs, including JTPA.

4. Additional research should be conducted regarding the development of effective professional programs for employment and training professionals.

5. The JTPA program assumes that locally-based individuals from the private sector understand best what local training needs are. Additional study is needed to evaluate the knowledge of newly appointed local PIC members.

6. A study needs to be made on the perceptions of a representative sample of community college presidents whose institutions are involved with JTPA-funded training programs. This study could measure their perceptions as compared to those of the Governors' JTPA Liaisons, State Job Training Coordinating Council chairpersons, and Private Industry Council chairpersons provided in this study.

7. A study needs to be made on the perceptions of community college presidents whose institutions are not involved with JTPA-funded training programs and find out why they choose not to participate in JTPA.

8. A study needs to be made that evaluates exactly what constitutes JTPA program effectiveness. This study could

include issues like "creaming" (the practice of serving those among the population that would be more likely placed in a job), and other issues related to program success.

In conclusion, it would seem apparent that one of the greatest assets that the federally-funded JTPA programs enjoys would be the many years of experience key state and local policymakers possess. Several of the respondents surveyed for this study have been involved in employment and training programs even prior to the enactment of JTPA in 1982. Another apparent asset would be the high level of interest and desire on the part of key state and local policymakers to maintain and continue a strong and viable federal welfare-to-work training program in our country. As with any federally funded program there are many complexities relating to the implementation, as well as procedural guidelines that must be exercised and followed.

In its present form, the JTPA program will continue to be uniquely tailored to the needs of each of the fifty states. Community college leaders need to recognize these realities as they seek to expand opportunities for active institutional participation in workforce development. It becomes essential for JTPA and educational leaders to work together in developing and enhancing programs such as JTPA which are critical to America's economic future.

A SELECTED BIBLIOGRAPHY

- Ahles, K. A. (1987). "An Analysis of Training and Development for Area Manufacturers: Marketing Strategies for St. cloud AVTI (Minnesota)." (Unpub. Ed.D. Dissertation, University of Minnesota.)
- Albert, C. with D. Goble. (1990). Little Giant, The Life and Times of Speaker Carl Albert; Norman, OK: University of Oklahoma Press.
- American Association of Community and Junior Colleges (1985-1987). Community, Junior, and Technical College Directory, Washington, DC: American Association of Community and Junior Colleges.
- Andersen, R. M. (1984). "A Partnership Model For Manpower Training (PIC,JTPA)." (Unpub. Ed.D. Dissertation, Columbia University Teachers College.)
- Association of Community College Trustees. (1991). Toward Human Resource Development. Washington, D.C.: Association of Community College Trustees.
- Ballantyne, C. E. (1985). "A Model for Community Colleges to Develop Business/Industry Linkages (Partnerships)." (Unpub. Ed.D., The University of Iowa.)
- Boyd-Beauman, F. K. (1985). "Community College Economic Development Activities in Selected State (Florida, Illinois, Arizona, South Carolina)." (Unpub. Ed.D. Dissertation, Southern Illinois University at Carbondale.)
- Brint, S. and J. Karabel. (1989). The Diverted Dream: Community Colleges and the Promise of Educational Opportunity in America, 1900-1985. New York, NY: Oxford Press.
- Burns, J. M. (1956). The Lion and the Fox, New York, NY: Harcourt, Brace and Janovich.
- Carey, M. L. (1985). How Workers Get Their Training. Washington, DC: U.S. Department of Labor, Bureau of Labor Statistics.

- Carnevale, A. P. and L. J. Gainer. (1989). The Learning Enterprise, Washington, DC: American Society for Training and Development and the United States Department of Labor.
- Carnevale, A. P. (1985). Jobs for the Nation: Challenges for a Society Based On Work. Alexandria, VA: American Society for Training and Development.
- Castle, N. K. (1989). "The Job Training Partnership Act: Policy and Program Directions. Initial Implementation Outcomes Based on the "Quick Turnaround" Data Segment of the Job Training Longitudinal Survey, October 1983 Through June 1986." (Unpub. Ed.D. Dissertation, Bryn Mawr College, The Graduate School of Social Work and Social Research.)
- Carter, James Earl, Jr. (1982). Keeping Faith: Memories of a President, New York, NY: Bantam Books.
- Choate, Pat. (1990). Agents of Influence. New York, NY: Random House.
- Chicago Tribune, Editorial, (December 23, 1984). "The Cost of Chronic Poverty".
- Clark, B. (1960). The Open Door College: A Case Study. New York, NY: McGraw-Hill.
- Clowes, D. A. and B. H. Levin. (1989). "Are Community Colleges Leaving Higher Education?" Journal of Higher Education, Vol. 69.
- Cohen, A. M. (1987). Community College Involvement in the Education of Adults: A Progress Report Submitted to the Carnegie Foundation for the Advancement of Teaching. Los Angeles, CA: Center for the Study of Community Colleges.
- Cohen, A. M. (1989). The American Community College. San Francisco, CA: Jossey-Bass.
- College Entrance Examination Board. (1985). Training by Contract: College Employer Profiles. New York, NY: College Entrance Examination Board, (ERIC Document Reproduction Service No. ED 239 524).

- Comprehensive Employment and Training Act of 1973. 87 Stat. P.L. 93-203, (December 28, 1973). (Approved in 1973, 1973, reauthorized and expanded in 1978, voided and otherwise superseded in 1982 with passage of the Job Training Partnership Act).
- Conklin, D. (April 23-23, 1987). Corporation-Community College Partnerships: High Technology Apprenticeship Training." Paper presented at the Annual Conference of the American Association of Community and Junior Colleges, Dallas, TX.
- Connor, W. A. (1984). Providing Customized Job Training Through the Traditional Administrative Organizational Model." In R.J. Kopecek and R. G. Clarke (Eds.), Customized Job Training for Business and Industry. New Directions for Community Colleges, No. 48. San Francisco, CA: Jossey-Bass.
- Currin, E. C., Jr., and Sullins, W. R. (1988). "The Community College's Role in Rural Economic Development." Community/Junior College Quarterly of Research and Practice, 12, 37-46.
- Currin, E. C., Jr. (1988). Involvement In Economic Development Activities by Small Rural Community Colleges." (Unpub. Ed.D. Dissertation, Virginia Polytechnic Institute and State University.)
- Day, P. R. Jr. (1985). In Search of Community Colleges Partnerships. Washington, DC: American Association of Community and Junior Colleges.
- Day, P. R., Jr. (1984). "Developing Customized Programs for Steel and Other Heavy Industries." In R. Kopecek and R. Clarke (Eds.), Customized Job Training for Business and Industry. New Directions for Community Colleges, no. 48. San Francisco, CA: Jossey-Bass.
- Day, P. R., Jr., and Rajasekhara, K. (1988). Keeping America Working: Profiles in Partnership. Washington, DC: American Association of Community and Junior Colleges.
- Deegan, W. L. and Drisko, R. (1985). "Contract Training: Progress and Policy Issues." Community, Technical, and Junior College Journal, 55 (6), 14-17.
- Dillman, Don A. (1978). Mail & Telephone Surveys: The Total Design Method. New York, NY: John Wiley & Sons.

Donnelly, H., (March 6, 1982). "Out of CETA's Ashes: New, Smaller Job Training Program Emerging to Help the Hard-Core Unemployed," Congressional Quarterly, 517-519.

Economic Dislocation and Work Adjustment Assistance Act of 1988. 102 Stat. 1524. P.L. 100-418, (August 23, 1988). (Section 6302 amended Title III of the Job Training Partnership Act, to provide for Section D, "Employment and Training for Dislocated Workers).

Family Support Act of 1988. 102 Stat. 2343. P.L. 100-485. (October 13, 1988).

Fiala, Gerard. (February 25, 1991). Keynote Address. "The Need for Active Involvement by Two-Year Colleges in the Employment and Training System." NETWORK 1991 Conference, "Towards a More Competitive America." Jacksonville, FL, (unpublished speech).

Freund, J. E., and Williams, F. J. (1972). Elementary Business Statistics: the Modern Approach. 2nd edition. Englewood Cliffs, NJ: Prentice-Hall.

Gainus, F., and others. (1987). Kansas Community Colleges Business/Industry Relationships Report, 1985-86 School Year. Topeka, KS: Kansas State Department of Education, (ED 276 485).

Gay, L. R. (1976, 1981). Educational Research. Columbus, OH: Charles E. Merrill Publishing Co.

Ghanatabadi, J., and Saylor, C. (1988). "Design and Delivery of Customized Training Programs for New and Expanding Business and Industry." Journal of Studies in Technical Careers, 10 (3), 250-58.

Glover, R. W., and Shelton, E. (1987). Alternance Training in Texas: A Preliminary Overview. Austin, TX: Center for the Study of Human Resources, University of Texas. (ED 285 010).

Green River Community College. (1986). Small Business Incubator Development Program Education & Training Center. Final Report. Auburn, WA: Green River Community College, (ED 281 005).

Gold, L.N., (1991). Campus Roadblock: How Federal Policies Make It Difficult for Adults To Go To College, Washington, DC: Public Policy Advocates.

- Griffin, W. A., Jr. (1984). "Factors in Linking Two-Year College Service with Apprenticeship Training." (Unpub. Ed.D. Dissertation, University of Arkansas.)
- Hamm, R., and Tolle-Burger, L. (1988). Doing Business With Business: A Handbook for Colleges Planning to Serve Commerce and Industry. Washington, DC: American Association of Community and Junior Colleges.
- Hanna, J., and others. (1989). Vocational Training for Economic Development: A Report on the Business/ Industry Relationships with Kansas Community Colleges and Area Vocational-Technical Schools, 1987-88 Academic Year. Topeka, KS: Kansas State Department of Education, Division of Community Colleges, (ED 303 228).
- Hagemeister, M. L. (1987). "Industry Based Instruction With Community College in Illinois." (Unpub. Ed.D. Disseration, Southern Illinois University at Carbondale.)
- Henry, W. B, (1985). "A Study of Community College Credit Programs Offered On Site at Business and Industry Locations." (Unpub. Ed.D. Dissertation, University of Colorado at Boulder.)
- Huck, S. W., Cormier, W. H., and Bounds, W. G. (1974). Reading Statistics and Research. New York, NY: Harper & Row.
- Illinois Community College Board. (1988). Illinois Community Colleges Mean Business. Fiscal Year 1988 Economic Development Grants: Annual Report. Springfield: Illinois Community College Board, (ED 304 167).
- Johnson, L. B., (1971). The Vantage Point: Perspectives of the Presidency 1963-1969, New York, NY: Holt, Rinehart and Winston.
- Katsinas, S. G., and Lacey, V. A. (1989). Community Colleges and Economic Development: Models of Institutional Effectiveness. Washington, DC: American Association of Community and Junior Colleges.
- Katsinas, S.G., and Lacey, V.A. (1990). "Leading a College Economic Development Program." Laguna Hills, CA: League for Innovation in the Community College.

- Kopecek, R. J. "Customized Training: (1984). Should Your Community College Be Involved?" In R. J. Kopecek and R. G. Clarke (Eds.), Customized Job Training for Business and Industry. New Directions for Community Colleges, No. 48. San Francisco, CA: Jossey-Bass.
- Lee, Charles, L. (1986). "The Role of Community College in the Job Training Partnership Act Program: A Case Study." (Manpower, Mission).
- Levitan, S. A., and R. Taggart. (1976). The Promise of Greatness, Cambridge, MA: Harvard University Press.
- Linthicum, D. (1985). Economic Development Through Education at Maryland's Community Colleges. Annapolis, MD: Maryland State Board for Community Colleges (ED 259 803).
- Liston, E. J. (Oct. 15-19, 1986). "The CCRI Electric Boat Program: A Partnership for Progress in Economic Development." Paper presented at the Annual Conference of the National Council for Occupational Education, San Diego, CA, (ED 275 373).
- Long, J. P., and others. (1984). Economic Development and the Community College. Series No. 251. Columbus, OH: National Center for Research in Vocational Education, Ohio State University, (ED 256 932).
- Ludwig, T. and others. (1984). Admiral Corporation and Carl Sandberg Community College Score Through JTPA. Galesburg, IL: Carl Sandberg Community College, (ED 243 536).
- Magnum, G. L. (1969). The Emergence of Manpower Policy, New York, NY: Holt, Rinehart and Winston, Inc., 35-68.
- Mahoney, J. R. (1982). Community College Centers for Contracted Programs: A Sequel to Shoulders to the Wheel. Washington, DC: American Association of Community and Junior colleges, (ED 229 061).
- Manpower Development and Training Act of 1962. 76 Stat. 23. P.L. 87-415.
- Moorman, J. W., and Ruethain, R. B. (1989). "Expanding Business Through Successful Employee Selection." In T. Zeiss (Ed.), Economic Development: A Viewpoint From Business. Washington, DC: American Association of Community and Junior Colleges.

- National Alliance of Business. (November, 1982). Explanation and Analysis of the Job Training Partnership Act of 1982. National Alliance of Business Clearinghouse. (ED 239 024) (CE 035 886).
- National Council for Resource Development. (1985). The Job Training Partnership Act and the Community College. Prepared by Joseph Gonzales and Lisa Nisenfeld for NCRD.
- National Council for Occupational Education and the American Association of Community and Junior Colleges. (January, 1990). Productive America: Two-Year Colleges Unite to Promote Productivity in the Nation's Workforce. Report 1, Issues and Strategies. Washington, DC: American Association of Community and Junior Colleges.
- NETWORK. (November 29, 1990). America's Two-Year College Employment, Training, and Literacy Consortium. Results of the 1989-90 NETWORK Survey of Two-Year College Involvement In Employment, Training and Literacy. Report by the NETWORK Board of Directors.
- NETWORK. (November 29, 1990.) America's Two-Year College Employment, Training, and Literacy Consortium. Report on U.S. Department of Labor Programs and Funding Through the Job Training Partnership Act (JTPA)-1990. Report prepared by Robert J. Visdos, NETWORK President and Mary R. Malley. NETWORK Board of Directors.
- NETWORK. (November 30, 1990). America's Two-Year College Employment, Training, and Literacy Consortium. Report on the Family Support Act of 1988: Job Opportunities and Basic Skills (JOBS) Training Program. Report prepared by Robert J. Visdos, NETWORK President and Mary R. Malley. NETWORK Board of Directors.
- Neveu, R. F. (1989). "Public-Private Partnerships: An Analysis of Private Sector Involvement In Federal Job Training." (Unpub. Ed.D. Dissertation, University of Massachusetts.)
- Ortiz, J. M. (1988). "A Case Study On Participation in The Job Training Partnership Act." (Unpub. Ed.D. Dissertation, University of Maryland College Park.)

- Owen, J. H. (1981). "Linking for Lifelong Learning: Some Approaches in North Carolina Community and Technical Colleges." Community Services Catalyst, 11 (4), 19-22.
- Parnell, Dale. (1985) The Neglected Majority. The Community College Press.
- Perkins (Carl D.) Vocational and Applied Technology Education Act. Originally approved as the Vocational Education Act of 1963.
- Pinkney, H. (1988). Continuing Education Outcome Measures Project, Maryland Community Colleges: Final Report, Fiscal Year 1988. Annapolis, MD: Maryland State Board for Community Colleges, (ED 301 232).
- Renz, F., and Styer, M. (Oct. 15-18, 1986). "Community Colleges and Apprenticeship Training: A Winning Partnership." Paper presented at the Annual Conference of the National Council for Occupational Education, San Diego, CA, (ED 273 347).
- Riffel, R. (1986). Job Training: A Legislator's Guide, ed. S. Bjorkman, Denver, CO: National Council of State Legislatures.
- Sanger, L. D. (1988). "Choices, The First Year: A Descriptive Analysis of a Job Training Partnership Act Program." (Unpub. Ed.D. Dissertation, California State University, Long Beach.)
- Scheaffer, R.L., William Mendenhall, Lyman Ott. (1979). Elementary Survey Sampling. 2nd edition. Boston, MA: Duxbury Press.
- Schlesinger, R.E. (1949). National Economic Policy, New York, NY: Holt, Rinehart and Winston, pp. 6-9.
- Simon, P. (1987). Let's Put America Back to Work. Bonus Books, Inc. Chicago, IL.
- Slaughter, Sheila. (1990). The Higher Learning and High Technology. Albany, NY: State University of New York Press.
- Steel, Robert G. D. and Torrie, James H. (1980). Principles and Procedures of Statistics: A Biometrical Approach. 2nd edition. St. Louis, MO: McGraw-Hill Book Company.

- Stone, J. R., III, and Manion, K. J. (1988). Meeting the Needs of Business and Industry: Upgrading and Updating Employed Workers. Minneapolis, MN: Research and Development Center for Vocational Education, University of Minnesota, (ED 298 308).
- Task Force on the Role of Community Colleges in Economic Development. (1988). "Community Colleges and Economic Development." Journal of Studies in Technical Careers, 10 (2), 91-106.
- Thesis, Audrey Suzanne (1986). "Interorganizational Coordination as a Policy Implementation Strategy: Community Colleges and Service Delivery areas in Maryland Under the Job Training Partnership Act School (Unpub. Ed.D. Dissertation, University of Maryland College Park.)
- Thomas, M. G. (1989). A Portfolio of Community College Initiatives in Rural Economic Development. Kansas City, Mo: Midwest Research Institute.
- Thor, Linda Maria (1986). "An Examination of Risk Management Strategies in Employment Training Performance Contracts in California Community Colleges." (Unpub. Ed.D. Dissertation, Pepperdine University.)
- U.S. Departments of Education and Labor. (1988) Report. The Bottom Line: Basic Skills in the Workforce. Washington, DC: Departments of Education and Labor.
- U.S. Department of Labor. (1964). Economic Opportunity Act. Washington, DC: Department of Labor.
- U.S. Department of Labor. (November 13, 1990.) Employment and Training Administration. The Governors/State JTPA Liaisons. Washington, DC: Department of Labor.
- U.S. Department of Labor. (September 22, 1989). Federal Register Vol. 54, No. 183 Rules and Regulations. Washington, DC: Department of Labor.
- U.S. Department of Labor. (October 13, 1982). Job Training Partnership Act. 96 Stat. 1322, P.L. 97-300. Reauthorized in 1986, various sections amended with passage of the Omnibus Trade and Competitiveness Act in 1988. Washington, DC: Department of Labor.

- U.S. Department of Labor. (September 1987). National Commission for Employment Policy. The Job Training Partnership Act. "Executive Summary," prepared by Janet W. Johnston. Washington, DC: Department of Labor.
- U.S. Department of Labor. (September, 1988). National Commission for Employment Policy. Evaluation of the Effects of JTPA Performance Standards on Clients, Services, and Costs. Research Report No. 88-16, edited by Dickinson, K. P., and West, R. W. for the National Commission for Employment Policy. Washington, DC: Department of Labor.
- U.S. Department of Labor. (January 25, 1988). Office of Inspector General. Audit of JTPA Participant Training and Services. Report I--Participant Training and Employment, Report Number: 0686-801-03-340. Washington, DC: Department of Labor.
- U.S. Department of Labor. (1990). Training Partnership: Linking Employers & Providers. Employment and Training Administration. Washington, DC: Department of Labor.
- U.S. Department of Labor. (June 6, 1933). Wagner-Peyser Act, Statute 113. Washington, DC: Department of Labor.
- U.S. General Accounting Office, (January 1990). Job Training Act: Information on Set-Aside Funding for Assistance to Older Workers. GAO/HRD-90-59FS. Washington, DC: General Accounting Office.
- U.S. General Accounting Office, (June 1989). Job Training Partnership Act: Services and Outcomes for Participants With Differing Needs. GAO/HRD-89-52. Washington, DC: General Accounting Office.
- U.S. General Accounting Office. (November 1986). The Job Training Partnership Act: An Analysis of Support Cost Limits and Participant Characteristics, GAO/HRD-86-16. Washington, DC: General Accounting Office.
- U. S. Government Printing Office, (1991). The Budget of the United States, Fiscal Year 1991. Washington, DC: Government Printing Office.

- U.S. Government Printing Office. (1949). Economic Report of the President, 1947-1949, Introduction. Washington, DC: Government Printing Office.
- U.S. Government Printing Office. (1991). Economic Report of the President, Table B-47. Washington, DC: Government Printing Office.
- U.S. Senate. 100th Congress, 1st Session. Committee on Labor and Human Resources, "Jobs for Employable Dependent Individuals Act, Report 100-20.
- Victor, Kirk. (April 14, 1990). "Employment Report: Helping the Haves." National Journal, pps. 898-902.
- Vocational Education Act of 1963, 77 Stat. 403, P.L. 88-524. later reauthorized and amended to the Carl D. Perkins Vocational Education Act of 1984, and subsequently changed to the Carl D. Perkins Vocational and Applied Technology Act of 1990.
- Walker, Gary, and others. (March 1984). An Independent Sector Assessment of the Job Training Partnership Act (Phase I: The Initial Transition). New York, NY: Grinkler, Walker, and Associates.
- Walker, Gary. (1984). An Independent Sector Assessment of the Job Training Partnership Act, Phase 1: The Initial Transaction. New York, NY: Grinkler, Walker, and Associates.
- Walker, Gary, and others. (January 1985). An Independent Sector Assessment of the Job Training Partnership Act (Phase II: Initial Implementation). New York, NY: Grinkler, Walker, and Associates.
- Warmbrod, C. P., and Liming, R. A. (1987). Case Studies of Programs Serving Adults. OPTIONS. Expanding Educational Services for Adults. Columbus, OH: National Center for research in Vocational Education, Ohio State University, (ED 288 992).
- Willson, L. F., and Anderson, B. (1986). Study of Contractual Education Programs in California Community Colleges. Sacramento, CA: Office of the Chancellor, California Community Colleges, (ED 275 390).

Yglesias, Kenneth D. (197). Community Colleges and JTPA: Issues and Programs. Fountain Valley, CA: Coastline Community College, (ED 289542).

Zeiss, T. (1989). "Roles of Community, Technical, and Junior Colleges: Positive Image Opportunity." In T. Zeiss (Ed.), Economic Development: A Viewpoint From Business. Washington, DC: American Association of Community and Junior Colleges.

Zwerling, L. S. (1976). Second Best: The Crisis of the Community College. New York, NY: McGraw-Hill.

APPENDIXES

APPENDIX A

LIST OF ABBREVIATIONS

List of Abbreviations

AFDC --Aid to Families With Dependent Children
ABE --Adult Basic Education
ACT --Job Training Partnership Act of 1982
CBO --Community Based Organization
CEP --Concentrated Employment Program
CETA --Comprehensive Employment and Training Act
CPS --Current Population Survey
DOL --Department of Labor
DHHS --Department of Health and Human Services
ETA --Employment and Training Administration
ES --Employment Services
FSA --Family Support Act 1988
GAO --General Accounting Office
GED --General Education Degree
IJR --Intermediate Job Ready
JASR --JTPA Annual Status Report
JOBS --Job Opportunities and Basic Skills
JTPA --Job Training Partnership Act
JTQS --Job Training Quarterly Survey
LJR --Less Job Ready
MJR --More Job Ready
MDRC --Manpower Demonstration Research Corporation
OJT --On-the-job-training
PIC --Private Industry Council
PY --Program Year
SDA --Service Delivery Area
SJTCC --State Job Training Coordinating Council
SSI --Supplemental Security Income
TAA --Trade Adjustment Assistance (began in Oct. of 1989)
WIN --Work Incentive Program

APPENDIX B

PRE-TEST EVALUATORS

Pre-Test Evaluators

- Dr. Deborah M. Claypool, Coordinator and Student Advisor,
Math/Science Middle School Project, Stillwater,
Oklahoma.
- Dr. Leonard Cokeley, State Coordinator, Oklahoma State
Department of Vocational and Technical Education;
Stillwater, Oklahoma.
- Mr. Jerry Huddleston, Assistant Coordinator, Oklahoma State
Department of Vocational and Technical Education;
Stillwater, Oklahoma.
- Dr. Vincent Lacey, Director, Computer-Assisted Instructional
Research Laboratory, Southern Illinois University,
Carbondale, Il.
- Ms. Donna Metcalf, Assistant Coordinator, Oklahoma State
Department of Vocational and Technical Education,
Stillwater, Oklahoma.
- Ms. Debra E. Mikulka, School Psychologist, ANW Special
Education Cooperative, Humboldt, Kansas.
- Dr. David S. Murphy, Assistant Professor, School of
Accounting, Oklahoma State University, Stillwater,
Oklahoma.
- The Honorable Larry Rice, Member, House of Representatives,
Pryor, Oklahoma.
- Ms. Jan S. Richter, Graduate Student, Oklahoma State
University, Stillwater, Oklahoma.
- Dr. Lesta I. Swender, Psychology Instructor, Neosho County
Community College, Chanute, Kansas.
- Mr. Len Tontz, Assistant Coordinator, Oklahoma State
Department of Vocational and Technical Education,
Stillwater, Oklahoma.
- Mr. Robert Visdos, President of NETWORK, Cleveland, Ohio.
- Dr. Diane Watkins, Biological Science Instructor, Neosho
County Community College, Chanute, Kansas.
- Mr. Rick Willis, Data Processing Manager, City of Chanute,
Chanute, Kansas.

APPENDIX C

LETTERS AND CORRESPONDENCE



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078-0146
309 GUNDERSEN HALL
405-744-7244

(Letter to Governors' Liaisons)

Date Code:

Inside Address Code:

Survey I.D. No. Code:

Dear (Inside Name):

Several bills are currently under consideration in the Congress that could significantly impact the Job Training Partnership Act (JTPA), originally passed in 1982. The enclosed questionnaire will assess the attitudes of all appointed Governors' Liaisons for JTPA. Your name was selected from the official list of Governor's JTPA Liaisons obtained from the U.S. Department of Labor Employment and Training Administration. You will be guaranteed of complete confidentiality. This questionnaire has an identification number for mailing purposes only. This is so that I may check your name off the mailing list when your questionnaire arrives. Your name will never be placed on the questionnaire.

This national study assesses the attitudes of key leaders like yourself regarding critical issues related to JTPA. These issues include the role of JTPA in building a competitive workforce, perceptions of community college involvement in JTPA policy development, related human resource development issues, sources of information on JTPA policy, community college delivery of JTPA services, and professional development opportunities for employment and training staff.

The results of this national survey will be made available to state representatives and senators who are self-identified in a list of legislators involved in employment and training policy oversight (supplied by the National Conference of State Legislatures). If you wish to receive a summary of the results, please write "Copy of results requested," on the back of the return envelope, and print your name and address below it. Please do not put this information on the questionnaire itself.

Thank you for your assistance in making this study one that will be nationally representative. If you have any questions or comments, do not hesitate to contact me at Oklahoma State University, telephone (office) 405/744-8015; FAX (405)744-6677.

Sincerely,

Herbert J. Swender
Research Assistant
Higher Education Administration
Oklahoma State University



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078-0146
309 GUNDERSEN HALL
405-744-7244

(Follow-up Letter for Governors' Liaisons)

Date Code:

Address Code:

Survey I.D. No. Code:

Dear (Inside Name Code):

About three weeks ago I wrote to you seeking your opinion on important issues related to the Job Training Partnership Act (JTPA). As of today, we have not yet received your completed questionnaire.

Our research unit has under taken this study because of the belief that policymakers' opinions should be taken into account in the formation of JTPA policies.

I am writing to you again because of the significance each questionnaire has to the usefulness of this study. In order for the results of this study to be truly representative of all Governors' JTPA Liaison, it is essential that each person in the sample return their questionnaire.

In the event that your questionnaire has been misplaced, a replacement is enclosed.

Your cooperation is greatly appreciated.

Very truly yours,

*Herbert J. Swender
Research Assistant*

P.S. A number of respondents have asked when the results will be available. We hope to have them out sometime next month.

POST CARD

July 15, 1991

On July 5, a questionnaire seeking your views on the Job Training Partnership Act (JTPA) was mailed to you. If you have already completed and returned it to us please accept our sincere thanks. If not, please do so today. Your views and opinions are extremely valuable in making this nationwide survey of Private Industry Council chairpersons truly representative.

If by some chance you did not receive the questionnaire, or it got misplaced, please call me right now, (405) 744-8015 and I will get another one in the mail to you today.

Sincerely,

*Herbert J. Swender
Research Assistant
Oklahoma State University*



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078-0146
309 CUNDERSEN HALL
405-744-7244

Date: Code

Address Code:

(Letter to State Job Training Coordinating Council Chairpersons)

Inside Address Code:

Several bills are currently under consideration by the Congress that could significantly impact the Job Training Partnership Act (JTPA), originally passed in 1982. The enclosed questionnaire has been developed to assess the attitudes of the Chairs of the State Job Training Coordinating Councils (SJTCCs) regarding JTPA. Your name was selected from the JTPA Directory-State and SDA Offices, published by the Employment and Training Reporter. This listing was current as of December 19, 1990.

This national study assesses the attitudes of key leaders like yourself regarding critical issues related to JTPA. These issues include the role of JTPA in building a competitive workforce, perceptions of community college involvement in JTPA policy development, and professional development programs for employment and training personnel.

You may be assured of complete confidentiality. This questionnaire has an identification number for mailing purposes only. This is so that we may check your name off the mailing list when your questionnaire is returned. Your name will never be placed on the questionnaire.

The results of this national survey will be made available to state representatives and senators who are self-identified in a list of legislators involved in employment and training policy oversight (supplied by the National Conference of State Legislatures). If you wish to receive a summary of the results, please write "Copy of results requested," on the back of the return envelope, and print your name and address below it. Please do not put this information on the questionnaire itself.

Thank you for your assistance in making this study one that will be truly nationally representative. If you have any questions or comments, do not hesitate to contact me at Oklahoma State University, telephone 405/744-8015.

Sincerely,

Herbert J. Swender
Research Assistant
Higher Education Administration
Oklahoma State University



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078-0146
309 GUNDERSEN HALL
405-744-7244

(Follow-up Letter for SJTCC)

Date Code:

Address Code:

Survey I.D. No. Code:

Dear (Inside Name Code):

About three weeks ago I wrote to you seeking your opinion on important issues related to the Job Training Partnership Act (JTPA). As of today, we have not yet received your completed questionnaire.

Our research unit has undertaken this study because of the belief that policymakers' opinions should be taken into account in the formation of JTPA policies.

I am writing to you again because of the significance each questionnaire has to the usefulness of this study. In order for the results of this study to be truly representative of all State Job Training Coordinating Council Chairpersons, it is essential that each person return their questionnaire.

In the event that your questionnaire has been misplaced, a replacement is enclosed.

Your cooperation is greatly appreciated.

Very truly yours,

*Herbert J. Swender
Research Assistant*

P.S. A number of respondents have asked when the results will be available. We hope to have them out sometime next month.



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078-0146
309 GUNDERSEN HALL
405-744-7244

(Letter to Private Industry Council Chairpersons)

Date: Code

Address Code:

Survey I.D. No. Code:

Dear (Inside Address Code):

Several bills are currently under consideration by the Congress that could significantly impact the Job Training Partnership Act (JTPA), originally passed in 1982. The enclosed questionnaire has been developed to assess the attitudes of a representative sample of the chairs of local Private Industry Councils (PICs) from across the nation. Your name was selected from the JTPA Directory-State and SDA Offices, published by the Employment and Training Reporter. This listing was current as of December 19, 1990.

This national study assesses the attitudes of key leaders like yourself regarding critical issues related to JTPA. These issues include the role of JTPA in building a competitive workforce, perceptions of community college involvement in JTPA policy development, and professional development programs for employment and training personnel.

You may be assured of complete confidentiality. This questionnaire has an identification number for mailing purposes only. This is so that we may check your name off the mailing list when your questionnaire is returned. Your name will never be placed on the questionnaire.

The results of this national survey will be made available to state representatives and senators who are self-identified in a list of legislators involved in employment and training policy oversight (supplied by the National Conference of State Legislatures). If you wish to receive a summary of the results, please write "Copy of results requested," on the back of the return envelope, and print your name and address below it. Please do not put this information on the questionnaire itself.

Thank you for your assistance in making this study one that will be truly nationally representative. If you have any questions or comments, do not hesitate to contact me at Oklahoma State University, telephone 405/744-8015.

Sincerely,

*Herbert J. Swender
Research Assistant
Higher Education Administration
Oklahoma State University*



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

(Pic Follow-up letter)

STILLWATER, OKLAHOMA 74078-0146
309 CUNDERSEN HALL
405-744-7244

Date: Code

Address Code:

Survey I.D. No. Code:

Dear (Inside Name Code):

About three weeks ago I wrote to you seeking your opinion on important issues related to the Job Training Partnership Act (JTPA). As of today, we have not yet received your completed questionnaire.

Our research unit has under taken this study because of the belief that policymakers' opinions should be taken into account in the formation of JTPA policies.

I am writing to you again because of the significance each questionnaire has to the usefulness of this study. Your name was drawn through a scientific process in which every Chair of all of the Private Industry Councils in the nation had an equal chance of being selected. This means that only one out of every seven Private Industry Council Chairpersons are being asked to complete this questionnaire. In order for the results of this study to be truly representative of all Private Industry Council Chairpersons, it is essential that each person in the sample return their questionnaire.

In the event that your questionnaire has been misplaced, a replacement is enclosed.

Your cooperation is greatly appreciated.

Very truly yours,

*Herbert J. Swender
Research Assistant
Oklahoma State University*

P.S. A number of respondents have asked when the results will be available. We hope to have them out sometime next month.



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078-0146
309 GUNDERSEN HALL
405-744-7244

(Letter to National Organizations)

Date Code:

Inside Address Code:

Dear (Inside Name):

I would like to respectfully request any information that you or your office and/or organization might have on community college participation in Job Training Partnership Act (JTPA). I realize that you or your office may not have access to this type of information, however, if you are aware of such information, I would be most appreciative. In addition, I am also interested in obtaining any follow-up report(s) that may be available.

Thank you very much for consideration of this request.

Sincerely,

*Herbert J. Swender
Research Assistant
Higher Education Administration
Oklahoma State University*



Oklahoma State University

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
AND HIGHER EDUCATION

STILLWATER, OKLAHOMA 74078-0146
309 GUNDERSEN HALL
405-744-7244

(Letter to Governor Liaisons Office)

Date Code:

Address Code:

Dear (Inside Name Code):

I would like to respectfully request a copy of your 1991 State Job Training Partnership Act (JTPA) plan.

Please also send me any studies that your office might have performed in the last three years regarding community college participation in JTPA in your state. In addition, I am also interested in obtaining any follow-up report(s) that you might be able to furnish.

Thank you very much for consideration of this request.

Sincerely,

*Herbert J. Swender
Research Assistant
Higher Education Administration
Oklahoma State University*

APPENDIX D

KEY INDIVIDUAL CONTACTED DURING THE STUDY

Individuals Contacted Made During the Study

Mr. Robert Visdos, President of NETWORK, Cleavland, Ohio

Bob Jones, U.S. Department of Labor

Berry Stern, U.S. Department of Education

Patricia Fahy, Legislative Assistant, Committee on Labor & Human Resources

Marilou Fallis, Research Associate, National Association of Counties

Dick Gaither, Senior Training Advisor, a private job search training Consultant, Nineveh, Indiana

John Cole, Program Representative Employment and Training Division, Oklahoma Employment Security Commission

Bonnie Gardnerr, American Association of Community/ Junior Colleses

David M. McEaney, Placement Specialist, Cuyahoga Community College, Cleveland, Ohio

Perry Storey, Director, JOBS 2000, Cleveland State Community College, Cleveland, Tennessee

Larry Rice, State Representative District 8, State of Oklahoma

Leonard Cokeley, State Coordinator, Oklahoma Department of Vocational and Technical Education

Jerry Huddleston, Assistant Coordinator, Oklahoma Department of Vocational and Technical Education

Donna Metcalf, Assistant Coordinator, Oklahoma Department of Vocational and Technical Education

Len Tontz, Assistant Coordinator, Oklahoma Department of Vocational and Technical Education

Preston Morgan, JTPA Grant Administrator, Illinois Community College Board

Anita Colby, ERIC clearinghouse for junior colleges and

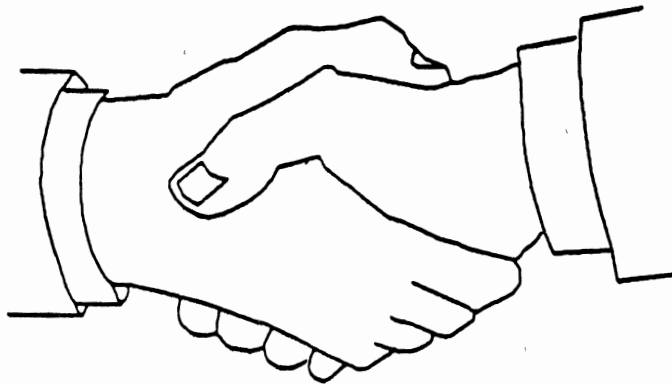
Eugene W. Malone, Dean, Center for Training & Economic Development, Cuyahoga Community College

APPENDIX E

RESEARCH INSTRUMENT

THE JOB TRAINING PARTNERSHIP ACT

A National Survey



Critical Issues Facing Our States and Nation

**OKLAHOMA STATE UNIVERSITY
Department of Educational Administration
and Higher Education**

JOB TRAINING PARTNERSHIP ACT

SURVEY OF THE FIFTY STATE'S JTPA GOVERNORS' LIAISONS

Introduction

The purpose of this survey is to assess the attitudes of the fifty liaisons appointed by the governors to administer federal funds related to the Job Training Partnership Act (JTPA). For this national study, we are interested in learning the views of governors' liaisons regarding six topics:

- (1) the role of JTPA in building a competitive workforce
- (2) perceptions of community college involvement in JTPA policy development
- (3) related human resource development issues
- (4) sources of information on JTPA policy
- (5) community college delivery of JTPA services
- (6) professional development opportunities for employment and training staff

Directions:

Please feel free to use a ball-point pen or soft leaded pencil to indicate the response which most closely corresponds with your views.

Circle your response **STRONGLY AGREE (SA); AGREE (A); INDIFFERENT (I); DISAGREE (D) AND STRONGLY DISAGREE (SD).**

THE ROLE OF JTPA IN BUILDING A COMPETITIVE WORKFORCE

strongly agree (SA); agree (A); indifferent (I); disagree (D); strongly disagree (SD)

1. Sufficient federal funds are available through JTPA to produce a competitive workforce in my state SA A I D SD
2. Sufficient state funds are available through JTPA to produce a competitive workforce in my state. SA A I D SD
3. Federal JTPA regulations and policies provide sufficient flexibility for states to administer JTPA programs effectively in my state. SA A I D SD
4. There should be increased state control over how federal JTPA dollars are spent .. SA A I D SD
5. Program quality and effectiveness within the JTPA system can be enhanced or achieved by allocating a larger proportion of funds to those individuals who are "hardest to serve." SA A I D SD

THE ROLE OF JTPA IN BUILDING A COMPETITIVE WORKFORCE (continued)

6. Program quality and effectiveness within the JTPA system can be enhanced or achieved by allocating a larger proportion of funds to those individuals who are "in need of less extensive training services." SA A I D SD
7. Program quality and effectiveness within the JTPA system can be enhanced by allocating a larger proportion of funds to those individuals who are already "moderately skilled" SA A I D SD
8. The criteria needed for measuring the effective return on investment of JTPA funds presently exist within my state's JTPA data collection system. SA A I D SD
9. I believe that "creaming" (the practice of serving those among the population that would be more likely placed in a job) is appropriate for program success SA A I D SD
10. Personal data (i.e., work experience, marital status, high school status) should be collected for measuring the effectiveness of JTPA program participants SA A I D SD
11. More accountability throughout the JTPA system is needed to promote achievement of outcomes for program participants SA A I D SD
12. Additional data to compare the effectiveness of JTPA programs offered by different service delivery agencies are needed SA A I D SD
13. If "STRONGLY AGREE" or "AGREE" to Question 12, please identify the appropriate agency or agencies to collect, maintain, and report this data (Circle letter/s of your answer).
- A. US DEPT OF LABOR/EMPLOYMENT AND TRAINING ADMINISTRATION
 B. AGENCY DESIGNATED BY THE GOVERNOR TO OVERSEE JTPA
 C. LOCAL SERVICE DELIVERY AREA/PRIVATE INDUSTRY COUNCIL
 D. OTHER, PLEASE SPECIFY _____
14. Potential program participants should undergo a comprehensive assessment to determine their ability to successfully complete occupational training SA A I D SD
15. Higher placement or success rates will result if initial comprehensive assessment is used. SA A I D SD
16. Federal dollars should be provided for comprehensive assessment SA A I D SD
17. If comprehensive student assessment is mandated without accompanying federal funds, more individuals will be denied JTPA program benefits.. SA A I D SD

PERCEPTIONS OF COMMUNITY COLLEGE INVOLVEMENT IN JTPA POLICY DEVELOPMENT

18. *Current federal law promotes community college participation in JTPA* SA A I D SD
19. *Current U.S. Department of Labor regulations promotes community college participation in JTPA* SA A I D SD
20. *My State Job Training Coordinating Council promotes community college Participation in JTPA* SA A I D SD
21. *Local Private Industry Councils in my state promote community college participation in JTPA* SA A I D SD
22. *Community-based organizations are presently well represented on the State Job Training Coordinating Council (SJTCC) in my state* SA A I D SD
23. *Community colleges are presently well represented on the State Job Training Coordinating Council (SJTCC) in my state* SA A I D SD
24. *Since the creation of JTPA in 1982, my state's SJTCC has purchased more JTPA services from community-based organization than community colleges* SA A I D SD
25. *Community colleges are presently well represented on the local Private Industry Councils in my state* SA A I D SD
26. *Community-based organizations have been well represented on the local Private Industry Councils in my state* SA A I D SD
27. *Since the creation of JTPA in 1982, my state's local Private Industry Councils have purchased more JTPA services from community-based organizations than community colleges* SA A I D SD
28. *It is my perception that community-based organizations are more effective than community colleges in delivering JTPA funded services* SA A I D SD
29. *Studies I have seen show that community-based organizations are more effective in delivering JTPA funded services than community colleges* SA A I D SD

RELATED HUMAN RESOURCE DEVELOPMENT ISSUES**Directions:**

Indicate the response which most closely corresponds with your views. (Circle your response) JTPA-funded programs are well-linked to the following Public educational institutions:

30. PUBLIC HIGH SCHOOLS SA A I D SD
31. PUBLIC COMMUNITY, JUNIOR, AND TECHNICAL COLLEGES SA A I D SD
32. PROPRIETARY INSTITUTIONS (i.e., for profit) SA A I D SD
33. COMMUNITY-BASED ORGANIZATIONS (non-profit) SA A I D SD

Directions:

Indicate the response which most closely corresponds with your views. (Circle your response) JTPA programs are well-linked to the following Human Resource Development agencies:

34. VOCATIONAL REHABILITATION (VR) SA A I D SD
35. AID TO FAMILIES WITH DEPENDENT CHILDREN (AFDC) SA A I D SD
36. EMPLOYEE EDUCATIONAL BENEFITS SA A I D SD
37. ADULT EDUCATION SA A I D SD
38. VOCATIONAL/TECHNICAL EDUCATION SA A I D SD
39. Data used to measure JTPA program effectiveness in my state should be based on the information available and data collected by other state agencies SA A I D SD

40. If "STRONGLY AGREE" or "AGREE" to Question 39, please identify the appropriate source or sources to collect, maintain, and report this data (Circle letter/s of your answer).

- A. UNEMPLOYMENT INSURANCE
- B. FOOD STAMPS
- C. AFDC (Aid to families with Dependent Children)
- D. ADULT EDUCATION ENROLLMENT
- E. OTHER _____

41. Sufficient oversight of JTPA and other human resource development related programs is provided by the legislature in my state SA A I D SD

SOURCES OF INFORMATION ON JTPA POLICY

Directions: Indicate your response by circling either "YES" or "NO" for Questions 42 through 56.

I rely on the following organizations for guidance regarding appropriate JTPA policies and issues:

42. *A.F.L.-C.I.O.* YES NO
43. *AMERICAN SOCIETY FOR TRAINING AND DEVELOPMENT* YES NO
44. *COMMITTEE ON ECONOMIC DEVELOPMENT* YES NO
45. *EDUCATION COMMISSION OF THE STATES* YES NO
46. *EMPLOYMENT AND TRAINING REPORTER* YES NO
47. *INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES* YES NO
48. *NATIONAL ALLIANCE OF BUSINESS* YES NO
49. *NATIONAL ASSOCIATION OF COUNTIES* YES NO
50. *NATIONAL ASSOCIATION OF PRIVATE INDUSTRY COUNCILS* YES NO
51. *NATIONAL CONFERENCE OF STATE LEGISLATORS* YES NO
52. *NATIONAL GOVERNORS ASSOCIATION* YES NO
53. *NATIONAL LEAGUE OF CITIES* YES NO
54. *NATIONAL URBAN LEAGUE* YES NO
55. *UNITED STATES CHAMBER OF COMMERCE* YES NO
56. *UNITED STATES CONFERENCE OF MAYOR* YES NO
57. *Are the 8% federal monies, which are to go to educational institutions for state education coordination and response) prioritized to favor community colleges* YES NO DONT KNOW
(Circle your Answer)
58. *If "YES" to Question 57, please circle the estimated percentage of the 8% monies allocated to community colleges in your state:*
- A. 0-15% B. 16-25% C. 26-50% D. 51-75% E. 76% AND ABOVE
59. *Should the current 8% educational funds remain as part of state's funding requirements* .. YES NO

60. What do you use as your primary on-going source for information about JTPA. (Rank them 1 through 7, 1=first choice)

- _____ AMERICAN VOCATIONAL ASSOCIATION
- _____ FEDERAL REGISTER
- _____ EMPLOYMENT AND TRAINING REPORTER
- _____ VOCATIONAL TRAINING NEWS
- _____ AMERICAN SOCIETY FOR TRAINING AND DEVELOPMENT PUBLICATIONS
- _____ NATIONAL ALLIANCE FOR BUSINESS CURRENTS/TECHNICAL REPORTS
- _____ U.S. DEPT. OF LABOR BULLETINS/ADVISORIES/MEMORANDUMS
- _____ OTHER/PLEASE SPECIFY: _____

COMMUNITY COLLEGE DELIVERY OF JTPA SERVICES

Directions: for Questions 61 through 71:

Please review the following titles under the Job Training Partnership Act of 1982, and identify which organization(s), in your opinion, would be the best organization to provide JTPA services/contracts.

(Circle your response: COMMUNITY-BASED ORGANIZATIONS (CBO); COMMUNITY COLLEGES (CC); BOTH (B); INDIFFERENT/NOT SURE (I).

- 61. TITLE IIA (ECONOMICALLY DISADVANTAGED ADULTS) CBO CC B I
- 62. TITLE IIB (SUMMER YOUTH & EMPLOYMENT TRAINING CBO CC B I
- 63. TITLE III (EDWAA) CBO CC B I
Economic Dislocation and Workers Adjustment Assistance Program
- 64. (TAA) CBO CC B I
Trade Adjustment Assistance
- 65. (WARN) CBO CC B I
Worker Adjustment and Retraining
- 66. TITLE IV, PART A NATIVE AMERICAN CBO CC B I
- 67. TITLE IV, PART MIGRANT WORKERS CBO CC B I
- 68. TITLE IVB (JOB CORPS) CBO CC B I
- 69. TITLE IVC (VETERANS) CBO CC B I
- 70. TITLE IV, PART D, NATIONAL DISCRETIONARY PROGRAMS CBO CC B I
- 71. TITLE V (JOBS FOR EMPLOYABLE DEPENDENT INDIVIDUALS CBO CC B I
INCENTIVE BONUS PROGRAM)

GENERAL DEMOGRAPHIC INFORMATION:

72. I have been directly involved with employment and training programs for _____ years.

73. I have served in my current position for _____ years.

PROFESSIONAL DEVELOPMENT OPPORTUNITIES FOR EMPLOYMENT AND TRAINING STAFF

Directions: Indicate your response by circling either "YES" or "NO".

74. Are you satisfied with the existing professional development services for your employment and training professional staff? YES NO

75. Would you and/or your staff be interested in an on-going series of professional staff development programs dealing with operational, regulatory, and other pertinent issues affecting the field of employment and training? YES NO

76. (If "YES" to question 75) what would be your preferred method for the delivery of said programs (Rank them 1 through 5, 1=first choice)

- _____ TELECONFERENCING
- _____ WRITTEN REPORTS
- _____ ONE-DAY REGIONAL WORKSHOPS
- _____ TWO-DAY STATEWIDE WORKSHOPS
- _____ OTHER, (Please Specify) _____

77. Would you be interested in professional development degree programs in employment/training and adult literacy YES NO

(If "YES" to question 77, please indicate your response to the following degree programs):

78. ASSOCIATE DEGREE YES NO

79. BACCALAUREATE DEGREE YES NO

80. MASTERS DEGREE YES NO

81. DOCTORAL DEGREE YES NO

82. What do you use as your primary on-going source for professional development program/services for your staff?

(Rank them 1 through 4, 1=first choice)

- IN-HOUSE STAFF DEVELOPMENT
- WORKSHOPS/SEMINARS DELIVERED VIA LOCAL
COMMUNITY COLLEGES, COLLEGES OR UNIVERSITIES
- WORKSHOPS/SEMINARS DELIVERED BY PRIVATE BUSINESS
- OTHER: (Please specify) _____

You are important to the success of this Study.

Is there anything else that you would like to tell us about the JTPA program in your state, or any comments in general? If so, please use this space and/or the following page for that purpose. Thank you for your assistance. If you have any questions or comments, do not hesitate to contact us at Oklahoma State University. Phone 405/744-8015.

Thank You

Your contribution to this effort is greatly appreciated.

*If you would like a summary of results,
please print your name and address on the back
of the return envelope (NOT on this questionnaire).
We will see that you get it.*

2
VITA

Herbert James Swender

Candidate for the Degree of
Doctor of Education

Thesis: AN ANALYSIS OF THE PERCEPTIONS OF STATE AND LOCAL POLICYMAKERS OF COMMUNITY COLLEGE PARTICIPATION IN JOB TRAINING PARTNERSHIP ACT PROGRAMS

Major Field: Higher Education

Biographical:

Personal Data: Born in Chanute, Kansas, July 29, 1960, the son of Herbert J. and Lesta I. Swender

Education: Graduated from Chanute Senior High School, Chanute, Kansas, in May of 1978; received Associate of Arts degree from Neosho County Community College, Chanute, Kansas, 1980; received Bachelor of Science in Education degree from Pittsburg State University, Pittsburg, Kansas, in 1982; received Master of Science Education degree from Pittsburg State University, in 1983; received Specialist in Education degree from Pittsburg State University, in 1986; completed requirements for the Doctor of Education degree at Oklahoma State University in December, 1991.

Professional Experience: Driver Education teacher at Altoona Midway High School, Altoona, Kansas, summers of 1982, 1983, and 1985. Driver Education teacher at Marmaton Valley High School, Moran, Kansas 1984. Instructor for Manufacturing Technology division and golf coach at Allen County Community College, Iola, Kansas, 1983-1987. Instructor/Division Chairperson for Technology Division, Allen County Community College, Iola, Kansas, 1987-1990. Graduate Research Assistant, Oklahoma State University, 1991.