

CURRENT PERCEPTIONS OF STATEWIDE WORKFORCE INVESTMENT
BOARD MEMBERS TOWARD COMMUNITY COLLEGE
WORKFORCE INVESTMENT PROGRAMS

by

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A DISSERTATION

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ABSTRACT

In 1996, Congress passed the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (welfare reform), which, using the mechanism of the existing state Human Resource Investment Councils (HRICs) created by the Job Training Partnership Act Amendments of 1992, held out the promise of improving effective coordination among and across state agencies responsible for persons served by employment and training, school-to-work, adult education, and welfare-to-work programs.

A 1997 study entitled “Perceptions of State Human Resource Investment Council Members toward Workforce Development Programs at Community Colleges” and conducted by Thomas M. Konz at the University of Toledo revealed that HRIC members were very familiar with missions and functions of community colleges and the important role they played, but that funding was inadequate to the assigned tasks.

In this 2009 study, Konz’s 1997 methodology is replicated through a descriptive survey, with 119 respondents representing 37 states. This study examined perceptions of State Workforce Investment Board (SWIB) members (the successor to HRICs, created by the Workforce Investment Act) regarding community college involvement in employment, training, training for the long-term unemployed, and adult education programs, and how perceptions varied from Konz’s 1997 study.

Recommendations: First, a follow-up study should be done to determine if community colleges should be considered more as “strategic partners” or as typical vendors and what impact this understanding would have on the routing of funding to community college job-training

programs. Second, derived from the literature review, there is a continuing need for quality data on workforce investment programs, so a new data system solution must be provided. Third, in future surveys terminology should be modified to reflect meanings understood by both State Workforce Investment Board members and community college practitioners. Fourth, community colleges need to better communicate their role, and funding needs to be enhanced, requiring better organizing to impact state-level policy makers and “influencers” such as state SWIB members. Fifth, university-based training for SWIB members should be provided in either a certificate seminar or in for-credit courses to help SWIB members understand not only their role but also how they fit into their comprehensive state workforce investment systems.

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LIST OF ABBREVIATIONS AND SYMBOLS

ABE	Adult Basic Education Program
AFDC	Aid to Families with Dependent Children
HRIC	Human Resource Investment Council
JOBS	Job Opportunities and Basic Skills
JTPA	Job Training Partnership Act
SWIB	State Workforce Investment Board
WIA	Workforce Investment Act
WIB	Workforce Investment Board

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CHAPTER 1

INTRODUCTION

Community colleges have been instrumental in the late 20th and now the 21st century in both the economic and human resource development of the United States. This instrumentality has increased to levels of historic proportions with mammoth educational and societal ramifications that cannot easily be ignored. More broadly, proper perceptions of the community college, its mission, and its effectiveness in “pulling off” its growing assignments are crucial.

The growth of this 2-year dynamo within the academy was summarized well by a 2003 article in *Change, The Landscape:*

Over the past half-century, two-year institutions have come to play an increasingly important role in American higher education, serving a number of purposes for a range of students. Convenient and generally low-cost, these colleges provide access for those whose preparation for college may be inadequate; for adult or independent students who are returning to school; and, increasingly, for those who hold bachelor’s degrees but want to obtain additional skills and training. The two-year college is, at once, a steppingstone toward a bachelor’s degree and also a final stop for training and vocational education. (Learning Alliance, p. 45)

George R. Boggs, president and CEO of the American Association of Community Colleges, declared regarding the role and perception of the community college, “The image of the community college has improved over the years to the point where today, we’re very visible....People are recognizing the significant role our colleges play in opening up opportunities to students who might not otherwise have access to higher education” (Manzo, 2004, pp. 6-7).

Manzo (2004) wrote even more directly, “Now some state officials [in California] are encouraging, even requiring, more students to make community colleges their port of entry into higher education, arguing [that] they offer the best value while reducing the need for remedial courses at four-year institutions” (pp. 6-7).

More broadly, in community colleges of today, there is a ramping up of awareness as to the crucial necessity of workforce development that works. The understanding is so widespread that Katsinas and Lacey in their (1989a) American Association of Community and Junior Colleges-published monograph, *Community Colleges and Economic Development*, took note of the sheer rarity of locating a community college president who does not proclaim her or his commitment to economic development. As they noted, much of the available funding for workforce training is from federal sources that are matched and then administered by state and local officials. These funds do not come through the education budgets of the states, as do funds for more traditional funding such as transfer.

To more fully understand how key players in the funding process view community colleges, Konz (1997) assessed the steps toward consistent funding for workforce development. Konz specifically researched the perceptions among key workforce education and economic development stakeholders regarding community college contributions by surveying recently appointed members of governors’ Human Resource Investment Councils (HRICs) across the nation. At the time, 29 states had such councils fully operative, with some 8 to 29 members in each, as required by the Jobs Training Partnership Act (JTPA) Amendment of 1992.

In justifying his study, Konz (1997) noted, “A thread of emphasis throughout the history of the community college movement has been the attempt to promote economic development through the training of the citizens to meet the needs of local business and industry. This

concern was paralleled simultaneously with a focus on students and fitting them for emerging job opportunities” (p. 2).

Certainly workforce training is nothing new in the expanding patchwork of community colleges throughout the United States. In the years subsequent to World War II, community colleges trained auto workers in Detroit, provided workforce training in Chicago City colleges, and provided multilayer defense worker training (Konz, 1997, pp. 1-2). In the 1980s, community colleges in Massachusetts provided valuable training in the burgeoning national semiconductor industries, as well as in telecommunications and in computer hardware and software development (p. 3) that lined Route 128 on the west side of metropolitan Boston (observation by this writer during his tenure in Boston, 1985-1989).

As early as 1982, Eskow, foreseeing the establishment of community colleges as national training centers in the United States, called for the start of Human Resource Investment Councils (HRICs; Eskow, 1982; cited in Konz, 1997, p. 3). In the years since 1983, examples of this cooperation between the academy and the corporate world have been legion. For example, moving forward to 2005, Portland Community College partnered very successfully with Caterpillar, Inc. to train students from as far away as Alaska and Montana at a level of expertise that matches Caterpillar employees’ knowledge of equipment and systems learned over 6 to 7 years of on-the-job experience and in general programs. As Sue Halton-Findlay, vice president of Halton Company, a Caterpillar dealer in Portland, said, “There are fewer and fewer technicians than what the industry needs, and what [this] does is speed up the student’s ability to get very skilled at the job. We are looking for high-quality people. They can earn money as they get schooling and end school with no debt” (McCullough, 2005). It would be difficult to

conceive what more industry or knowledge-based employers could be looking for than a highly skilled workforce trained with the most effective time- and cost-investment ratio.

Between 1977 and 1982, an estimated \$11 billion was invested in new industries in North Carolina (Owens, 1983, as cited in Konz, 1997). In 1996, Smith (1996) detailed in a dissertation the immense economic development contributed by community colleges. Smith highly encouraged policy makers to work to ensure that funds be consistently invested in order to keep the jobs perpetual.

Owens (1983) referred to the internship programs between business-industry and community colleges, as well as the cooperative skills training centers in North Carolina. North Carolina Governor James B. Hunt, Jr. called the 58 community colleges in his state the “backbone of our economy” (Owens, 1983, p. 55). Robert Scott, also a former governor and chancellor of North Carolina’s state community college system, linked the success of community colleges with government and business as being responsible for creating the “gargantuan growth in the state’s economy through the success of the Research Triangle Park of North Carolina” (Smith, 1996). Smith concluded that community colleges have, without a doubt, made a major impact on the economic development of the surrounding states (Smith, 1996), and by extrapolation (of this researcher), the nation. Smith wrote that

policy makers would be well-advised to protect their investments in community colleges and universities by funding them at levels that will enable them to reach out to the populations and involve as many people as possible. The key to success is the existence of a ready-delivery system, and, in most states, that system [already] exists in their community colleges. (Smith, 1996, p. 74)

Konz (1997) cited David Brown, then president of Owens Community College in Toledo, Ohio, who touted the interconnectivity of Owens and the Community and Technical College at the University of Toledo (UTCTC) with Jeep, Chrysler, Ford, and the UAW. Summarizing,

Konz wrote that community colleges are trying to use their programs as “levers of policy development and economic development.” (p. 5). He quoted David Brown as saying, “Companies are increasingly turning to community colleges as training outsources” (p. 5). Examples of interconnectivity with industry and community colleges include John Deere, Freightliner, and Caterpillar. Cooperation between industry and academy can also be found at Lawson State Community College in Birmingham, Alabama, where Toyota, General Motors, and Ford utilize Lawson State instructors to train mechanics in the customized training prescribed by these automakers. Funding is provided by the dealerships for the training of trainees from cities and towns across the Deep South (personal familiarity of this researcher, who is employed by Lawson State Community College).

Konz emphasized that all over the nation, states are increasingly utilizing their community colleges, which clearly must be seen as key players in economic development. Do the members of the governor’s HRICs, key entities that influence policies and practices in the allocation of state federal training funds, see community colleges as important to their efforts?

Konz (1997) wrote poignantly in his dissertation that

an important key will be whether investments in workforce training programs at community colleges are perceived as being sound by state HRICs, the legally assigned entities with the responsibilities to advise governors on state human resource issues. If they [community college workforce development programs] are deemed key players, this aspect of the community college mission might see significant expansion. If, however, they are not perceived in such light by HRIC members, existing workforce development and training programs, which total hundreds of millions of dollars at community colleges across the county, and the students served by them, may be at risk. (p. 7)

Because of pressing job opportunities and needs, “states are examining their community colleges as never before” (Konz, 1997, p. 7). In the mid-1990s, block grants were seen by some as the answer to the provision of job training and most workforce needs by community colleges. The questions at the core of Konz’ 1997 study were the following: Are present investments in

community college-driven workforce education programs sound and effective? Are they seen as such in order to draw larger and more consistent funding to those programs?

The Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA or welfare reform) was passed in August 1996. In theory, welfare reform had as its goal to increase the ability and power of the states to determine the best use of matching state and federal funds to meet the needs of workforce investment training. Konz (1997) noted the following: “State leaders are now positioned to reconsider the education needs of their state and to dramatically reconfigure the way that employment, training, adult literacy and welfare-to-work are all financed to work within the boundaries of these states” (p. 7). The purpose of this present study is to, like the 1997 study in its time, assess the perceptions of current (2009) State Workforce Investment Board members.

Konz (1997) wrote that states were “reconceptualizing” their role of education vis-à-vis the vital necessity of preparation of their state’s workforce. He argued that community colleges will be in a favorable position to receive block grants if they, at the time of his 1997 writing, are perceived as “being the ‘in-place’ entity to address workforce needs” (p. 7). Konz doubted that the general public fully realized the contributions of community college workforce development and economic contributions. From conversations with Konz in October 2007, Konz himself said that he would not likely maintain this position over a decade, as he noted a dramatic increase in public awareness of community college career training success (Personal telephone conversation with Thomas Konz, October 2007).

Konz (1997) firmly believed that the power would be moving from the federal government to the states through what were known as block grants. He wrote that HRICs were initially created on September 7, 1992, when President George H. W. Bush signed into law

amendments to the Job Training Partnership Act (JTPA). As a result of the 1992 JTPA Amendments, HRICs were formed to do the following:

One important responsibility that HRICs have is to develop a workforce development strategic plan. This plan can help identify the workforce needs in the state, resources available in various programs, gaps in existing services, and action steps needed to fill these gaps. At least twenty-six states have such a plan [as of April 28, 1998].

The overwhelming majority of HRICs have the authority to review and comment on a broad range of initiatives, such as one-stop career centers and school-to-work programs. Roughly half of the HRICs comment on employment and training aspects of the (TANF) program. Many HRICs set performance standards for and evaluate many workforce programs. (Hyland, 1998, p. 4)

Konz (1997) noted that representatives on these councils were generally heads of state agencies.

Konz (1997) also found diversity in the structures of the HRICs. For example, the state of New York had formed a council made up of other existing councils (with its concomitant strengths and weaknesses), whereas Connecticut had created a council with responsibilities larger than most state HRICs. These states are just a few examples of the fact that the governing structures are almost as diverse as the number of states themselves. David Brown of the National Governors Association opined that states with functioning HRICs would be in a better position to make decisions when block grants began taking place (personal interview with David Brown by Thomas Konz, May 24, 1995).

Statement of the Problem

Throughout the history of community colleges, it has been common knowledge that these open-access institutions would supply individuals with work that provided a sustainable living and simultaneously provided a trained workforce for existing and new and emerging industries and service organizations. The problem has been for community colleges to carry out all of their assigned functions with fluctuating and diminished funding. In 1997, members of Human Resource Investment Councils were asked their perceptions of how community colleges were

doing this. In 2009, a follow-up study was done to examine current perceptions and make comparisons.

In carrying out this 2009 replicative study, the first three questions of Konz's 1996 survey instrument, which were used in this follow-up 2009 research survey, are as follows:

1. What is the role, mission, function, scope, and responsibility of the Human Resource Investment Councils in selected states (which ended up being 29 states)?
2. What is the role of community colleges, and how do they fit in the workforce development plan/program of selected states with operational HRICs?
3. What should the role of community colleges in the workforce development plans/programs of selected states with HRICs be? (Konz, 1997)

Definitions

Economic development: The systemic, organized promotion of economic growth and activity of all kinds (Mora & Giovanni, 1989).

Human resource development: Organized learning experiences in a definite time period to increase the possibility of improving job performance growth (Nadler, 1984).

New work force entrants: This category includes recent high school graduates, recent high school dropouts, and long-term unemployed, many of whom are welfare recipients and long-term dropouts (Katsinas, 1994).

Temporarily dislocated workers: This category includes workers unemployed but still looking for work (Katsinas, 1994).

Currently employed: This category includes those individuals who are working but seek additional training, usually at the work-site (Katsinas, 1994).

Transfer function: This refers to the collegiate function of the community college in offering the freshman and sophomore coursework designed for transfer to a baccalaureate degree granting institution and specifically “the mechanics of credit, course, and curriculum exchange” (Kintzer & Wattenbarger, 1985, p. iii).

Developmental education: Involves a range of services directed toward the affective and cognitive growth of students, including remedial courses and other services such as tutoring, advising, and counseling necessary to obtain maximum benefits for students (Boylan, Bonham, Jackson, & Saxon, 1994).

Carl D. Perkins Vocational and Applied Technology Act of 1988: The 1963 Vocational Education Act and the amendments of 1968 and 1972 vastly augmented the federal funds available to community colleges. Later reauthorizations amended the 1963 Act, producing the Carl D. Perkins Vocational and Applied Technology Act of 1988. The 1988 reauthorizations were credited with significantly broadening the coverage of federal aid to include postsecondary adult vocational programs, programs for handicapped and disadvantaged students, sanctions against sexual and racial discrimination, and such support services as counseling and job placement (Konz, 1997).

Job Opportunities and Basic Skills (JOBS) Training Program: Established under the Family Support Act of 1988, the JOBS Training Program offers Aid to Families with Dependent Children (AFDC) recipients opportunities for employment through basic education, work experience, and skills training. Specifically, JOBS programs provided vocational and occupational skills, assisted in job placement and development, and provided high school or equivalency education, remedial education, or education in English language proficiency. With the passage of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996,

the JOBS Program went out of existence in its current form as a federally administered program, with states picking up formal responsibility (Konz, 1997).

Job Training Partnership Act (JTPA): This refers to the federally funded employment and training program that is awarded to each governor by formula, and through the governors to local service delivery areas (SDAs), as designated by governors in their state JTPA plans submitted to the Employment and Training Administration of the U. S. Department of Labor. Provisions of these state plans address aspects related to 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 (Konz, 1997).

Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 100-193): Popularly known as the Welfare Reform Act of 1996, this refers to the devolution of power from federal to state government that empowers states to create and implement their own welfare program.

Adult Basic Education (ABE): Education below the high school level (Katsinas, 1994a).

Pell Grants (Pell), formerly Basic Educational Opportunity Grants (BEOG): Prior to the 1992 restrictions passed by Congress, almost any needy student could use Pell to attend a community college, in that the standard to obtain a Pell Grant was “ability to benefit.” The local institution determined who had that ability, and it historically had been liberally defined, so that nearly anyone who wanted to try could, including those in need of ABE (Katsinas, 1994a).

College-Work-Study (CWS, commonly called “work-study”): Created with the passage of the Higher Education Act of 1965, CWS pays students minimum wage to help them work their way through college (Katsinas, 1994a).

General Equivalency Diploma (GED): Represents an alternative route to obtain the high school diploma. This program is especially important to older adults including adult immigrants and high school dropouts (Katsinas, 1994a).

“TRIO includes Upward Bound, Student Support Services, and Talent Search, programs funded by Title III of the federal Higher Education Act (Katsinas, 1994a, p. 6).

State Workforce Investment Board(s) (SWIB) are identical to, albeit the more common term for, the Human Resource Investment Councils (HRICs) described within the study.

Assumptions

The following assumptions apply to this study, which for statistical reliability have been deliberately retained from the 1997 study by Konz:

1. It was assumed that the population included in this study had a significant working knowledge concerning human resource investment and economic development, and workforce development.
2. It was assumed that the respondents would personally complete the survey and that they would honestly report their perceptions and attitudes.
3. It was assumed that the instrument being used, after being reviewed for content validity, accurately measured perceptions of community colleges and work force development (by members of State Workforce Investment Boards or SWIBs).
4. It was understood that external influences during the time of the administration of the survey could not be controlled.
5. One could reasonably expect that the external influences would be minimal (Konz, 1997).

Delimitations

1. The survey was to be limited to the members of state Human Resource Investment Councils and their 2009 substantive equivalents that have largely replaced the HRICs since 1996-1997.

2. This study was limited to 2-year schools defined as community colleges by the American Association of Community Colleges.

3. Surveyed individuals were limited to the 50 states plus U.S. territories, not just the 29 states that had HRICs as determined to be in operation as of February 1996 by David Brown, Senior Policy Analyst for the National Governors Association (NGA). Those states in the 1996 study included Alaska, Arizona, Colorado, Delaware, Florida, Illinois, Indiana, Iowa, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Montana, New Jersey, New Mexico, North Carolina, North Dakota, Ohio, Oregon, Rhode Island, South Dakota, Texas, Utah, Vermont, Washington, Wisconsin, and Wyoming. For the most part the 29 states listed previously have continued on, and with just a few exceptions will be included in the 33 states in the 2009 study.

In the 2009 survey, there were 119 members of 37 State Workforce Investment Boards (SWIBs) across 37 states and territories of the United States who completed the survey despite an invitation to chairs and directors of 56 states and U.S. territories. The completing respondents were members of SWIBs in the following states: Alabama, Alaska, California, Colorado, Delaware, District of Columbia, Georgia, Guam, Indiana, Iowa, Kansas, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nevada, New Hampshire, New Mexico, New Jersey, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon,

Pennsylvania, Puerto Rico, South Carolina, Texas, Utah, U.S. Virgin Islands, Virginia, Washington, and Wisconsin.

4. The normative survey method for research was to be used in this 2009 study, implying that whatever is observed at one time is normal, and, under the same conditions. For valid statistical comparability, it would be this writer's rule of practice to retain the same conditions of research inquiry as those of the 1996-1997 study by Konz (1997).

Limitations

A limitation was the cost of data collection, which led to relying on web-based communication with the single-mode consistent with Dillman's caution: "An important concern raised by the mixed-mode survey is whether people answer questions in the same way for each mode. It is possible that the introduction of additional modes, while increasing response rates, will also increase measurement differences" (Dillman, 2007, p. 230). A related limitation was the difficulty of obtaining the email addresses of members of even a portion of all 56 states and territories, as well as the approximately 20%-25% return of undeliverable emails. A limitation of data collection is the possible inherent lack of online computer literacy still broadly extant among the largest State Workforce Investment Board member group in the study, those 45 through 59 years of age.

The study was subject to the biases and knowledge limitations of the respondents, or most bluntly stated, simply the opinions of those surveyed.

CHAPTER 2

REVIEW OF RELATED LITERATURE

General Funding of Community Colleges

The purpose of this chapter is to review the relevant literature related to community colleges and workforce training with special reference to the role of state Workforce Investment Boards and the federal policies related to them. This chapter is organized as follows: (1) general funding of community colleges; (2) critique of literature perspectives on Konz's 1996-1997 study; and (3) 21st Century workforce investment literature.

In light of examining the perspectives of human resource investment council members regarding workforce development programs in community colleges, it is imperative that the current level of general funding in those institutions be discussed. Community college funding overall is certainly down in real terms despite a brief upsurge in gross prima facie receipts, for example the year 2004. Evelyn (2005) wrote about Pennsylvania's 14 community colleges receiving \$1,380 per student, rather than \$1,500 as they traditionally had. Some states have California's problem of combining too little money with booming enrollment. As Gose (2005) wrote, "There, the strong growth is already taxing capacity at community colleges, forcing legislators to grapple with how to pay for it all, and creating in-state squabbles among universities over who will serve the low-income status population" (pp. B10-B13).

Katsinas (2005) summarized, using a quote from Tillery and Wattenbarger (1985), the current status of community college funding in its historical context with this clear and cogent comment:

As a result of the recent recession and decline in state revenues, many state legislatures consider funding public institutions of higher education only after they have funded other major programs in the state budget. As a discretionary item, public colleges are generally funded with monies left on the table after more pressing state priorities, such as matching programs—especially Medicaid—that attract large amounts of federal funds, have been dealt with and such functions as corrections and K-12 education have been provided for. This has not always been the case. During the 1960s and 1970s when the baby-boom generation went to college, higher education enjoyed a “favored position” in states, and community college leaders looked optimistically to state legislatures for badly needed support. (Tillery & Wattenbarger, 1985, cited in Katsinas, 2005, p. 19)

Regarding the colossal drop in state funding for community colleges, it seems most clearly summarized in research that shows that urban state appropriations to community colleges in the United States are down drastically per Roessler (2006), according to his dissertational research. For example, state appropriations were down to 31.8% in 2001 from 47.0% in 1981. Suburban state appropriations were down to 31.8% in 2001 from 45.4% in 1981. Rural state appropriations were down to 37.3% in 2001 from 48.1% in 1981. Stephen G. Katsinas, chair of Roessler’s dissertation research and director of the Education Policy Center at The University of Alabama, responded, “It’s totally depressing...Everyone is hurting and all the government support has been going down. If you had local support, the states cut you more because they knew they could” (Jaschik, 2006, p. 2). Roessler reported that he had expected to find a decline in the share of government support in community college budgets during the time period he examined. “I was anticipating a drop-off. The surprise was how large,” he said (p. 2).

Katsinas reported that the analysis held significance due to the trends tracked by Roessler, which can be easily hidden by annual reports on gross increases (not tied to inflation) in state appropriations for various colleges. Katsinas also said that the large increase in contract funds had crucial implications, such as the ballooning dependence on programs that can very well not directly relate to student instruction. Much was said by this quote from Katsinas: “Creating economic development programs is the big unfunded mandate” (Jaschik, 2006, p. 2).

In California, capacity pressures have worsened due to California State University's decision to cap enrollment this year—the first such action. Travis J. Reindl, Director of State Policy Analysis for the American Association of State Colleges and Universities, made this poignant statement: “You add to that [California State University's decision to cap enrollment] the weight that we've shifted toward placing remediation responsibilities on the community colleges, and you have to ask yourself: ‘How much more can that wagon hold?’” (Gose, 2005, p. B10-B13). In Texas, college enrollments also keep swelling, and funding keeps shrinking. The article summary stated the following:

By 2040, about 175,000 more Texans will enroll in community colleges than four-year universities, according to Dr. Steve H. Murdock, management science and statistics professor at the University of Texas at San Antonio. The growth, he said, results from the increasing population of minority Texans, many of whom are more likely to attend community college. (Cox, Matthews, & Associates, 2005, para. 1)

Cavanaugh entitled his article in *Education Week*, “State Budgets Push Community Colleges to Rebuff Students,” then the subtitle, “Colleges Seeing Spike in Demand as Support from States Slumping.” In some cases, for example Massachusetts, Governor Mitt Romney, had proposed cutting spending on community colleges from \$220 million to \$191.5 million in fiscal 2004 as part of the restructuring of higher education in the state (Cavanaugh, 2003).

Another funding problem for community colleges in the United States is the multiplicity of missions given to those institutions, most moving in varied if not directly opposite directions. For example, Bailey and Jenkins (2005) argued that community college students should receive both occupational training and preparation for baccalaureate degrees. The authors cited several pedagogical and bureaucratic obstacles to that goal (cited in Crociti, 2005). Missing, however, is an analysis of the problems faced by community college professors in pursuit of that goal. Crociti mentioned the difficulties of combining heavy teaching loads typical in community

colleges with the substantial time demands on instructors responsible for grading and other forms of evaluation. Secondly, the placement of students across the gamut of ability—from remedial to so-called university-skill levels in the same room—requires difficult to impossible trade-offs academically, maintained Crociti. Thirdly, there is a problem with insufficient budgetary support for the library resource. This keeps professors from requiring library-based projects that are rightly typical at baccalaureate institutions (Crociti, 2005).

A financial hurdle, which if handled correctly could prove beneficial, is the expectation of a large retirement exodus of community college instructors, given that the average age is over 55. In the wake of this movement out, community colleges will encounter the simultaneous hiring of many new full- and part-time instructors. This means, in short, great turnover among the ranks of the full-time faculty, and the following replacement, in many cases, by adjunct instructors, with the difficulties that movement brings in and of itself in the maintenance of communication and the related quality control aspect of the provision of a truly effective education. Not a problem is the beneficial reduction in salary expenditure, due to the retirement of those paid the most being replaced by those who as newcomers, largely, are paid the least. This happy situation is just the opposite of what occurs regularly, which is the rising salary expense due to standard cost of living and/or experience increases that place those moving toward retirement in the highest salary brackets (Flannigan, Jones, & Moore, 2004).

However, on the negative side, Bert Glandon, of Treasure Valley Community College in Ontario, said that his school would cut 10% of the budget for the coming fall (2000). Glandon said, “We don’t have any more money for the instructional staff, so I can’t tell you how many people we turn away in English, math and computer classes. We have waiting lists” (Cox, Matthews, & Associates, 2000).

Summary of the General Funding of Community Colleges

As funding shrinkage proceeds to the pandemic level, the perspectives of statewide Workforce Investment Board (SWIB) members become increasingly paramount. Their perspectives tie to questions of conviction regarding the effective current utilization of general federal and state funds; then more specifically, there is the concurrent cry of the pressing need for current and future funding of the workforce development programs of this country's community colleges.

Repeatedly, across the world of community college literature, writers have clearly articulated that paying instructors and providing the changing technology and all other equipment and supplies calls for increasing, not decreasing, funds. This certainly applies to workforce development funds in particular. Writers have also noted that there are no new revenues to counter such locked-in benefits such as employee benefits, namely rising health insurance premiums, as well as skyrocketing utility expenses.

Of course, both the cost-of-living and/or experience/step increases mean that costs are rising for the general community college budgets, putting the further squeeze on that superior investment called workforce development; one study indicated that \$1.00 of economic benefit is produced for every \$0.21 of investment in training. All of the previously mentioned make even more important the color and flavor of the perspectives of the human resource development council decision makers who help guard the gate of federal and state workforce development dollars so urgently needed "on the ground" in the community college.

Educational authors have shown that the antidote in the "real world" cannot always (if ever) be equivalently rising state appropriations, because they are very difficult to come by. When even the general funding is up against the variegated competing state costs, such as state

matching Medicare and the typically overrun and underfunded state prison system, it is a truism that workforce development financing must needs be perceived in the best possible light by members of human resource development councils or their equivalents. Program funding is absolutely necessary and very likely to be well utilized; this is in addition to the ongoing need to conduct capital campaigns, as well as gain an appropriate part of endowments for the excellent investment in the nation's future through workforce development training.

Dougherty and Townsend (2006) wrote that fiscal pressures faced by state governments will likely lead to slow growth in appropriations for community colleges. This will encourage the colleges to continue their avid search for new revenues (and therefore new missions), especially in the areas of workforce development and continuing education. Meanwhile, the weakening industrial base of the U.S. economy and growing outsourcing of industrial production from the United States has reduced corporate demand for contract training, but it is also leading community colleges to emphasize a high-skill: "new vocationalism" (p. 11).

Central to the role of the community college in the 21st century is the ever-evolving paradigm of lifelong learning. In 2004, Martin Simon and Linda Hoffman, co-authors of the Governor's Association (NGA) Center of Best Practices in their report to the United States Department of Labor, Employment and Training Administration, Workforce entitled, "The Next Generation of Workforce Development Project," wrote, "Key to the success of economic strategies outlined in the governors' guide on cluster-based economic development is the provision of lifelong learning and training for employees and employers (Simon, 2004, p. 5)." Lifelong learning and training, again is easily defensible as central to both provision of a crucial workforce on the one hand, and the security and provision of wage-earning capability for the

employee on the other hand. Of course, community colleges are primary sources for lifelong learning and training, as this study verifies

Along with providing lifelong learning to students comes the issue of open access, both of which are contingent on funding being consistent. Funding had already been a problem for years, with state revenues contracting in addition to the already growing competing expenditure outlays in Medicare, correction, and K-12 schools. A 2008 study carried out by an American Association of Community College survey written by Katsinas, Tollefson and Reamey (2008) stated the following:

Twenty-four (of 48) respondents disagreed or strongly disagreed with the statement, “Community colleges do not now have the capacity to meet current and projected needs of high school graduates in my state,” and 25 respondents disagreed or strongly disagreed that their community colleges lacked the capacity to serve older returning adult students. Yet a substantial minority agreed with both statements. Sixteen states (Connecticut, Hawaii, Indiana, Kansas, Louisiana, Maryland, Maine, Michigan, North Carolina, Nevada, New York, Ohio, Oregon, Virginia, Washington, and West Virginia) indicated a lack of capacity to serve the current and projected needs of high school graduates, and 14 of these same states (Maryland and Nevada were the exceptions) indicated a lack of capacity to serve older, returning adult students. (Katsinas, Tollefson, & Reamey, 2008, p. 4)

This summary makes it abundantly clear that almost half of the respondents of the 2008 survey to national state directors of community colleges face a major holdup to the carrying out of their mission to teach such key constituents as high school graduates due to funding shortages, a matter addressed in many other studies, but always a driving component to community colleges being able to provide open access to any and all groups of people.

The deep and pressing need for community college funding was never better expressed than by R. Frank Mensel, Senior Fellow, Education Policy Center at The University of Alabama and former Vice President of Federal Relations, American Association of Community Colleges and Association of Community College Trustees:

President Obama's plan to invest \$12 billion into community college facility construction and renovation over the next 10 years could not come at a better time. Community colleges are being asked to do more with less, and in many states, our community colleges are bursting at the seams, and in desperate need of funds for new and renovated facilities. If you short-change the community colleges, due to inadequate funding as compared to their mission, you are undermining the economic future of our nation. (Katsinas & Tollefson, 2009, p. 2.)

Critique of Literature Perspectives in Konz's 1996-1997 Study

In examining Konz's perspectives on literature review, this writer critiques Konz's view of the historical significance of community colleges, then addresses the current need for workforce development programs and the rationale for educational and financial investments in human capital. This researcher examines state and federal human resource policy, including the historical legislation described by Konz in setting up the HRICs and the sociopolitical events that have led to block grants. One goal of this study is the revelation of the ramifications and efficacy of block grants as actualized in the interim years since 1996-1997.

In introducing his review of the literature, Konz (1997) referred to workforce development and economic development. The point is made that workforce development programs at community colleges are crucial to economic development. Beginning with a history of community college involvement in economic and workforce development, Konz argued that it is beyond dispute that community colleges have been consistently involved in workforce development and economic development, whether or not stakeholders can agree as to the precisely most effective role that they would suggest.

Zeiss (1997) wrote that without the inarguably comprehensive contribution by the community colleges to workforce development, "millions would be undereducated and undertrained, and this nation's business would cease to be competitive (p. 25). Some writers, according to Zeiss, still argue that involving community colleges in workforce education

impedes the transferability of instructional services. In 1996, per Day (1996), 20% of new jobs required a 4-year degree, with the balance being technical jobs (Zeiss, 1997). The writer concluded that the technical jobs were 2-year, college-trained jobs.

An early example of the role of workforce development in the early years of the 2-year colleges was given by Konz with his reference to William Rainey Harper of the University of Chicago, who wrote that community colleges, or junior colleges as they were called then, would provide schooling to those for whom the fit of entering a 4-year university might appear daunting, yet that could make the most of a student willing to study for 2 years to enter semiprofessional work, which began more with the heavy manufacturing, but came to include work in sales and business, for just a few examples (Konz, 1997).

A not-too-common story by Cohen and Brawer (1989) relates how the community college started partially due to the fact that earlier proponents grew to despair of seeing programs in 4-year colleges and universities that met semiprofessional and industrial needs, described by Konz as “less-than-baccalaureate education.” In the earlier days of community colleges (i.e., the early 1920s), during which the term *junior colleges* was used, the curriculum was set up to train the middle layer of tomorrow’s employees, that is, the layer between manual laborers and professionals (Cohen & Brawer, 1989). Konz pointed out that some 70% of junior colleges offered terminal programs. Note that this is quite different from saying that 70% of students were enrolled in terminal programs. Terminal business programs were already popular in the 1940s, not unlike today, in 2009. Terminal programs that were offered, but in which enrollments were not high, were the agriculture and home economics programs (Konz, 1997).

Although the role of the junior colleges has always included their provision of vocational/terminal programs, Konz (1997) wrote that there has remained a critique of what is

perceived as the “tracking” of perhaps the less academically capable students into the more vocational curricula. This writer questions what other options we have.

Konz (1997) at this point mentioned that although there had always been the terminal function, there had also been the collegiate, college-parallel, or transferable function. He mentioned several locations where colleges were to teach both terminal programs and offer academic curricula 2 years beyond the secondary educational level.

During World War II, enrollments did not blossom—despite both the vocational and college-parallel offerings; Konz expected that this was due to the connections with the municipalities (low budgets?) as well as low state funding during the Great Depression.

There was a big economic demand for workers in allied health, engineering, and electrical technologies. Employers could no longer find a satisfactory mix of employees trained either at the secondary or postsecondary levels in these and other fields of study (Cohen & Brawer, 1989). There were also federal funds extended for allied health, accompanied by the requirement of licensure for practitioners in health and other fields; both of the latter spurred demand for community college training in these areas (Konz, 1997).

Career education enrollments grew even faster than did the college-parallel programs, which also grew. Konz (1997) pointed out that this trend in expanding career education has continued since the 1970s. In 1963 the Vocational Education Act was passed. As the years passed, more female, disadvantaged, part-time, and older students enrolled. Adult education was taken over by the community colleges versus the high schools.

The 1963 Vocational Education Act and amendments in 1968 and 1972, as Konz (1997) pointed out depending on state implementation, channeled capital to community colleges.

Programs for the disadvantaged and handicapped were expanded by the Carl D. Perkins Vocational Education Act of 1984.

Funds were increasing and so did enrollments. Interest in both the college-parallel and career blossomed. Students seemed to want to keep all of their options open, so they often took the transfer programs. The desire to keep future prospects open (as Konz said) helped enrollment increase. Community colleges, in conjunction with the increasing demand for postsecondary level vocational training (as was mentioned previously), began taking over programs previously provided by high schools. Simultaneously, and for related reasons, parents began seeing the 2-year college as a viable alternative to the 4-year university in terms of career training, as many fields now appeared financially plausible without the 4-year degree, and, truth-be-told, the university often did not properly offer the vocational education training given by the community colleges (Konz, 1997).

The good news was that many received very good training, which landed them in jobs in their field without the 4-year university degree. The bad news was that some of the graduates polled as working “in-field,” were realized to be at times only working in clerical or lower level jobs (Konz, 1997; Wilms & Hansell, 1980, cited in Cohen & Brawer, 1989).

Pincus (1986) stated that “by and large there is no good evidence that vocational education in community colleges delivers on promises of secure employment, decent pay, and ample career opportunities” (Pincus, 1986, p. 49, cited in Cohen & Brawer, 1989, p. 215; Konz, 1997, pp. 30-31). This researcher expects this 2009 research study to flesh this out and hopefully to show some improvement in this bleak observation.

What is the proper amount of involvement by community colleges in workforce training? Konz examined whether workforce training is for social benefit or for the individual. This writer

would argue that workforce development is for both. As Konz wrote, the individual gains by being employable at higher rates of pay, but the society in the aggregate benefits by gaining skilled employees who both attract and retain industries in various states for the benefit of numerous individuals, with the tax revenue from the same helping many more than the families of the employees (Konz, 1997).

College training has much benefit to society in boosting the gross national product. Konz cited Katsinas and Lacey (1989a) as arguing that community colleges “should not remain static in the face of dynamic, sometimes disruptive economic, political and social changes” (p. 7). Katsinas and Lacey are quoted as follows: “Designing an entire postsecondary level vocational curriculum around the training of skilled workers for declining and radically-changed industries (i.e., prior to the radical change) will not meet the challenges of increasing need for technicians, technologists, and mid-level managers and professional field workers” (p. 7). This researcher believes that this can be stated in a much broader and proactive manner.

After describing the aforementioned terminal education agenda, I look at the economic agenda, which centers on the belief that the goal is to improve the economy and thus help society through labor source development. A third agenda is the so-called hidden agenda. This arguable agenda supposedly holds that low income and minority students are channeled away from the more academic programs and (even worse)—as the agenda goes—the upward social mobility attendant therein. Palmer correctly distinguished between these extant agendas and the content of what the various curricula actually do. Students with varied goals, skills, and abilities take occupational training. Palmer took a 1986 survey of students in which he found that 16% of students attending occupational classes were enrolled in an occupational program; 26% of students enrolled in occupational classes or occupational programs stated that they desired to

transfer (Palmer, 1987, cited in Cohen & Brawer, 1989). First, this shows that transferability is not unique to the more academic subjects; or on the other hand, if transferability for occupational students is unlikely, one must feel for the 26% and work for their improved transfer capability or superior placement in the job market, which could trump the 4-year student (e.g., technical students hired by the perquisites-rich Mercedes-Benz complex in Vance, Alabama; writer's personal experience with Mercedes-Benz' top-student hiring initiatives, which included the writer's son, c. 2004).

Konz spoke to Cohen and Brawer's (1989) contention that the view that career education is the purview of the less academically minded is totally wrong. In short, Cohen and Brawer wrote, this view ignores "the high transfer rates exhibited by career program graduates and it perpetuates the myth that career studies are the exclusive domain of the low-ability or low income students" (p. 221).

Konz spoke of the fact that the faculty of community colleges became more academically stringent, which was just part of the benefit of increased funding, sometimes through public and private foundations. Konz mentioned how universities became more and more aware of how well nursing programs were doing in the community colleges, and offered integrated programs with them (Cohen & Brawer, 1989).

Konz (1997) next dealt with the fact that students seem to want a broader spectrum of education, for a "wider breadth of studies. Opened-ended training had great appeal" (Konz, 1997, p. 33). Cohen and Brawer (1989) emphasized that there was a false dichotomy between total career education and the total academic track. They argued that a true liberal education would prepare one for one's total life work, which of necessity would include one's work-for-pay.

Summary of the 1997 Study of Thomas R. Konz

In 1996 Konz used the state of Ohio as illustrative of the national HRIC creation process. He was informed by his discussion with Dan Baechlin, the spokesman for Ohio Governor George Voinovich. To begin the council, 33 members were chosen by the Governor, with the bimonthly HRIC meetings starting in October 1993. Three committees were established—economics, development, education and employment— through representatives of the following state departments: labor; economic security; education, including K-12 and vocational education; and the Ohio Board of Regents, responsible for coordinating 2- and 4-year institutions. Also represented here are community-based organizations, minorities/minority groups, and organized labor. Konz (1997) was making the point that the setup by Ohio is rather typical. At this point, Konz (1997) summarized the purpose of his study: How are community college workforce development programs perceived by those who are given the responsibility of disbursing the block grant money? It was deemed that governors and Human Resource Investment Councils would have much power upon the passing of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (P.L. 104-193).

In order to make comparisons about funding before and after the installation of HRICs, Konz (1997) examined the funding by Congress of certain programs for the operation of workforce development. The Department of Education offered Carl D. Perkins Health and Human Services funded JOBS, and the Department of Labor funded JTPA. The point being made is that the states had very little authority. They either went along with the guidelines or they missed out on the funding altogether. Konz wrote, “Given the total funds involved, and the relatively low state funding match required, states had little choice but to participate. Under this

system, states put in matching funds to receive JOBS funding, to the tune of about 45 percent. No state match was required for JTPA, or Perkins” (p. 11).

Konz (1997) illustrated the following in his Table 1: The funding for Job Opportunities and Basic Skills Training Program (JOBS) in 1995 was \$1.3 billion (1995); \$1.0 billion for 1996 and 1997 (fiscal yrs). Why the JOBS funding dropped from \$1.36 billion in 1995 to just \$1.0 billion in both 1996 and 1997 is not explained. As to JTPA, Congress appropriated \$4.2 billion for JTPA in 1991, which by 1997 had risen to \$4.515 billion. This is very good, but such upsides and increases—that are as arbitrary as the drop in JOBS funding is arbitrary on the downside—do nothing to inspire confidence or provide the ability to plan ahead. As to the Carl D. Perkins Vocational and Applied Technology Act of 1988, it had appropriately risen from \$1.1108 billion to \$1.87 billion by 1996, but in 1997 had dropped significantly to \$1.139 billion. Governors definitely felt that they should be freer to make judgment calls in favor of state citizens versus only having the national rules made by federal bureaucrats. The point is that there were billions involved, and the states had little or no required matching. So there was seemingly little or no downside, but there also was little or no control. Again, as we saw earlier, in 1997, with no warning or option for control, the \$1.87 billion was reduced substantially to \$1.139 billion (Konz, 1997). Konz wrote, “Under block grants, however, governors will be able to change the ways these funds have flowed for years with the stroke of a pen, and in some cases through executive order, as opposed to legislative statute” (p. 12). Konz believed that governors should be relatively free to design workforce training and welfare-to-work programs to meet local needs. Konz reflected state frustration over not being free to pick and choose the funding within the state that did the most good, rather than having to follow the prescribed formula of Washington bureaucrats. Konz wrote the following:

It appears that state-level HRICs will be the preferred vehicle used to allocate workforce preparation funds, in that 29 HRICs have become operational between 1992 and 1996. Therefore a study of the perceptions toward community colleges is timely and warranted. Even if formal legislation mandating block grants for JTPA and Perkins programs is not forthcoming until 1998 or beyond, the present trend by the federal Departments of Health and Human Services (HHS), Labor, and Education to liberally grant waivers have effectively enhanced the power of governors and their HRICs (the waiver approved by HHS in 1996 for Wisconsin's new welfare reform program represents a good case in point. (pp. 12-13)

Table 1

Community College Workforce Development Programs

Populations served by workforce programs	Existing community college programs	Existing federal programs	Clinton programs
1. New Entrants	Traditional. Vocational	Perkins(tech prep)	National Service
a. Recent H.S. grad's	Tech Prep, 2+2, Career Counseling & DevEd lead to regular curriculum	Pell (especially ability to benefit). CWS. Coop Ed. TRIO	National Test of High School Seniors
b. Recent H.S. dropouts	Same as IA above	Same as IA above	Apprenticeships, School-to-work
c. Long-term unemployed (long-term dropouts & welfare recipients)	ABD/GED/VEST. DevEd Career Counseling leading to traditional curriculum	Jobs, some JTPA but not much due to "creaming"	Welfare Reform Earned Income Tax Credit
2. Temporarily Dislocated Workers	Continuing Education Training, some ABE+GED	JTPA, Employment service, workers comp and other Labor Dept. programs	Scrap JTPA & TAA, replace with Career Opportunity Cards
3. Currently Employed (continuous training)	Continuing Education and Community Services, incl. worksite literacy; Technology Transfer Programs	None in place	1.5 Percent Payroll Tax to finance continuous training programs

Konz (1997) made very clear the purpose of his dissertation: “The problem addressed by this study is the future of workforce development at community colleges, because with HRICs, traditional funding patterns are at risk” (p. 14). The present writer’s study would pursue an answer to the query, “Could it be said that now we have neither the block grants—as advertised—nor the traditional funding as such?” Certainly there is some of the latter (traditional funding), but not all. It is this writer’s intent to explore the current realities for comparison with the previous comment by Dr. Konz that with the new arrangement with the HRICs, “traditional funding patterns are at risk” (p. 14).

In a personal telephone conversation with Dr. Konz on the 14th of December, 2007, this writer, somewhat rhetorically asked Konz the following (paraphrased): “Because block grants, although they have indeed been to some extent implemented, have been smaller in scope than envisioned, what net funding has occurred vis-à-vis community college workforce development programs?” The answer is one of the aims of this research.

To this writer, the promise of the block grants may be like the promise of refinancing personal credit card debt, perhaps, in that one thinks one is improving one’s personal net worth by capturing all of the extant credit card debt under one new larger equity or signature loan; however, after the loan proceeds have been obtained, one still retains some of the cards, and then each of those individual card’s debt grows again, so that the “umbrella” loan “leaks” and by no means contains all of the credit debt as originally envisioned. Similarly, this is the way this writer believes Workforce Development Funding may have been lost. The veracity of this thought will be clarified by the results of this research.

The point is made that the traditional categories of community college mission by Cohen and Brawer (1996) do not include workforce development, which can involve more than one of

the traditional categories. Konz pointed out that in his study he would use the “Katsinas Matrix of Workforce Development,” developed by Dr. Stephen G. Katsinas, for use in describing the submissions and populations that community college employees use under which to prioritize their activities every day of the year (Konz, 1997).

There has long been an awareness of the contribution of community colleges, but the crying need for their contribution has only been exacerbated in recent years by the further shrinking of the global economy and its technological ramifications. The point is made that the Integrated Postsecondary Education Data System (IPEDS) does not collect data on workforce development programs in any institution of higher learning, including community colleges, and this needs to change. Community colleges are not properly understood nor thus credited because of their conflicting missions (Konz, 1997, used the phrase *unclear and differentiated missions*).

Konz proceeded to describe the Katsinas model, which more clearly delineates the distinctive roles of the community college than does the model used regularly by Cohen and Brawer (2003). Whereas practitioners have not been hesitant to recognize the vital role of workforce development, some students of the academy, that is, community college style, have been much slower to properly include this category as part of the roles and missions of the community college. For example, Cohen and Brawer did not in any way distinctly list workforce development in their chart(s) detailing the distinctive roles of the community college. At the same time, many authors have written vehemently concerning the need to create a worldwide workforce. Community colleges need to be seen more clearly as being the central place for workforce development to be nourished (Konz, 1997).

In like measure, Konz wrote, “Not only is there no consensus as to the role of community colleges, there is no consensus as to yardsticks or benchmarks by which to measure

such involvement....As a result, there is a gap between what community colleges propose to do and what actually happens within these institutions” (Konz, 1997, p. 15).

We note below the Matrix of Workforce Development Programs by Dr. Stephen G. Katsinas, which has done well to match the realities (as of the late 1990s) of “X” populations needing workforce programs vis-à-vis “X” extant programs for the said workforce, both community college and federal.

Certain populations who want to or are about to enter the workforce have the advantage of the existing programs mentioned in Table 1. However, as was previously discussed, it remains very clear that community colleges need to be seen more distinctly as being the central place for workforce development to be nourished (Konz, 1997).

Accordingly, Konz (1997) very insightfully declared the following regarding the lack of cohesion in the message and mission being conveyed by scattered efforts in the area of workforce development: “If there is confusion by the general public toward workforce development programs at community colleges, what are the perceptions of Human Resource Investment Council (HRIC) members toward community colleges?” (p. 15). Konz proceeded to ask, “Do those who make decisions and advise the governor and spending view community colleges favorably? Are they aware of the role community colleges presently played in workforce development?” (pp. 15-16). This is especially pertinent now that Congress promises block grants in lieu of the current system of funding workforce related programs.

First, this study examines whether Congress delivered on block grants and if the actual legislation as it was passed actually was set up as a replacement for the current system. After all was said and done, did block grants truly happen in space and time? If so, in how complete a manner were block grants established? The search for the answers to these questions and the

impact of those answers on community college workforce training are part of the goals of this study.

It is important that Konz (1997) noted that community colleges will no longer be able to rely on the flow-through funding that they are used to. This cannot be overemphasized, given what has actually happened in the 12 years since 1996. Editorially, could it be true that community colleges received (speaking of satisfactory amounts) neither the old “flow-through,” nor the block grants? Konz went on to say that the block grants will be as diverse as the 50 states. Because of what actually transpired with the block grants, the current study can examine whether or not, with or without the diversity of methodology, the 50 states received anticipated workforce development funding for their community colleges.

Konz (1997) wrote in this connection: “The significance to community colleges is that decisions made by HRIC members regarding the allocation of workforce training funds may impact the very survival of these institutions” (p. 16). To cite an example, at Monroe County Community College (Michigan), site of 3,500 students, as of 1996, a total of \$221,000 came from Perkins; one-third of the students were estimated to be on welfare. Likewise, 20% of the nearly 4,000 students used nonstudent aid federal funds. At Northwest State Community College in Archbold, Ohio, there were as many as 70% of the College’s 2,000 students who used federal assistance, mostly federal student financial aid; 40 Northwest students received Aid to Families with Dependent Children (AFDC).

It is worthy of note that McDougale, President of Northwest, expressed anxiety over the future impact of block grants, in that the present flow-through programs may indeed be heavily “shorted.” Konz (1997) used the phrase, “may have a profound impact on community colleges.”

He admitted that the results of the block grants at the level of specific colleges had not been studied, but just at what Konz called the national level.

Konz (1997) introduced the thought that previously, the workforce development programs were driven through the students, as in such programs as JTPA and JOBS. Konz proceeded to mention that community colleges, who at that time enrolled 45% of the nation's undergraduates and 50% of this country's freshman, also serve some of the most diverse student bodies on their campuses.

Konz (1997) wrote that there could well be adverse trickle down effects from the removal of the present stream of "flow-through" funding when the block grants kicked in. This writer's question is this: Are the states truly gaining by the block grant system? Even in the 1997 study, in this area of his work Konz expressed doubt about the net positive effect of the block grant system. Konz appeared to be questioning how the block grant system could work as effectively as the more nationally coordinated current system, given the loss in "economies of scale."

Konz (1997) conveyed some of the existing concerns about the implications of block grants. Konz quoted Dr. Larry McDougale, President of Northwest State Community College, Ohio, who "expressed concern for the future of his college with the new block grant proposals, and how they would likely impact federal assistance programs which in turn affect other programs" (p. 17). First, this writer is uncertain as to why Dr. McDougale expressed anxiety over the future of block grants. Second, how exactly would/did block grants likely impact federal assistance programs? Third, how would the reduction or other modification of the federal assistance grants affect other programs?

On the one hand, this writer can see that whenever the formula is altered, one might be concerned; but on the other hand, this writer understands that it was widely advertised that block

grants would take the same amount of funds and give the governors “all that discretion,” where, with the stroke of a pen, they could make the programs seamless and intermeshed, with less turfism, and make the programs more efficient (Konz, 1997).

Konz (1997) then proceeded to speak to his doubts that the switch-up on the JOBS and JTPA, and Perkins Vocational and Applied Technology Act would proceed without harm to the community colleges. Konz’s doubts are unexpected, although surely justified: here we note that first of all, uncertainty is expressed as to the perpetuity of the benefits of the previously mentioned programs, and simultaneously the reader is provided with a glowingly messianic character of that same replacement—namely the block grants, despite their operational ambiguities even in 1996-1997. Certainly there was even more root plausibility for concern and anxiety than was understood and perceived at the time.

Konz (1997) was certainly justified in making his point that had there not been the level of the old-style flow-through funding program by program to the community colleges, those institutions would not have been able to provide the workforce development programs extant at the time of his writing. Konz presented the situation that the funds were significant; but what is more important to this writer is in what direction they are going—up or down.

The chart that Konz provided (Konz, 1997, p.12) that is shown in Table 2 displays a 26.47% drop in JOBS funding from \$1.360 billion in FY 1995 to the \$1.000 billion in FY 1996, staying flat in FY 1997. During this time, JTPA funding was \$3.825 billion in FY 1995, rose 3.84% to \$3.973 billion in FY 1996 and then rose an additional 13.67% to \$4.515 billion in FY 1997. For its part, held alongside the others, the Carl Perkins Act funding base-lined at \$1.111 billion in FY 1995, rose an incredible 68.42% to \$1.871 billion in FY 1996, then moved the opposite direction to drop a substantial 39.12% to \$1.139 billion in FY 1997.

Table 2

Federally Sponsored Workforce Training Program Appropriations by Year

Program	(X= \$billions)		
	1995	1996	1997
Job Training and Basic Skills Training Program (JOBS)	\$1.360	\$1.000	\$1.000
Job Training Partnership Act (JTPA)	\$3.825	\$3.973	\$4.515
Carl D. Perkins Vocational and Applied Technology Act of 1988	\$1.111	\$1.871	\$1.139

Konz (1997) went on to apply these numbers to his state of residence—Ohio: He reported that JOBS funding totaling \$7.5 million covered 33 community colleges and served 4,000 to 5,000 students. Ohio received over \$118 million in JTPA funds in FY1992, enrolling over 276,000 students in vocational/technical programs in 1993.

Applying these funding sources even more closely to a specific community college, Konz cited Monroe County Community College, Michigan, which had 3,200 students in the 1995 fall term, of which 900 received JOBS training. With tight state budgets and heightened concern on the part of legislators over “having to pay for DevEd (Developmental Education) twice” (high school and college), Konz said that “it is clear that the way community colleges conduct business may be on the verge of radical change” (Konz, 1997, p. 19). Then he added that this is because federal funds are subject to bureaucratic slowdowns, not a surprising truism, but nonetheless a statement of affairs that is important to place on the table openly when discussing the

implications of the perceptions of HRIC members upon such potential slowdowns in community college funding.

Konz (1997) summarized the mission of his dissertation again on page 19, using the term attitudes of the HRIC members vis-à-vis the mission, function, and student outcomes of community colleges across the nation. Konz pointed out that these “perceivers” would be new players; this research will help explore how the perceptions of these perceivers effectually assisted community college funding then, in 1996-1997, and in 2009. Konz pointed out that although there has been debate between college practitioners and commentators as to the proper, fitting use of community colleges in workforce development training, he viewed that the use of the HRICs would nullify that debate. Konz went on to say that “this study will shed some light on how HRIC members view community colleges” (Konz, 1997, p. 19). This appears to be an overly modest statement of the goal of his dissertation.

21st Century Workforce Investment Literature: The Direction Beyond Funding

Diana Furchtgott-Roth, senior fellow and director of Hudson Institute's Center for Deployment Policy as well as former chief economist at the U.S. Department of Labor, wrote in October 2009:

A new study released by the Economic Mobility Project of the Pew Charitable Trusts shows that community colleges have the potential to help students of all academic abilities and family income levels. Enrolling in a community college and earning a two-year degree or certificate in high-return fields such as health care, computer science, or building trades, can open a pathway to well above-average-and rising-earnings.

The 1,200 community colleges in America now enroll 11.5 million students, according to the American Association of Community Colleges, or 46% of all undergraduates and 41% of first-time freshmen. Moreover, community colleges offer a wide range of career-enhancing and academic courses at bargain prices which average \$2,400 a year. This is far less than what public and private four-year colleges charge, plus community colleges are open to students of all educational backgrounds; most notably those who lack the credentials needed to enter four-year colleges. (Furchtgott-Roth, 2009)

The new study interviewed 84,000 students in Florida over the period 1996 to 2007. It was sponsored by CNA, a think tank providing analysis and solutions to address civilian and military problems. The pertinence of the study was their observation that community colleges could prepare the most academically (and employment) susceptible students—that is, those who were average to poor academically in high school—for well paying jobs, in high-return fields such as healthcare. Better students, wrote Furchtgott-Roth, have better earnings because they select courses in high-return fields: “This suggests that with better information and support C students could identify high-return programs that they could complete, in fields that would be of interest to them” (Furchtgott-Roth, 2009).

The study remarkably showed that it is feasible for low-performing high school students to obtain a 2-year associate degree or a credential in a health care field such as nursing, medical imaging, or physical therapy, providing them with high starting salaries accompanied by excellent advancement opportunities. Typical earnings by students with health-related concentrations equaled the highest median salaries among all fields: \$46,000 initially and \$60,000 after 7 years. Furchtgott-Roth answered a crucial question at the heart of the community college mission:

What can be done to empower more students—especially those with poor high school records—to enter high-return fields? First, improve the academic preparation of entering students, so that they are capable of completing tougher courses of study. Second, give students more career counseling, so that they know what courses are suitable to their mix of skills, what courses they are likely to complete, and what courses will lead to good incomes when they enter the job market. Third, make sure that students know what financial assistance is available, and how to get it. Finally, increase incentives for community colleges to provide career counseling and support services. Why not reward community colleges for increased course and program completion in high-return fields? Why not shift resources to fields such as health care where courses currently are oversubscribed? Increasing the number of slots in high-return courses would be tremendously beneficial to low-income, low-performing students. (Furchtgott-Roth, 2009)

CHAPTER 3

METHODOLOGY

The six sections in this chapter cover the following topics: The objective of the research study; the selection and description of the population; a description of the research instrument, the procedure for collecting the research data, and the statistical procedures to systematize the collected research data; and a summary of the research goals.

Objective of the Research Study

This researcher surveyed members of State Workforce Investment Boards (SWIBs) through personnel at the National Governors Association as to their perceptions of workforce investment programs at community colleges. This researcher began with the 1996 Konz survey instrument (Konz, 1997, pp. 59-67) and surveyed SWIB members in order to measure the changes in order to measure the changes and similarities between 1996 and 2009, comparative questions were added. The rationale for these will be presented in the balance of this work, when the survey results are discussed at length.

Research Question 1

What are the role, mission, scope, and responsibility of your state's SWIBs or their equivalents?

Research Question 2

What is the role of community colleges, and how do they fit in the workforce investment plan/program of your state?

Research Question 3

What should be the role of community colleges in the workforce investment plan/program of your state?

Selection and Description of the Research Population

In the summer of 2009 , perceptions of SWIB members were taken in a manner that parallels the previously mentioned survey completed in October 1996. At that time, David Brown, senior Policy Analyst for the National Governors Association (NGA), provided Thomas Konz with the names of contact persons for the 29 states that had sufficiently established what at that time was termed Human Resource Investment Councils to provide meaningful answers to the survey instrument. In the previous survey, 29 states were reduced to 26, due to partial responses not deemed sufficient to warrant inclusion in the survey sample (Konz, 1997, pp. 59-67).

This researcher surveyed a cross-section of State Workforce Investment Board (SWIB) members obtained from the NGA. Per Dr. James McKenney, Vice President of Economic Development of American Association of Community Colleges, the change in nomenclature from Human Resource Investment Boards (HRICs) to State Workforce Investment Boards (SWIBs) was not due, in his understanding, to any piece of legislation, but rather to evolving state-by-state nomenclature preferences that became highly favored, whereas the older, now “socially” obsolete terms, although legally quite correct, went out of favor (per personal telephone conversation between researcher and Dr. James McKenney on October 29, 2009). This could not be any more true than was identified by the researcher, who, when corresponding with representatives of SWIBs in a northwestern state, was told that SWIB members did not feel attracted to responding to the survey because the lead up to the survey, and the survey itself,

referred to HRICs (even historically), and they were strongly repelled by the term, or being identified as Human Resource personnel rather than workforce investment personnel (researcher's email correspondence with a northwestern state director circa July 15, 2009).

The surveys were conducted online using the SurveyMonkey software. As envisioned, this was a 100% online survey. Anonymity of respondents was kept throughout the study, assisted by the respondents "clicking" directly into a website survey, and that respondent's survey immediately was given a secret code provided by SurveyMonkey. As of October 8, 2009, there were 119 members of 37 State Workforce Investment Boards (SWIBs) across 37 states and territories of the United States who completed the survey. The completing respondents were members of SWIBs in the following states: Alabama, Alaska, California, Colorado, District of Columbia, Delaware, Georgia, Guam, Iowa, Indiana, Kansas, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, New Hampshire, Nevada, New Mexico, New York, New Jersey, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Puerto Rico, South Carolina, Texas, Utah, U.S. Virgin Islands, Virginia, Washington, and Wisconsin.

Invitations were extended to chairs and directors of all 56 states and territories. For the most part State Workforce Investment Board chairs and directors were at best slow to involve their membership, whereas some took the surveys themselves. Looking at the statistical body of this study, the population of the survey was all members of all 50 states and 6 territories. There is no discernable means for the researcher to be able to ascertain how many members in how many states or territories received emails from their chairs and directors, thus how many truly were in the sample. The researcher-determined sample was 658, which comprised 388 addresses in the researcher's SurveyMonkey broadcast address files added to some 270 emails sent apart from the SurveyMonkey address facility. Of the 658 researcher-determinable members, there

were those who (165, or 25%) whose email was repeatedly declared “undeliverable” and thus were not returned, meaning that the determinable sample size was 493. The respondent size was thus 119 of 493 (24.1%). If one counts the undeliverable email (doubtful), one has 119 respondents of a determinable and undeliverable sample size of 658 (18.1%). From the 493 deliverable sample size, then, there were 220 SWIB members (44.6%) who, acting on their received email invitations, went to the SurveyMonkey website. Of those 220 visiting members, 119 members (again, 24.1% of the determinable and deliverable 493 sample-size) completed the survey.

An attribute of online surveys routed through other participants (in this case SWIB chairs and directors) is that there was no survey question asking the chairs and directors how many members they emailed (deliverably) with instructions on how to activate the embedded survey link. Table 3 details the timing and flow of responses to the 2009 survey.

Description of the Research Instrument

Descriptive research involves collecting data in order to test one or more hypotheses or answer questions dealing with the status of the subject under review. In citing Gay (1987), Konz (1997) remarked, “A descriptive study determines and reports the way things are, and is usually concerned with the assessment of attitudes, opinions, demographics information, conditions and procedures” (p. 61).

This researcher assessed the perception of SWIB members toward community colleges in following up on the 1996-1997 Konz study of perceptions of HRIC members toward community colleges in workforce development. As previously discussed the term *Human Resource Investment Council* was changed to State Workforce Investment Board when identifying the

Table 3

2009 Weekly Survey Return Rates by State Workforce Investment Board Members

Batch	Week	Beginning Monday	Respondents		No-Response Web Visitors	Total Respondent		
			#	% 119		#	% 220	
1	1	July 13	17	14%	15	32	8%	
	2	July 20	8	7%	4	12	3%	
	3	July 27	2	2%	1	3	1%	
2	3	July 27	6	5%	2	8	4%	
	4	August 3	7	6%	9	16	3%	
	5	August 10	0	0%	1	1	0%	
	6	August 17	11	9%	7	18	5%	
	7	August 24	2	2%	0	2	1%	
	8	August 31	1	1%	0	1	<1%	
	9	September 7	2	2%	1	3	1%	
	10	September 14	9	7%	11	20	4%	
	11	September 21	16	13%	21	37	7%	
	12	September 28	23	19%	16	39	10%	
	13	October 5	15	13%	13	28	6%	
	Totals			119	100%	101	220	54%
					100%	46%		100%

members and workforce investment programs of the Councils/Boards. The questions this researcher strove to answer through this survey instrument are the following: What changes have occurred and most crucially what are the current perceptions of SWIB members or equivalents, and what is the impact of those current perceptions on the funding of workforce investment programs in community colleges in 2009.

Like Konz (1997), this researcher retained four sections to the survey instrument: The first section assessed respondent perceptions of the mission, the function and scope of workforce investment (previously “human resource developmental”) policy, and the role of the SWIBs in their respective states. The second section assessed perceptions of SWIB members regarding current community colleges’ mission and function, with special emphasis on aspects relating to populations served by workforce investment programs, such as those following the matrix of workforce training developed by Katsinas in 1994b. The third section assessed general perceptions regarding the role of community colleges in workforce training programs. The fourth section assessed responses to four current issue questions. The fifth section assessed demographic information about the respondents.

In the first section, as in 1996, there were two non-mutually exclusive questions regarding programmatic areas under the SWIB responsibility in their state, and groups served by the SWIB. The remainder of the first section and the balance of sections 2 and 3 have been assigned a Likert-type scale, also as in the 1996 survey of Konz, with five responses, from 1 (*Strongly Disagree*) to 5 (*Strongly Agree*). Whereas in 1996 there was a total of 44 questions using this format employed in the instrument, this 2009 study included 32 questions. After a core set of questions were included, additional questions were used to include current issues identified by external experts in the years since the 1996 study. Responses from these categories

are discussed in chapter 4. The final section of the research instrument collected demographic data on responding SWIB members to examine correlations between demographic characteristics of SWIB members and their perceptions and attitudes.

Pretest Survey Data Collection Procedures

This researcher recognized the importance of pretesting the survey instrument. Dillman (1978, cited in Konz, 1997) wrote, “Pretesting to identify constructive defects is a highly touted part of questionnaire design....The reliability and validity for the research questionnaire is established through the pretest” (p. 63). This researcher maintains that this survey instrument was pretested via the close mirroring of the 1996-1997 instrument. In other words, the 2009 instrument is pretested by means of the actual 1996-1997 study. In addition, of course, that 1996-1997 research instrument was sent to the 49 attendees of the W. K. Kellogg Foundation’s Community College Presidents’ Meeting, held in Battle Creek, MI on June 12-13, 1996. The attendees, mainly CEOs of community colleges from 25 states, “were asked to not only respond, but also to examine the draft instrument and determine if it adequately and accurately measured the intended content area” (Konz, 1997, p. 63). In addition, Dr. Ray Taylor, then president of the Association of Community College Trustees, and Robert Visdos, then President of NETWORK, reviewed the 1996 instrument. Their responses helped to identify any need for further refinement of the instrument items, improve overall clarity and simplicity, and identify sufficient time requirements for completing the research instrument (Konz, 1997). Likewise, in 2009, this researcher asked Vice President for Economic Development Dr. James McKenney of American Association of Community Colleges (AACC) to review the 2009 survey instrument,.

Procedure for Collecting Data

Whereas Konz in 1996-1997 used a mail survey, this researcher *en toto* utilized the online survey software cited previously, that is, SurveyMonkey. This is a commonly used online survey software: The surveys are generally easy to follow, and the tabulation of the results is systematized. In 1996, Konz obtained a response rate of approximately 38% (Konz, 1997). In 2009, there of course was no mail-out. All 96 State Workforce Investment Board chairs and directors were sent an email letter that provided an embedded link to the SurveyMonkey website. The chairs and directors were asked by this researcher to forward this email letter to all of their members. Later on, representatives of National Governors Association requested that all chairs and directors consider forwarding an email cover letter containing an identical embedded link to their members. In addition, where email addresses could be obtained, emails went directly to individual members of State Workforce Investment Boards, done in approximately six states. Of all those that “went to” the SurveyMonkey website, 54% took the survey. This followed innumerable emails throughout the Summer 2009 describing the purpose and benefits of the survey to SWIB personnel.

Statistical Procedures

In some research studies including questionnaire surveys, the entire analysis procedure may consist solely of calculating and interpreting descriptive statistics (Hamburg, 1970, cited by Konz, 1997). The major types of research statistics are the following (Gay, 1987): measures of central tendency, measures of variability, measures of relationship, and measures of relative position.

The differences in the previously mentioned research statistics are as follows: Measures of central tendency report the average of a set of scores; measures of variability indicate the

distance between the group of scores; measures of relationship indicate the relation between two sets of scores; and measures of relative position describe a respondent's performance compared to the total performance of the group (Mendenhall, 1971, cited by Konz, 1997). The means, modes, and medians (central tendencies) were derived from the cumulative scores given by SWIB members on their perceptions of workforce investment programs in community colleges in 2009.

Survey instrument results were fully vetted and analyzed in terms of the import of SWIB members' perceptions on issues related to workforce investment programs in community colleges. Attention is now turned to presentation of results.

CHAPTER 4

ANALYSIS OF THE DATA

This chapter begins with the reporting of the State Workforce Investment Board (SWIB) members that participated in the research study and the daily cumulative presentation of the response rates in the various states of residence of the anonymous respondents. This is followed by specific demographic information of the participating SWIB members and a statistical summary of the responses to the Likert-type section of the research instrument.

Reporting and Response Rate

The research instrument, “The Perceptions of State Workforce Investment Board (SWIB) Members Toward Community College Workforce Investment Programs,” was initially emailed to the chairs of the 50 states that were listed, as well as to members of some six states that were the only states that had email addresses listed. Emails went several times every week from mid-June through mid-July 2009, awaiting substantive response. By that point, only 46 members had even begun the survey, with only 28 members actually answering any questions. In mid-July, this researcher made an even stronger effort to seek to obtain the formal endorsements of both the National Governors Association Best Practices Workforce Investment Director, Martin Simon, and Dr. James McKenney, Vice President for Economic Development with American Association of Community Colleges. Dr. McKenney had not only been consulted substantially several times throughout the early stages of this study, he also helped guide that dissertation topic from the beginning. Dr. McKenney, when provided with the current survey instrument,

gave a positive review and recommended four questions, which were added to the revised survey used from mid-July 2009 forward. From this effort came the results in Table 3.

Board members, as with the 1996-1997 Konz study, were allowed 13 full weeks to complete the survey instrument. In this case, members simply had to click on a link embedded in the cover email to be brought directly to the beginning of the online survey. There were two batches of online surveys, with the second including an extra three questions. The first survey batch was sent out on the week of July 13, 2009. During the week, 14% of the 119 responses arrived; 7% came during the week of July 20; and 2% came in week beginning July 27. The SurveyMonkey and manual emailing by the researcher were both proceeding in earnest.

As stated previously, this researcher took the steps to begin a second survey batch, which was sent out on July 30, 2009. Because responses came in for Batch 1 the week beginning July 27 and responses were also received for Batch 2 at the end of the same week, there are deliberately two instances of week 3. For Batch 2, the week ended July 27 (3rd week overall), 5% of the responses came in. The 4th week, which began August 3, 6% of the results came in. For the 5th week beginning August 10, there were no surveys with any answers; there was one survey opened and left blank (which we have called on the chart “No-Response Web visitors.” For the 6th week (August 17), 9% of the results came in. The 7th week of 13 (August 24) brought only 2% of the 119 completed survey responses for the study. For the 8th week (August 31), only 1% of the total surveys were received. For the 9th week (September 7th), 2% of the results arrived (like 2 weeks prior). However, for the 10th week (September 14), there was an increase in respondents due to a letter sent out by Erin Andrews of the NGA and Stephen Hendrickson of the National Association of Workforce Board Chairs (NAWBC), encouraging State Workforce Investment Board chairs to complete the survey and, in kind, to encourage their

state members, as well, to take a look at completing the 4-minute survey. The correspondence is given in Appendix B. During the 11th week of 13 weeks, 14% of the total responses came in, as more chair and some members seemed to respond to the previously mentioned joint email from the NGA and NAWBC. Prior to the 12th week, this researcher, still viewing a low number of responses/samples, went back to the address bank that he had set up in SurveyMonkey and sent out first one broadcast email with the embedded link to the survey to 294 respondent email addresses (of which 50 came back as undeliverable). For that 12th week, 19% of the results came in (the most productive single week). One week later, prior to the week beginning October 5, in hopes for a repetition of that good result, another SurveyMonkey broadcast email was sent out (two-thirds of those, 205, were necessary repeats of the previous broadcast). Duplicate entries were prevented by software control which this researcher set up from the very beginning and verified three times with the SurveyMonkey online staff. Note the graphic presentation in Table 3.

Stepping back to look at the instrument, in the first section there were (as in 1996) two non-mutually exclusive questions regarding programmatic areas under the SWIB responsibility in their state, and groups served by the SWIB. The remainder of the first section and the balance of sections 2 and 3 were, as in Konz in 1996-1997, assigned a Likert-type scale, with five responses, from 1 (*Strongly Disagree*) to 5 (*Strongly Agree*). Whereas in 1996, when a total of 44 questions using this format were employed in the instrument, in this 2009 study, there were 32 questions; after a core set of questions were included, additional questions were used to include timely issues brought to the forefront in the interim years since the 1996 study. Responses from these categories are discussed in this study.

Analysis of Results

In this section, the results of each research question are addressed. First, there is an analysis of self-reported demographic information. Reviewing all of the demographics of responding SWIB members, the gender of respondents is as follows: According to the responses of the instrument, 68% of the respondents were male, and 32% of them were female. The female respondent rate increased 5% in 2009 over 1997, when only 27% of respondents were female.

Table 4

Survey of State Workforce Investment Board Members by Gender: 1997 Versus 2009

Year of Survey	Gender # (%)		
	Female	Male	Total
Konz, 1997	64 (27%)	176 (73%)	240 (100%)
Lawrence, 2009	38 (32%)	81 (68%)	119 (100%)

Note. Konz data from *The Perceptions of State Human Resource Investment Council Members Toward Workforce Development Programs at Community Colleges* by T. M. Konz, 1997. Unpublished doctoral dissertation, University of Toledo.

Table 5 compares the demographics of the SWIB members in the current study and those of the parallel study of HRICs in 1996. In 2009, the age for the largest majority of respondents was 45-59 years of age (49.4%); the second group was 60 years or older (38.8% of respondents); and the smallest group represented those 30-44 years in age (11.8% of respondents). Those making up the largest group were born between 1950 and 1964 (inclusive). The oldest members were 18 years old when the Civil Rights Act of 1968 was passed, with the youngest only 4 years old. As Konz pointed out in dealing with his median age of 50, this is important due to the fact that many of the current respondents were still children when this legislation was passed, in other

words they may not have had personal experience with the mistreatment of minorities, in this case primarily African Americans. Some argue that this may limit their empathy for these individuals (Konz, 1997). This researcher does not see evidence that this lack of personal experience was reflected in a reduction of concern for the treatment of minorities.

Table 5

Survey of State Workforce Investment Board Members by Age, 2009

	Age				Total <i>n</i>
	20-29 yrs	30-44 yrs	45-59 yrs	> 60 yrs	
Respondents _a	0	17	57	45	119
Percentage	0%	14%	48%	38%	100%

n = 119.

In the next demographic category (Table 6), respondents revealed a high degree of familiarity with community colleges, 53% (by far the largest group) had an immediate family member who attended community college; 29% attended community college; 26% served on an advisory board to a technical program in a community college; 18% taught in a community college; 16.1% had studied community colleges at the graduate level; 8% graduated from a community college (this had actually dropped from 15% in Konz's 1996-97 study); and 10% had been administrators at a community college (this had been 16% in 1996-1997).

Table 6

*Survey of State Workforce Investment Board Members by Community College Affiliation:
1997 Versus 2009*

Type of Community College Affiliation	1997 Respondents ^a		2009 Respondents ^b		% Change
	#	%	#	%	
Attended a CC	59	34%	31	34%	+0%
Taught at a CC	42	24%	21	23%	-1%
Served as a CC Trustee	17	10%	4	4%	-6%
Served as a CC Administrator	28	16%	8	9%	-7%
Graduated from a CC	26	15%	11	12%	-3%
Immediate Family at a CC	83	47%	51	57%	+10%
Served on an Advisory Board	42	24%	24	27%	+ 3%
Graduate Coursework on CC	31	18%	14	16%	-2%
Other CC Affiliation	50	29%			
Net Change					-5%

Note. 1997 data is from *The Perceptions of State Human Resource Investment Council Members Toward Workforce Development Programs at Community Colleges* by T. M. Konz, 1997. Unpublished doctoral dissertation, University of Toledo.

^a $n = 175$. ^b $n = 90$.

Next we look at length of service of the average State Workforce Investment Board member presented in Table 7. In the 2009 study, members showed an average term of 7.1 years or 42.8 months. In contrast, in the 1997 study the term of experience averaged only 2 years (24 months). The overriding reason for the broad variance between these two measurements is that the Human Resource Investment Councils (later called State Workforce Investment Boards) had just begun, so a lower average length of service was to be expected. Yet, in any case this level of longevity of 84.8 months is remarkable, and yes it is inexplicable, which could be part of another study.

Table 7

Survey of State Workforce Investment Board Members by Length of Service: 1997 Versus 2009

Responding Members Regarding length of SWIB Service

Year of Survey	Central Tendency	Months
Konz, 1997 ^a	Median	24
Lawrence, 2009 ^b	Median	84.8

Note. Konz data from *The Perceptions of State Human Resource Investment Council Members Toward Workforce Development Programs at Community Colleges* by T. M. Konz, 1997. Unpublished doctoral dissertation, University of Toledo.

^a*n* = 240. ^b*n* = 112.

Table 8, “Respondents by Political Affiliation,” lists the political affiliation of the 93 SWIB respondents who indicated that they were Democrats (43%), Republicans (28%), or Independents (29%). This represented 71% of respondents who answered at least one survey question, with 29% declining to declare their political party. Compared with the 1997 results, the percentage of those responding indicated a drop of 8% among responding Democrats (43% in

the 2009 versus only 51% in 1997), and a drop of 6% among responding Republicans (only 28% in 2009 versus 34% in 1997). At least this was a 2% smaller drop than that of the Democrats declaring their party. As for Independents, there was an increase, with 2009 showing 29% and 1997 showing only 15%, for an increase of 14%. One would do well to compare the rise in percentage of the independent-affiliation tag chosen by SWIB members in 2009 with the general trend in party affiliation across the board in 2009. Another matter for study could be the possible higher percentage of Independents who may be prouder to admit their independence because of positive popular perception than the percentage of Republicans or Democrats who chose to reveal their party tie(s). This would roughly approximate the desire of average poll respondents to appear racially tolerant for the sake of surveys, for example.

Table 8

Survey of State Workforce Investment Board Members by Political Affiliation: 1997 Versus 2009

Political Party	1997 Respondents ^a		2009 Respondents ^b		
	#	%	#	%	% Change
Democrat	87	51%	40	43%	-8%
Republican	58	34%	26	28%	-6%
Independent	25	15%	27	29%	+14%
Total	170	100%	93	100%	0%
Respondents not indicating a political affiliation ^c	78	32%	37	29%	-3%
	248		130		

Note. Konz data from *The Perceptions of State Human Resource Investment Council Members Toward Workforce Development Programs at Community Colleges* by T. M. Konz, 1997. Unpublished doctoral dissertation, University of Toledo.

^a*n* = 93. ^b*n* = 170. ^c*n* = 248.

The programmatic areas vary from state to state, and there has previously been disagreement as to the exact programs and populations served. After all, in this study we are examining perceptions of members as our primary focus. Table 9 illustrates how SWIB members perceive their program responsibilities in 2009.

Table 9

Programs Under the Responsibility of State Workforce Investment Board Members

Programmatic Area On SWIB	1997 Respondents ^a		2009 Respondents ^b		% Change
	#	%	#	%	
WIA (JTPA)	213	91%	108	89%	-2%
Perkins	167	71%	43	35%	-36%
In-School (HS) youth	131	56%	56	46%	-10%
One-Stop Career Centers	214	91%	100	82%	-9%
Adult Basic Education	168	72%	60	49%	-23%
JOBS, AFDC, related programs	214	91%	52	43%	-49%
Welfare Reform Block Grants	119	51%	19	16%	-35%
Other	51	21%	18	15%	-6%

Note. Konz data from *The Perceptions of State Human Resource Investment Council Members Toward Workforce Development Programs at Community Colleges* by T. M. Konz, 1997. Unpublished doctoral dissertation, University of Toledo.

^a*n* = 241. ^b*n* = 122.

Research Question 1: What is the mission, function, scope and responsibility of your State Workforce Investment Board?

There is widespread agreement on the populations and programs that are the responsibility of the SWIB, as shown by Tables 9 and 10 and Research Questions 2 and 3. There

was fairly high agreement (66% agreed or strongly agreed that they were personally satisfied that a comprehensive plan for workforce investment exists for states; 2009 Question 4). This was just slightly more (2.5% higher) than the 63% in Konz's 1996-1997 study who agreed or strongly agreed that they were personally satisfied that an adequate comprehensive plan for workforce development existed in their state. As to whether sufficient funding exists for community college workforce investment programs (2009 Question 18), only 17.7% agreed or strongly agreed that proper funding exists. In the 1996-1997 study, although the question was stated in reverse, that is, "I am concerned...that adequate funds do not exist (versus "do exist"), the results were very similar, with only 17% agreeing or strongly agreeing that sufficient funding existed. In 2009, 82.4% disagreed that adequate funds existed, and in 1996-1997, an almost identical 83% agreed that adequate funds did not exist (Konz, 1997, p. 104). Thus, it is almost universal that the respondents believed, and still believe, that more funding is necessary.

This researcher noticed high agreement in reference to programmatic responsibilities of the SWIBs, populations that should be served by SWIBs, and interests represented by members of SWIBs. Konz cited Katsinas (1994) in listing four main populations served by workforce preparation and investment programs at community colleges: long-term unemployed, new workforce entrants (including both high school graduates and dropouts who are seeking to update their skills in order to increase or maintain their social functionality), temporarily dislocated workers, and long-term unemployed/welfare recipients (Konz, 1997, p. 105 citing Katsinas, 1994).

Table 10

What Groups Are Served by Your State's Workforce Investment Plan?

Groups Served	1997		2009		2009-2007
	#	%	#	%	%
Recent H. S. Graduates	196	82	100	84	2
Temporarily Dislocated Workers	216	91	113	95	4
Economically Disadvantaged	226	95	110	92	-3
Welfare-To-Work	202	85	93	78	-7
Long-Term Unemployed	214	90	108	91	1
Recent High School Dropouts	190	80	104	87	7
Currently Employed	175	74	103	87	13
Other			8		
Responding Members	238		119		

In looking at how these four categories fared on the survey, a majority of respondents agreed that community colleges were successful in providing workforce training programs in three out of four programs. The 2009 survey results showed 99% of respondents agreed or strongly agreed with the premise that currently employed workers should (continue to) be given skill-upgrading coursework by community colleges in order to keep competitive. This was clearly a vote of confidence for existing programs at community colleges. In fact, it was a significant increase from the survey results of Konz (1997), in which 87% of respondents agreed that community colleges did a good job of training currently employed workers. As for community colleges doing a good job of providing workforce training for temporarily dislocated workers, 65.5% of 2009 respondents agreed or strongly agreed. This is 3.5% higher than the

62% of respondents in the 1997 survey who agreed or strongly agreed that community colleges did a good job of providing workforce training for temporarily dislocated workers. As for community colleges doing a good job of providing workforce training for long-term unemployed/welfare recipients, 52.8% of 2009 respondents agreed or strongly agreed. This is 7.8% higher than the 45% of respondents in the 1997 survey who agreed or strongly agreed that community colleges did a good job of providing workforce training for long-term unemployed/welfare recipients. So, although the perspectives of SWIB members toward how well community college workforce investment programs were being of assistance to the long-term unemployed/welfare recipients was lower than the other three populations served by workforce preparation programs, the perspectives were increasing by a higher percentage than any of the other three populations from the 2009 survey.

Also, it is important to note the backdrop of the interests represented by the SWIB members. As we see in Table 11, from 1997 to 2009, the interests and departments represented underwent some—usually minor—change. The percentage of members representing vocational/technical education (88% in 2009), economic development (89% in 2009) and public universities (74% in 2009) rose 1%-2%. Also in Table 11, we see a drop in percentage of certain interests or departments represented by members: The State Education Department had the largest percentage drop (16%); the Governor’s Office (11% drop from 1997 to 2009); The Job Services/Health and Human Services area experienced a drop of 9%, as did the Minority membership or formal Minority Groups represented (9%); Lastly, the SWIB representation from the state agency coordinating community colleges dropped by 6%, as did SWIB member percentage with ties to community colleges (5%).

However decreases in percentages of members coming from the interest groups should not be overstated, because as is displayed in Table 11, these groups still had large representation; for example, 79% the SWIB members selected the State Education Department as their interest or department in 2009; 75% of the SWIB members listed ties to the Governor's Office; 70% of the SWIB members had interests in the minority communities; 66% listed the community college coordinating agency as one of their interests/departments; and 74% listed community colleges as one of their interests/departments.

Additionally, and equally noteworthy, are the perspectives on community colleges workforce investment programs (Tables 12, 13). These were much more favorable when seen in the light of specific training programs than when termed "the primary source to deliver workforce investment programs in my state." Looking at a specific survey question (2009 Question 9), 47% of the 2009 respondents agreed or strongly agreed with the statement that community colleges should be the primary source to deliver workforce development programs in the respondent's state. This is a 4% improvement over the 39% of 1997 survey respondents who then agreed or strongly agreed with the statement. In 2009 (again, Question 9), 28% disagreed with the statement that community colleges should be the primary source to deliver workforce investment programs in the respondent's state, with 14% strongly disagreeing and 15% unsure; in 1997, 29% disagreed, and 12% strongly disagreed with the statement that community colleges should be the primary source to deliver workforce development programs in the member's state. In 1997, 20% of respondents were unsure about community colleges being the primary source versus only 15% who were unsure in the 2009 survey.

Table 11

Survey of State Workforce Investment Board Members by Interests/Departments Represented

Interests/Departments Represented on the SWIB	1997 Respondents ^a		2009 Respondents ^b		Change, 1997 to 2009
	#	%	#	%	
Private Industry	233	97%	105	93%	-4%
State Education Dept.	228	95%	89	79%	-16%
Job Services/Health And Human Services	221	92%	94	83%	- 9%
Unions/Organized Labor	221	92%	102	90%	-1%
Economic Security	219	91%	98	87%	-4 %
Vocational/Technical Education	210	87%	99	88%	1%
Economic Development	208	86%	100	89%	2%
Governor's Office	207	86%	85	75%	-11%
Community Based Organizations	200	83%	97	84%	1%
Community Colleges	190	79%	84	74%	-5%
Minority/Minority Groups	189	78%	79	70%	-9%
Public Universities	177	73%	84	74%	1%
State Agency Coordinating Community Colleges	175	73%	75	66%	-6%

Note. Konz data from *The Perceptions of State Human Resource Investment Council Members Toward Workforce Development Programs at Community Colleges* by T. M. Konz, 1997. Unpublished doctoral dissertation, University of Toledo.

^a*n* = 241. ^b*n* = 113.

The State Workforce Board and New Survey Issues

In addition to examining the interests/departments of State Workforce Investment Boards, questions not asked in Konz's 1997 survey were presented in the current 2009 study that helped answer Research Question 1 (see Table 12): What is the mission, function, scope and responsibility of your State Workforce Investment Board? The first additional Likert-type statement given is the following: "A reasonable argument could be made that funding for the support of WIB functions could be carried out by the federal government." A combined total of 49% of respondents (2009) agreed (38%) and strongly agreed (11%) with this statement. A combined total of 36% of respondents disagreed (24%) or strongly disagreed (11%) with this statement. Those unsure or uncertain comprised 16% of the survey respondents.

Also answering Research Question 1 was another item in the 2009 survey that was not asked by Konz in 1997 (Table 12): "The statewide Workforce Investment Board should be the primary provider of nation, state, and regional/local market information." A total of 55% of member respondents agreed (37%) or strongly agreed (18%) statement. On the other hand, a total of 24% of respondents disagreed (19%) or strongly disagreed (15%) with the statement that the statewide WIB should be the primary provider of nation, state, and regional/local labor market information. Those who were unsure or uncertain comprised 20% of member respondents.

Research Question 2: What is the role of community colleges, and how do they fit in the workforce investment plan/program of your state?

Table 13 shows that both the State Workforce Investment Board members in 2009 and the Human Resource Investment Council members in 1997 agreed that community colleges

should provide liberal arts/general education, transfer education, and workforce training and preparation.

Table 12

Perceptions Section of Statewide Workforce Investment Board Members: Current Issue Questions

Likert-Scale Statements	2009 (%)				
	SD	D	U	A	SA
A reasonable argument could be made that funding for the support of WIB functions could be carried out by the federal government. (Item 23, 2009)	11	24	16	38	11
Since community colleges are vetted by the collective efforts of the federal, state, and local, as well as by the accreditation systems, the requirement for additional WIB benchmarks could be seen as not cost- and time- effective. (Item 24, 2009)	7	21	21	43	8
The community college, as a major contributor, should be treated as a strategic partner, not as a typical vendor. (Item 25, 2009)	1	4	4	56	35
The statewide WIB should be the primary provider of national, state and regional/ local market information. (Item 26, 2009)	5	20	20	37	18

Regarding the importance of a liberal arts/general education (Table 13), in 1997, 79% agreed with its importance to the community colleges, with 42% agreeing and 37% strongly agreeing that it is important that community colleges provide liberal arts/general education. By comparison, in the 2009 survey, a total of 74% agreed with its importance to the community colleges, with 41% simply agreeing and 30% strongly agreeing. That there were 5% fewer respondents in 2009 than in 1997 who viewed liberal arts/general education as important to community colleges.

Transfer education was believed necessary by 81% (with 52% agreeing and 29% strongly agreeing) in the 2009 survey (Table 13). In 1997, 84% (51% agreeing and 33% strongly agreeing) believed that “providing the first two years of education so that community college students can transfer to senior level baccalaureate degree-granting institutions is an important priority for community colleges.”

Community colleges provide effective workforce training for unemployed/welfare recipients (Table 13), according to 49% of the 2009 survey participants (34% agreed and 15% strongly agreed); this was 3% higher than in 1997, when only 46% of the survey respondents agreed (33%) or strongly agreed (13%).

Table 13

Perceptions Section of Statewide Workforce Investment Board Members: 1997 Versus 2009

Likert-Scale Statements	1997 %					2009 %					Changes %				
	SD	D	U	A	SA	SD	D	U	A	SA	SD	D	SU	A	SA
I am personally satisfied that an adequate comprehensive plan exists.	16	16	18	39	12	3	23	9	50	15	-13	+7	-9	+11	-3
I am concerned that between state and federal flow-through funds, adequate funds do not exist to carry out the comprehensive state resource plan.	4	13	16	38	29	4	22	16	51	30	0	+9	0	+13	+1
Community colleges offer a vast array of excellent workforce training programs for recent high school grads.	4	12	17	44	23	3	11	20	39	27	-1	-1	+3	-5	+4
To keep current and future workers globally competitive, community colleges should provide skill upgrading and continuing ed course work.	1	2	1	37	60	1	0	1	42	56	0	-2	0	+5	-4
So that temporarily dislocated Workers and individuals moving from welfare to work can raise their skill levels for employment community colleges should provide precollege developmental coursework.	1	6	10	44	39	2	7	13	46	32	+1	+1	+1	+2	-7
Providing the first two years of education so that community college students can transfer to senior level baccalaureate degree granting institutions is an important priority for community colleges.	1	8	7	51	33	1	10	9	52	29	0	+2	+2	+1	-4
Since industry needs workers' critical thinking skills, it is important for community colleges to provide liberal arts/general education courses to students in vocational and technical programs.	2	7	12	42	37	1	9	16	44	29	-1	+2	+16	+2	+8

Table 13 (cont.)

Likert-Scale Statements	1997 (%)					2009 (%)					Changes (%)				
	SD	D	U	A	SA	SD	D	U	A	SA	SD	D	SU	A	SA
Developmental courses should be financed by state funds if federal funds are not available.	3	6	25	40	26	3	10	20	46	21	0	+4	-5	-19	-5
Community colleges in my state have adequate funding to support involvement in workforce investment in addition to their other activities.	14	41	25	17	4	12	49	21	15	3	-2	8	-4	-2	-1
The state-assigned geographic service delivery areas for job training and welfare-to-work programs match assigned regions for community colleges.	16	26	15	32	11	7	23	22	35	13	-9	-3	-7	+3	+2
Private and public sector leaders in my state are confident that investing funds in community colleges represents a good use of public funds.	6	11	19	49	15	5	15	18	46	16	-1	+4	-1	-3	+1
Community colleges are effective in providing workforce training programs for long-term unemployed/welfare recipients.	5	19	31	33	13	3	24	25	34	15	-2	+5	-6	+1	+2
Community colleges are effective in providing workforce training programs for temporarily dislocated workers.	3	11	24	46	16	2	15	18	49	16	-1	+4	-6	+3	0
Community colleges should be the primary source to deliver workforce investment programs in my state.	12	29	20	18	21	14	28	15	28	15	+2	-1	-5	+10	-6

Moreover, in the 2009 survey, a total of 65% agreed (49% strongly agreed, 16% agreed) that effective workforce training should be provided for temporarily dislocated workers (a 3% increase from the 62% of respondents replying to the 1997 survey, with 46% agreeing and 16% strongly agreeing).

The surveys, both in 1997 and in 2009, spoke to the need to provide developmental education (Table 13). For example, in 2009, respondents were given this statement: “So that temporarily dislocated workers and individuals moving from welfare to work can raise their skill levels for employment, community colleges should provide pre-college developmental coursework.” In 1997, 44% of respondents agreed and 39% of the respondents strongly agreed (total of 83%). In 2009, 46% agreed and 32% strongly agreed, for a total in agreement of 78%, a drop of 5% from 1997.

Not only was developmental education valued, but its value carried over to making it a funding priority. In the 2009 survey, 67% of respondents agreed (46%) or strongly agreed (21%) that if federal funds were not available, state funds should be used for developmental education, thus confirming the 1997 survey results (40% agreeing and 26% strongly agreeing) and showing that from the perspectives of both the HRIC members in 1997 and the SWIB members in 2009, developmental education is not only a very fitting function for community colleges, but state funds should be used if federal funds were not available (Table 13).

In the category of ability to knowledgeably allocate funds to community colleges, SWIB members have strong experience with the 2-year colleges (Table 13). For example, in the 2009 survey, 53%, by far the largest group, had an immediate family member who attended community college; 29% attended community college; 26% served on an advisory board to a technical program in a community college; 18% had taught in a community college; 16% had

studied community colleges at the graduate level; 8% were community college graduates; 10% had been community college administrators.

Tying together the role of community colleges and the affinity that board members clearly have with the colleges, they clearly perceive that funding of community colleges is inadequate (Table 13). In the 2009 survey (Question 18), 61% agreed (49%) or strongly agreed (12%) with the notion that community colleges have inadequate funding to support workforce investment, in addition to their other activities. In 1997 (Konz Question 31), a 5% lower figure of 55% agreed (41%) or strongly agreed (14%) with the same statement. Thus we see that the awareness has grown in the past 12 years, that funding is inadequate for the community college to carry out its many missions, the listing of which are well enumerated in this research.

To this can be added the statement that between state and federal flow-through funds, adequate funds do not exist to carry out the comprehensive workforce investment (resource) plan. Respondents in 2009 had the following views: 81% agreed (51%) or strongly agreed (30%). In 1997, 67% agreed (38%) or strongly agreed (29%).

As to whether public funds invested in community colleges were funds well spent, in the 2009 survey, 62% of the respondents agreed (46%) or strongly agreed (16%) that public funds invested in community colleges were funds well spent. This is a significant percentage of the respondents (62%). In 1997, 64% of the respondents agreed that public funds invested in community colleges were funds well spent. Of this 1997 group, 49% agreed and 15% strongly agreed (Table 13).

A community college workforce submission that in 1997 respondents were the slowest to endorse showed significant improvement, that is, the service to long-term unemployed/welfare recipients and temporarily dislocated workers. Firstly, let us look at the statement, “Community

colleges are effective in providing workforce training programs for temporarily dislocated workers.” In 1997, a total of 62% expressed agreement, with 46% of those agreeing and 16% strongly agreeing. In 2009, a total of 65% expressed agreement, with 49% agreeing and 16% strongly agreeing. So, at the end of the interim years, 3% more in 2009 than in 1997 expressed agreement with the perception of community colleges as effective in providing workforce training programs for temporarily dislocated workers (Table 13).

The other area of effectiveness that respondents initially were slowest to endorse was effectiveness of community colleges in providing workforce training to long-term unemployed/welfare recipients. In 1997, 33% agreed with the statement that community colleges were effective in this way, and 13% strongly agreed (for a total of only 46% who expressed agreement). In 2009, 50% agreed and 16% strongly agreed (for a total of 66%) that community colleges were effective in providing workforce training to long-term unemployed/welfare recipients. In short, 20% more of respondents in 2009 versus 1997 agreed that community colleges were effective in providing workforce training to long-term unemployed/welfare recipients. Also, in 2009, the group of undecided respondents had been reduced 23% (a drop of 7% divided by 31%) to 24%. As to those who disagreed or strongly disagreed, this number was 24% in 1997. In 2009, this figure dropped 9% to 22% who disagreed or strongly disagreed with the effectiveness of community colleges in providing workforce training to long-term unemployed/welfare recipients. Thus we see that there was improvement even in the warp and woof of the workforce training target areas that elicited the weakest respondent confidence in the 1997 study (Table 13).

The Comprehensive Plan and New Survey Issues

Continuing with Research Question 2: “What is the role of community colleges, and how do they fit in the workforce investment plan/program of your state?” This is also partially answered by a current issue question covered by the following Likert-type statement (see Table 12): “A reasonable argument could be made that funding for the support of WIB functions could be carried out by the federal government.” Survey completers responded as follows: 49% agreed (38%) or strongly agreed (11%), with 16% unsure.

When survey respondents were given the following current issue statement, “Since community colleges are vetted by the collected efforts of the federal, state, and local, as well as by the accreditation systems, the requirement for additional Workforce Investment Act (WIA) benchmarks could be seen as not cost- and time-effective.” A total of 51% of member respondents agreed (43%) or strongly agreed (8%) with this statement. There were 21% of the member respondents who were unsure or uncertain.

A third current question in the form of a Likert statement (2009) that also answered Research Question 2 was the following: “The community college, as a major contributor, should be treated as a strategic partner, not a typical vendor.” A total of 91% of member respondents agreed (56%) or strongly agreed (35%) with the statement. A total of 5% of respondents disagree (4%) or strongly disagreed (1%) with the statement. Only 4% of respondents were unsure or uncertain.

Research Question 3: What should be the role of community colleges in the workforce investment plan/programs of your state?

Over 47% of the respondents agreed or strongly agree with the statement that “Community colleges should be the primary source to deliver workforce investment

(development) programs in my state; 15% were undecided, 26% of respondents disagreed, and 12% strongly disagreed. These percentages are hardly a ringing endorsement or confidence builder, with only 47% of respondents saying that the community colleges should be the primary source to these programs. The question certainly was designed to elicit a definite response on one side of the issue or the other. It is likely that respondents share the views of those in 1997 who wrote in that they believed that community colleges should share the distinction of being the primary source. It is vital to point out here that some in the workforce investment field see a distinction between the broader work of the local Workforce Investment Act boards, which has more of an emphasis on workforce placement, and even lifestyle training, versus what they see as the workforce training and education specialty of community colleges, which they admire, but do not view as their primary concern, given all of the tasks assigned to their board, according to one senior SWIB director (in a southwestern state). They would happily agree, according to this spokesperson, that community colleges are the primary source for specifically the training function, but the term *workforce development* was used as an umbrella for all that the local WIA boards offered, per a southwestern state director. Some may argue (as did Konz) that “if community colleges are themselves clear as the role they wish to play, they will need to organize themselves to impact state level policy makers and influencers such as state HRIC (now SWIB) members” (Konz, 1997, p. 111). An alternate paradigm is that community colleges could seek to better understand the difference between the large cafeteria /potpourri of tasks that make up the workday of local WIA boards and their specific role as worker training stations, and be very good at that one thing.

The statement, “So that temporarily unemployed workers and individuals moving from welfare to work can raise their skill levels for employment, community colleges should provide

developmental coursework,” drew 81% agreement or strong agreement in this 2009 survey. This was statistically unchanged from 1997, down only 2% from the figure of 83% who then agreed or strongly agreed in the 1997 survey.

Taking this to the “pocketbook,” respondents were asked to respond to the statement (2009 Question 12), “Developmental courses should be financed by state funds if federal funds are not available.” In the 2009 survey, 65% of the respondents agreed or strongly agreed, which was precisely the percentage that in 1997 agreed or strongly agreed with the statement (Table 13).

As to whether community colleges should deliver skill-upgrading and continuing education course work, 99% of the 2009 survey respondents agreed or strongly agreed. This was a 12% increase from 1997 when 87% of responding members agreed or strongly agreed that community colleges should provide training for currently employed workers. Relatedly, 73% in 2009 agreed or strongly agreed and 79% in 1997 agreed or strongly agreed that community colleges should provide liberal arts/general education courses to vocational and technical education students.

Regarding open admissions, respondents were asked to respond to the statement, “Community colleges should maintain an open admissions policy to promote employment and training welfare-to-work, literacy and related programs,” in the 2009 survey, 84% agreed or strongly agreed that community colleges should. In the 1997 study, 86% agreed or strongly agreed that the open admissions policy should be maintained.

There was widespread agreement that community colleges should be democratic in their admissions and accessibility. Closely related to this was the widespread view also that developmental education should be provided to any student that needed it, to the extent that if

federal funds were not available for this, state funds should be provided to ensure that developmental students were provided the appropriate educational assistance.

CHAPTER 5

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Introduction

This research study assessed the perceptions of State Workforce Investment Board (SWIB) members toward workforce investment programs at community colleges. The State Workforce Investment Boards (SWIB) were initially created as Human Resource Investment Boards (HRICs) under the federal Job Training Partnership Act Amendments of 1992, and were renamed when the Workforce Investment Act was passed in 1998. The Workforce Investment Act envisioned SWIBs as a vehicle to promote greater coordination to state human resource investment programs, including but not limited to employment and training, welfare-to-work, and adult education programs. These programs are typically federally funded and administered by the states, through statewide plans submitted by the 50 governors and approved by agencies within the federal departments of Labor, Health and Human Services, and Education. Many of these state plans require funding to be pushed down to regional- or local-level Workforce Investment Boards. It is typically the local WIBs that formally make workforce training grants that are often operated by community colleges.

This study examined the role of the state-level SWIB, to see how members associated with the coordination and collaboration of workforce preparation and development systems view the role of community colleges, America's largest delivery system of formal and informal education to adults (Katsinas, 1994). State-level SWIBs can reduce turfism and duplication and facilitate transitions from school-to-work (Konz, 1997) for five distinct populations served by

community colleges: recent high school graduates, recent high school dropouts, temporarily dislocated workers, currently employed workers, and the long-term unemployed. By replicating the 1997 study of state HRICs conducted by Thomas A. Konz, the author hopes to learn how key state employment and training policymakers perceive changes, if any, in the role of community colleges in serving these important populations.

This assessment is of a very practical concern to community colleges, as the federal government considers transition to block grant funding of all Workforce Investment Act job-training programs at the state level. The move toward increased state coordination of employment and training programs funded under WIA and welfare-to-work programs under the Temporary Aid to Needy Families provisions of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (commonly known as the Welfare Reform Act) is part of a general effort on the part of states to develop more seamless systems. Community colleges had previously received federal funds to administer (a) welfare-to-work programs under the Family Support Act of 1988's Job Opportunity and Basic Skill (JOBS) training provisions, (b) employment and training provisions of the Job Training and Partnership Act of 1982, and subsequent reauthorizations as part of the Workforce Investment Act, and (c) technical and adult education provisions under the Carl D. Perkins Vocational and Applied Technology Act of 1988 and subsequent amendments. Billions of dollars from these programs in their current and prior iterations had benefitted community colleges for decades, and community college leaders are concerned that funds might diminish in the block granting process. The move to creating seamless systems has been augmented by the block grant process and national efforts at improved statewide data collection, and has been reinforced by federal agencies' somewhat liberal approval of state-level waiver requests to allow experimentation and increased

coordination. This process spurred Konz's assessment in 1997, and the author's assessment as well in 2009.

This study included a literature review that examined the history of community colleges' involvement and their mission in preparing students for work, with a secondary focus on the sources of funding for the mission of workforce investment programs today. At the core of this study, the views of SWIB members were solicited on the following research questions: (1) What is the role, mission, function, scope, and responsibility of your state's SWIB?; (2) What is the role of community colleges, and how do they fit into the workforce investment plan/program of your state?; and (3) What should the role of community colleges in the workforce investment plan/program of your state be? To allow comparisons over time, research questions and survey items closely modeled those asked by Konz in his 1997 study. As noted, the earlier term for what is currently known as State Workforce Investment Boards (SWIBs) was Human Resource Investment Councils (HRICs), as authorized by federal statute through the Job Training Partnership Act (JTPA) Amendments of 1992. The goal of HRICs and the later SWIBs was and is to provide statewide coordination and collaboration among and across all state and federal workforce training policies and programs (Konz, 1997).

In 1996 when Konz conducted his survey, he obtained useable responses from 26 of the 29 states that had formed functioning HRICs. Konz obtained contact addresses from the National Governors Association of HRIC members, and in the fall of 1996 he mailed 654 surveys. This mailing was followed by two additional mailings in early and late December 1996 to further encourage participation. Konz obtained a total of 248 responses over 13 weeks of survey administration, for a response rate of 38%. In the study at hand, 218 SWIB members from 37 states and U. S. territories went to the online SurveyMonkey site, where 119 of those

completed the survey; thus a total of 119 useable surveys were obtained over a 13-week period from July through October 8, 2009, for a response rate of 55%. This is displayed in Table 3 (p. 40), with the 2009 Weekly Survey Return Rates by SWIB members. The surveys represent current (2009) self-reported demographic information and perceptions of SWIB members who responded to the online survey connected by the same embedded link within the body of several emails; these emails were sent to them by the researcher directly as well as via cover letters from representatives of the National Governors Association (NGA) and the National Association of Workforce Board Chairs (NAWBC).

Concerning the demographics of responding SWIB members, as we see in Table 4, two thirds were males, one third were females. Table 4 compares the results of the current survey to Konz's 1997 respondents. Although neither administration reflects the male-female ratio in our society, progress was made over time, with Konz respondents comprising a 3:1 male to female ratio, and the current survey 2:1. Konz also inquired as to the highest degree awarded among HRIC members in 1997; because not every respondent filled out every item, it was determined that the response to this item was too small to warrant its inclusion. Konz did try to make the reverse connection between an increasing educational level among HRIC members and their diminishing understanding of what might be involved as a recipient of the "type of federal or state adult literacy employment and training, welfare-to-work, and vocational education program that (was) within their purview" (p. 102). It was decided not to inquire about this issue in the current survey.

By age, the largest numbers of SWIB members responding to the 2009 survey were found in the 45 to 59 years of age bracket. This is fairly comparable to Konz's 1997 survey, which found a median age of 50 years (Konz, 1997). In 2009, respondents who indicated that

they were in the 45 to 59 years bracket means they were born between 1950 and 1964. The oldest respondents would have been 14 when the Civil Rights Act of 1964 passed, and 15 years old when the Higher Education Act of 1965 was passed. All of the respondents would have been adults when the modern federal role in employment and training was created with the passage of the Job Training Partnership Act of 1982. This is in contrast to the 1997 Konz study, when, as he noted, many of the current respondents were still children when the JTPA legislation was passed. From then to now, Presidents Clinton, Bush, and Obama have all mentioned community colleges by name in their State of the Union addresses, and the profile of community colleges has dramatically increased among national policymakers.

Findings

The following section presents the findings that answer each of the three research questions.

Research Question 1: What are the mission, function, scope, and responsibility of your state's Workforce Investment Board, and how do views of SWIB members compare with HRIC members of 12 years ago?

There is strong agreement as to the mission, function, scope, and responsibility of the SWIBs on the part of SWIB members, and that the commitment to a comprehensive mission for their SWIBs is even stronger in 2009 than it was for the HRICs in 1997.

Respondents were asked to list the populations served by their state's workforce investment plan, and respondents from both years believe in a comprehensive commitment to a large number of diverse populations. In 1997, 82% percent of respondents identified recent high school graduates as a group their HRIC served, whereas in 2009, 84% indicated their SWIB served this group. In 1997, 80% of respondents indentified recent high school dropouts as a

group their HRIC served, whereas in 2009 an even larger percentage (87%) listed recent high school dropouts as a group their SWIB served. In 1997, 91% of respondents identified temporarily dislocated workers as a group their HRIC served, and in 2009 this rose to 95% of respondents. In 1997, 74% of respondents identified currently employed workers as a group to be served by their HRIC's statewide plan, compared to 87% for SWIBs in 2009. When asked if the economically disadvantaged were a group their SWIB served, 95% indicated that it was in Konz's 1997 survey, and 92% did so in 2009. In 1997, serving persons making the transition from welfare-to-work was listed by 85% of respondents, and this dropped slightly to 78% in 2009. As to serving the long-term unemployed, in 1997 90% of respondents indicated that this group was a population served by their HRIC's statewide plan; in 2009, a very similar response of 91% was obtained. Thus, out of seven possible item responses for populations to be included in their respective state's Workforce Investment Plan, higher rates of response were identified in five of the seven population group categories in 2009 compared to 1997. This indicates a strong commitment to a broad, comprehensive scope for state Workforce Investment Plans among HRIC members in 1997, and an even stronger commitment to a comprehensive approach by SWIB members in 2009.

Not surprisingly, high agreement also exists among SWIB members as to programs under their board's responsibility. This was an important issue in 1997, given the newness of the HRICs following passage of the JTPA Amendments in 1992. It could be expected that SWIB members would have a better understanding of the scope of their boards in 2009 than the HRIC members did in 1997. In 1997, 91% of respondents indicated that JTPA (which would be superseded by the Workforce Investment Act of 1996) was a program under their HRIC's purview, whereas in 2009, 89% of the respondents listed WIA as under their SWIB. In 1997,

71% of respondents listed Perkins as a program under the responsibility of their HRIC, whereas in 2009, only 35% listed Perkins as under their SWIB's responsibility. In 1997, 56% of respondents listed In-School (High School) Youth as a program under their HRIC's responsibility; in 2009, just 46% of SWIB respondents did so. One-Stop Career Centers were listed by 91% of 1997 respondents as being under their HRIC's responsibility, compared to 82% of SWIB respondents in 2009. In 1997, 72% of respondents indicated that Adult Basic Education programs were under their HRIC's planning purview, whereas in 2009, 49% did so. In 1997, 91% of respondents listed the Job Opportunities Basic Skills, Aid to Families with Dependent Children, and related welfare-to-work programs as under the purview of their state's HRIC, whereas in 2009, a much smaller percentage of respondents(43%) did so. In 1997, 51% of respondents listed Welfare Reform Block Grants as a program under their responsibility, whereas in 2009, only 16% did so. Other programs were identified by 21% of respondents as under the responsibility of the HRIC in their state in 1997, compared to 15% of SWIB members in 2009.

It is clear that the major difference between 1997 and 2009 as it pertains to the perceived programs under the purview of the state Workforce Investment Plan was in the area of welfare-to-work. In light of the fact that most SWIB members believed welfare-to-work recipients were a group to be served by their state's Workforce Investment Plan, that far fewer believed that the program was actually under their responsibility may indicate the programs are not as well meshed as they otherwise would be.

By interest represented on the SWIB, the percentages found by Konz for his survey of HRIC members in 1997 was very comparable to what this study found in 2009. Members from private industry, labor unions, state education departments, job services/health and human

service agencies, vocational technical education, community-based organizations, and other groups are all represented. By political affiliation, in 1997, 51% of the HRIC members identified themselves as Democrats, 34% as Republicans, and 15% independents; in 2009, 43% identified themselves as Democrats, 28% as Republicans, and 29% as independents. The major difference was the slight decline in the participation reported by representatives of community colleges and state agencies coordinating community colleges. In 1997, 79% of respondents indicated that community colleges were represented on their HRIC, compared to 74% of respondents for SWIBs in 2009; in 1997, 73% indicated their state agency coordinating community colleges were represented on their HRIC; by 2009 the percentage responding declined to about 66%.

Members of SWIBs were asked about their perceptions regarding the role of their board. In 1997, 51% of respondents agreed or strongly agreed with the statement, “I am personally satisfied that an adequate comprehensive plan exists”; in 2009, a substantially larger percentage of respondents (65%) agreed or strongly agreed, an increase of 14%. Not only did more respondents agree in 2009 than in 1997, fewer respondents disagreed. Specifically, in 1997, 32% strongly disagreed or disagreed with the statement, “I am personally satisfied that an adequate comprehensive plan exists,” whereas in 2009, 26% did so.

Despite substantial agreement regarding (a) the broad participation of agencies and entities involved in serving on SWIBs, (b) the apparent improvement over the past administration in understanding which programs come under their purview, (c) the understanding and commitment to a broad-based seamless workforce system that serves a diverse set of populations, and (d) the belief that a comprehensive plan exists, it is clear that funding remains an issue. When asked to respond to the statement, “I am concerned that between state and federal flow-through funds, adequate funds do not exist to carry out the comprehensive state

resource plan,” an identical 67% indicated “strongly agree” or “agree” in both 1997 and 2009. Substantially more disagreed with this statement in 2009 than in 1997: 17% responded “strongly disagree” or “disagree” that adequate funds do not exist to carry out the comprehensive state plan in 1997, and in 2009, 26% did so.

Some additional questions not asked of HRIC members in 1997 were added at the suggestion of national community college experts in 2009. When asked to respond to the statement, “A reasonable argument could be made that funding for the support of Workforce Investment Board functions could be carried out by the federal government,” 49% of respondents agreed: 11% strongly agreed and 38% agreed. A combined total of 36% of respondents disagreed (24%) or strongly disagreed (11%) with the statement that a reasonable argument could be made that funding for the support of WIB functions could be carried out by the federal government. Those unsure or uncertain comprised 16% of the survey respondents.

When asked to respond to the statement, “The statewide Workforce Investment Board should be the primary provider of nation, state, and regional/local market information,” a total of 55% of member respondents agreed: 18% strongly agreed and 37% agreed. On the other hand, a total of 24% of respondents disagreed (19%) or strongly disagreed (15%) with the statement that the statewide WIB should be the primary provider of nation, state, and regional/local labor market information. Those who were unsure or uncertain comprised 20% of member respondents.

Research Question 2: What is the role of community colleges, how do they fit into the workforce investment plan/program of your state, and how do views of SWIB members compare with HRIC members of 12 years ago?

The high degree of familiarity with community colleges in delivering workforce training observed in 1997 was again confirmed in 2009. For example, a 10% increase in respondents' immediate families attending community colleges was observed: 47% in 1997, and 57% in 2009. Respondents indicated virtually the same levels of participation on community college advisory boards (24% in 1997 vs. 27% in 2009) and respondents who were graduates (15% in 1997, and 12% in 2009). One area of decline had to do with respondents indicating that they had been community college administrators: 16% in 1997 compared to 9% in 2009. Thus, the familiarity and involvement of SWIB members with community colleges, although marginally less than in 1997, remains strong and substantial (see Table 6).

State Workforce Investment Board members believe community colleges offer a vast array of excellent workforce training programs for recent high school graduates (Table 13). In 1997, 67% agreed or strongly agreed that "Community colleges offer a vast array of excellent workforce training programs for recent high school graduates." In 2009, 66% did so (in 1997, just 16% indicated "strongly disagree" or "disagree", while in 2009, 14% did so). When asked to respond to the statement, "To keep current and future workers globally competitive, community colleges should provide skill upgrading and continuing education course work," in 1997, 97% agreed or strongly agreed, and in 2009, 98% did so. Respondents strongly agreed (78%) that community colleges should provide precollege developmental education coursework so that temporarily dislocated workers and those moving from welfare-to-work can raise their skill levels. Here we see an overwhelming and ringing endorsement of lifelong learning courses and programs in community colleges among SWIB members, a very positive perception of these programs indeed.

There is strong support on the part of SWIB members for a comprehensive community college mission that includes general education for baccalaureate degree transfer. The members of SWIBs were asked to respond to the statement, “Providing the first two years of education so that community college students can transfer to senior level baccalaureate degree granting institutions is an important priority for community colleges.” In 1997, 84% of respondents strongly agreed or agreed that the transfer mission of the community college was important. In 2009, nearly the same percentage of respondents (81%) agreed with this statement (in 1997, 9% disagreed or strongly disagreed, and in 2009, 11% disagreed or strongly disagreed with the need for the transfer mission of the community college). When asked to respond to the statement, “Since industry needs workers’ critical thinking skills, it is important for community colleges to provide liberal arts/general education courses to students in vocational and technical programs,” in 1997, 79% of HRIC members agreed or strongly agreed; in 2009, 73% of SWIB members did so. When asked to respond to the statement, “Developmental courses should be financed by state funds if federal funds are not available,” in 1997, 66% of respondents agreed or strongly agreed, and in 2009, 67% did so. Thus, that two thirds of respondents in both administrations support the development education function at community colleges, even with the high competition for scarce state funds, is an indication of the importance SWIB members attach to this function. Members continue to react positively to the need for developmental education. For this group, presumably knowledgeable about serving diverse populations as part of their state’s comprehensive Workforce Investment Plans, spending on developmental education also moves past the understandable yet nonproductive objection of some who decry the need for “paying for it twice” (to high schools and then to community colleges) for the same learning.

The members of SWIBs are concerned that funding is not adequate for community colleges to accomplish their comprehensive mission of general education, developmental education, and workforce training. When asked to respond to the statement, "Community colleges in my state have adequate funding to support involvement in workforce investment in addition to their other activities," a strong majority disagreed in both administrations (55% in 1997, and 61% in 2009). In 1997, 21% of members responded "strongly agree" or "agree," and in 2009, just 18% did so. These results confirm a recent national survey of 50 members of the National Council of State Directors of Community Colleges conducted by Katsinas and Tollefson (2009, p. 11), in which 34 of 48 states reported taking midyear budget cuts in the year just concluded, and a 1% decline in state operating funds predicted for next year, despite all-time record enrollments.

Thus, there is more than adequate evidence that community colleges are needed and expected to reach any number of constituents, such as high school graduates, the underemployed, the long-term unemployed, nontraditional students, and ex-military students. Yet state budget cuts due to the severe recession have dramatically shrunk the sales tax receipts that state education entities, including community colleges, depend on (Katsinas & Tollefson, 2009, pp. 12-13). The economic downturn has exacerbated already reduced state budgets, challenging states as never before to support public higher education expansion as the financially hungry and demanding trio of Medicare, corrections, and K-12 education also expand.

A plurality of SWIB members believe that the state-assigned community college service delivery areas fit well with workforce training programs. When asked to respond to the statement, "The state-assigned geographic service delivery areas for job training and welfare-to-work programs match assigned regions for community colleges," 43% strongly agreed or agreed

in 1997; in 2009, 48% of SWIB members indicated so. In 1997, 42% of respondents indicated that they strongly disagreed or disagreed, whereas in 2009, only 30% did so. It can be inferred that this likely means that in some states, the state-assigned geographic service delivery areas for job training and welfare-to-work programs match their state-assigned community college service delivery areas, but in many others they do not. The author had hoped that more would agree, and many more would not disagree with this statement in 2009 than in 1997.

When asked to respond to the statement, “Private and public sector leaders in my state are confident that investing funds in community colleges represents a good use of public funds,” in 1997, 64% of members agreed or strongly agreed. In 2009, nearly the same percentage (62%) agreed or strongly agreed with this statement. In 1997, 17% of HRIC members disagreed or strongly disagreed that private and public sector leaders in their state were confident that investing funds in community colleges represents a good use of public funds. In 2009, 20% of SWIB members did so. That nearly 4 in 10 either disagreed or were unsure that investment in community colleges was a good use of public funds should be of concern to community college leaders concerned with positioning their institutions in the public mind.

When asked to respond to the statement, “Community colleges are effective in providing workforce training programs for long-term unemployed/ welfare recipients,” in 1997, 46% agreed or strongly agreed, whereas in 2009, a plurality of 49% did so. In contrast, in 1997, 24% disagreed or strongly disagreed with the previously mentioned statement, whereas in 2009, 27% did so. It is clear that SWIB members believe it is important that their state plans include welfare-to-work, and that community colleges serve this population, even if this program is not under the direct jurisdiction of the SWIBs, and even if a majority do not believe that community

colleges are adequately funded to serve their broad missions. It should be noted however, that this was only a plurality, and many did not hold this view.

When asked to respond to the statement, “Community colleges are effective in providing workforce training programs for temporarily dislocated workers,” in 1997, 62% of HRIC members agreed or strongly agreed. In 2009, 65% of SWIB members agreed or strongly agreed with this statement. At the other end of the Likert scale, in 1997 14% of members disagreed or strongly disagreed that community colleges are effective in providing workforce training programs for temporarily dislocated workers, and in 2009 17% did so. That two thirds of SWIB members see community colleges as effective in providing workforce training programs for temporarily dislocated workers—despite the inadequate funding—reflects the confidence these public officials have in community colleges. Over and over again, community colleges are noted for their effective role in job training.

The perceived role of community colleges among SWIB members is also measured by their responses to the statement, “Community colleges should be the primary source to deliver workforce investment programs in my state.” In 1997, 39% agreed or strongly agreed with this statement; this rose by a small margin to 43% in 2009. Looking at the other end of the Likert scale, in 1997, 41% disagreed or strongly disagreed with the statement, and in 2009, 42% did so.

In the view of this researcher, asking SWIB members to call community colleges the primary source of workforce development/investment may be like asking a parent to name a favorite child: They react viscerally against that assignment, which appears unfair at best, untrue at worst (particularly since the 2009 survey also revealed more participation on SWIB boards by community-based organizations in 2009 than on HRICs in 1997). Again, when this researcher spoke to a southwestern state SWIB director, if the statement were, “Community colleges should

be the overall primary source to deliver formal jobs training,” they would tend to agree or strongly agree. Comments like this were consistent with perspectives shared throughout the summer from individual emails from members throughout the United States, as well as from summarized member perceptions reported to this researcher by NGA personnel (personal conversations with and emails from Martin Simon, NGA, August 3-5, 2009). Many in the WIB community appear to see all of their services as being “workforce development” or “workforce investment,” and not just job training; for them it may be difficult to lavish all of their favors on what they see as just one provider of services, even if that particular provider (community colleges) offers a wider smorgasbord of service offerings than do other SWIB program providers.

When asked to respond to the statement, “Since community colleges are vetted by the collected efforts of the federal, state, and local agencies, as well as by the accreditation systems, the requirement for additional Workforce Investment Act benchmarks could be seen as not cost- and time-effective,” 51% of SWIB members agreed—43% agreed, 8% strongly agreed, 21% were neutral, 21% “disagreed,” and 7% “strongly disagreed.”

When asked to respond to the item, “The community college, as a major contributor, should be treated as a strategic partner, not a typical vendor,” 90% of SWIB member respondents agreed—35% strongly agreed and 56% agreed; this compared to 1% strongly disagreed, 4% who disagreed, and 4% who were neutral.

Thus, in answer to Research Question 2, community colleges have a very important role to play as it pertains to helping states carry out their state Workforce Investment Plans, as seen by State Workforce Investment Board members. By type of program that they deliver, community colleges are seen as strategic partners and not mere vendors in helping states fulfill

their state Workforce Investment Plans. By type of population served, community colleges are seen by SWIB members as critical for all populations save welfare to work recipients, which are perceived as important to serve, but that the SWIBs themselves are not responsible for (the major difference between the administration of the survey in 1997 and 2009 was in the area of SWIB responsibility for welfare-to-work policy and programmatic direction). Funding is an issue however; there are no dedicated streams of funding for community colleges to be involved in workforce training, and for them, the issue is one of an unfunded mandate (Rankin, 2008, p. 87); in fact the SWIB members themselves not only believe that state funding for them to carry out their own comprehensive workforce planning mission was inadequate, they also believed that funding for community colleges to assist as perhaps their most important strategic vendor was also inadequate, particularly as it relates to developmental education.

Research Question 3: What should the role of community colleges in the workforce investment plan/programs of your state be, and how do views of SWIB members compare with HRIC members of 12 years ago?

Concerns also exist regarding how well SWIB missions are meshed with the missions of community colleges, particularly as it relates to the delivery of workforce training. When asked to respond to the statement, “The state-assigned geographic service delivery areas for job training and welfare-to-work programs matches assigned regions for community colleges,” in 1997, 43% of members agreed or strongly agreed; in 2009 48% did so. In 1997, 42% of respondents disagreed or strongly disagreed, while in 2009, only 30% of respondents disagreed or strongly disagreed.

The role of community colleges in the workforce investment plan/program of the state is clarified by the current questions—actually Likert statements—surveyed only in 2009. The third

Likert statement was, “The community college, as a major contributor, should be treated as a strategic partner, not as a typical vendor.” A large percentage of respondents—91%—strongly agreed or agreed with this statement. Only 5% strongly disagreed or disagreed, and 4% were unsure/uncertain. With such an overwhelming majority of members responding in the affirmative that community colleges should be treated as a strategic partner, there needs to be much more active coordination between the SWIBs and the community colleges. Of those surveyed, 55% of members who agreed or strongly agreed with the statement, “The statewide WIB should be the primary provider of national, state, and regional/local market information.” There was a 20% unsure response, and 25% disagreed or strongly disagreed.

Community colleges should provide vocational and technical education and be in the business of providing training to those who are currently employed as well as those in need or developmental courses. This was the vision for the community college as described by both the SWIB members in 2009 and the HRIC members in 1997, according to the information gathered in the surveys (Konz, 1997). Although it is clear that community colleges will continue to play a vital role in developing and helping to carry-out the comprehensive long-term workforce investment plan, the question remains how primary a role that should be. Only 43% agree or strongly agree that community colleges should be the primary source to deliver workforce investment programs in their state; 15% were unsure. This is slightly higher than the 41% that agreed or strongly agreed in the 1997 study. As states develop programs tailored to their own needs, variance will occur, with some respondents in 1997 even writing in that community colleges would share the distinction of primary source (Konz, 1997). All of this suggests that if community colleges are themselves clear as to the role they should play, they will need to further

organize themselves to impact state level policy makers and “influencers” such as state SWIB members.

The statement, “Developmental courses...are critical to successful welfare-to-work programs,” drew strong agreement (in 2009, 78% agreed or strongly agreed; this percentage was larger, 93%, in 1997). This commitment to developmental education was also confirmed by responses to the statement, “So that temporarily dislocated workers and individuals moving from welfare-to-work can raise their skill levels for employment, community colleges should provide pre-college developmental coursework.”

In addition, as to the statement, “Developmental...courses should be financed by state funds if federal funds are not available,” in 2009, 78% agreed or strongly agreed. In 1997, 83% agreed or strongly agreed. There is strong support for developmental education and the appropriateness for funding to be routed to community colleges for this purpose.

Conclusions

Three conclusions rise from the findings presented here.

Conclusion 1: The role and responsibility of the State Workforce Investment Boards is clearer than before, but funding is inadequate when compared to the needs. This was a conclusion of Konz in his 1997 study, and the situation has not changed 12 years later. There is widespread agreement—perhaps greater in 2009 than was present in 1997—that community colleges need to serve the temporarily displaced worker, the long-term unemployed/welfare recipient, the student in need of developmental education, not forgetting current employees who need upgrades and continuing education, and, yes, to provide open access to all. But simultaneously there was widespread agreement that funding was inadequate to the task.

First, there is strong agreement among SWIB members that the definition of groups of people to be served by their state's Workforce Investment Plan is too broadly defined. For example, when asked about groups served by the state's workforce investment plan in 1997, 82% identified recent high school graduates as a group their HRIC served, whereas in 2009, this has increased to 84% of SWIB respondents. In 1997, 91% of the members identified the temporarily dislocated workers as a group served, and in 2009, this rose to 95% of SWIB members.

As to the perspectives of SWIB members who listed the economically disadvantaged as a group their SWIB served, 95% of HRICs listed this group in 1997, and 92% of SWIB members did so in 2009. In 1997, 85% of the respondents listed the welfare-to-work group as served, and 78% did so in 2009. For the long-term unemployed, 90% of HRIC respondents listed this group as being served in 1997, and 91% of SWIB members did so in 2009. Recent high school dropouts were listed by 80% of HRIC respondents in the 1997 survey, and 87% of SWIB members in 2009. Currently employed workers as a group served in the state plan were identified by 74% of HRIC respondents in 1997, and 87% of SWIB respondents in 2009. In five of the seven categories of groups served by each respondent's state's Workforce Investment Plan, the 2009 percentage of respondents increased when compared to the 1997 percentage of respondents.

High agreement also exists as to the specific programs under the coordinative responsibility of SWIB members. In 1997, 91% responded that JTPA (superseded by WIA) was a program under their HRIC's purview; in 2009, 89% listed WIA under their SWIBs. In 1997, 71% of respondents listed Perkins as a program under the responsibility of their HRIC, whereas in 2009, just 35% listed Perkins as their under the responsibility of their SWIB. In 1997, 56% of respondents listed In-School (high school) youth as a program under their SWIB's

responsibility. In 2009, 46% of respondents listed In-School (high school) youth as a program under their SWIB's responsibility.

There also was substantial agreement in the perceptions of the SWIB members toward the role of their board. In 1997, 51% of HRIC members strongly agreed or agreed with the statement, "I am personally satisfied that an adequate comprehensive plan exists." In 2009, a higher percentage (65%) of SWIB respondents did so, an increase of 14%. Not only did more respondents agree in 2009 than in 1997, fewer respondents disagreed in 2009 than in 1997.

In Konz's 1997 study, his first conclusion was the same as that of this researcher: The role and responsibility of the HRIC (now SWIB) is clear, but the funding streams are not clear. Nothing has changed in the SWIB members' perception of the role and responsibilities of the SWIB, with the percentages statistically unchanged, except for a minor increase in agreement. As noted previously, 65% of respondents agreed that an adequate comprehensive workforce investment plan exists. As to the issue of inadequate funding, in fact more member respondents in 2009 (58%) than in 1997 (55%) indicate agreement or strong agreement that funding is inadequate to the task assigned.

Conclusion 2: The role of community colleges is relatively well understood, but how they fit into the state's workforce investment plan is not. The responses of members of State Workforce Investment Boards to the 2009 survey reveal a high level of familiarity with community colleges. Thirty-four percent of respondents in 2009 reported having attended a community college, 23% reported having taught at a community college, 12% reported having graduated from a community college, 27% reported serving on an advisory board associated with a community college, 16% reported taking graduate coursework on community colleges, and a

whopping 57% of respondents reported having an immediate family member who has attended a community college.

As Konz found in his 1997 study, strong agreement exists on the part of SWIB members as to the appropriateness of missions and functions of community colleges, as outlined by Cohen and Brawer in the latest (5th) edition of their classic work (Cohen & Brawer, 2008). Cohen and Brawer listed five major functions of community colleges: general education for transfer, technical/ occupational/vocational education, continuing education, developmental education, and community services. The SWIB members surveyed supported the broad comprehensive mission of community colleges. When asked to respond to the statement, “Providing the first two years of education so that community college students can transfer to senior level baccalaureate degree granting institutions is an important priority for community colleges,” 81% agreed. In addition, when SWIB members were asked to respond to the statement, “Since industry needs workers’ critical thinking skills, it is important for community colleges to provide liberal arts/general education courses to students in vocational and technical programs,” 73% agreed.

As in 1997, SWIB members were highly supportive of community college involvement in workforce training programs, as evidenced by the agreement of 2 of 3 respondents (66%) with the statement, “Community colleges offer a vast array of excellent workforce training programs for recent high school graduates”; and 98% agreement with the statement, “To keep current and future workers globally competitive, community colleges should provide skill upgrading and continuing education course work.” The members of SWIBs supported the delivery by community colleges of developmental education, and how that function fits into improving their state’s workforce, as evidenced by their support for the statement, “So that temporarily

dislocated workers and individuals moving from welfare to work can raise their skill levels for employment, community colleges should provide precollege developmental coursework” (in 2009, 78% agreed). When asked, “Developmental courses should be financed by state funds if federal funds are not available,” in 1997, 66% of respondents agreed or strongly agreed, and in 2009, 67% did so.

The members of SWIBs reported that their state Workforce Investment Plans should incorporate services to a broad set of populations, from recent high school graduates (84%), recent high school dropouts (87%), temporarily dislocated workers (95%), currently employed workers (87%), long-term unemployed (91%), and welfare-to-work (78%). This finding is consistent with what Konz found in 1997.

Although SWIB members (a) want their community colleges to be involved in serving a broad set of populations, (b) support a broad, comprehensive community college, and (c) believe investment in community colleges to be a good use of state funds, these same policymakers do not believe that community colleges are adequately funded to support this comprehensive mission. Sixty-two percent of HRIC members responding agreed with the statement, “Private and public sector leaders in my state are confident that investing funds in community colleges represents a good use of public funds,” whereas 62% of SWIB members did so in 2009. Yet when asked to respond to the statement, “Community colleges in my state have adequate funding to support involvement in workforce investment in addition to their other activities,” 61% of SWIB members in 2009 strongly disagreed or disagreed. This compared to the 55% of HRIC members responding in 1997 to Konz’s survey.

The overall conclusion, therefore, is that the role of community colleges is relatively well understood, but how they fit into a given state’s workforce investment plan is not. The

comprehensive mission and broad functions of community colleges is understood and appreciated, but how well community colleges fit into the State's Workforce Investment plan and program is not particularly understood. That said, it is worth noting that the role of community colleges spans both for-credit and non-credit functions, with funding coming from a variety of sources (state, in 25 states local, federal ,and state workforce training grants, etc.), it should be no surprise that their mission is not well understood. This may also explain why community college state directors express concern that the current recession is overwhelming the ability of the colleges in their states to deliver workforce training programs to adults who need them (Katsinas & Tollefson, 2009). Although it may be that SWIB members would like the workforce investment programs moved to a higher place of prominence on community college campuses, it is possible that SWIB members may see workforce development as an umbrella for all that they do, with community colleges simply specializing in just one small portion of the SWIB's tasks—workforce training. From the results of the survey it certainly cannot be concluded that SWIB members wish to transfer all of these functions to community colleges, nor can it be expected that community colleges would be overly desirous of handling the large scope of human capital development activities that are the bailiwick of local WIA boards without adequate funding. For all too many community colleges, their involvement in workforce training is in fact an unfunded mandate, with no dedicated revenue streams attached for this purpose (Katsinas, 2009). Thus, the second conclusion offered in 1997 by Konz is pertinent today in 2009: The role of community colleges is well understood, but how they fit into the state's workforce development plan is not.

Conclusion 3: Community colleges should play a central role in state workforce development policy and program development, but perceptions about the boundaries of this role

are highly varied. As noted previously, the members of State Workforce Investment Councils believe community colleges are an important strategic vendor of a broad array of services to the people who are to be served by their comprehensive state Workforce Investment Plans. This study found a very similar response among SWIB members surveyed in 2009 of populations to be served by community colleges using the 1994 matrix of workforce training proposed by Katsinas as Konz did of HRIC members in 1994. Specifically, SWIB members agreed that it is fitting for community colleges to serve populations of recent high school graduates, recent high school dropouts, and temporarily dislocated workers, as well as currently employed workers. There are lower levels of support for them to serve the long-term unemployed, and much lower levels of support among SWIB members in 2009 than among HRIC members in 1997 for them to serve the welfare-to-work populations.

When asked about perceptions of SWIB members toward the role of their board in developing a comprehensive plan, in 1997, 51% of respondents agreed or strongly agreed with the statement, “I am personally satisfied that an adequate comprehensive plan exists.” In 2009, a substantially larger percentage of 65% of respondents agreed or strongly agreed. Not only did more respondents agree in 2009 than in 1997, there were fewer respondents who disagreed in 2009 than in 1997. When respondents were asked how the role of community colleges meshes with the overall workforce investment plan/programs in their state, “The state-assigned geographic service delivery areas for job training and welfare-to-work programs match assigned regions for community colleges”; in 1997, 43% of members agreed or strongly agreed. In 2009, a higher percentage (48%) of SWIB members agreed or strongly agreed that state-assigned geographic service delivery areas for job training and welfare-to-work programs match assigned regions for community colleges.

In 1997, Konz offered the conclusion that community colleges should play a central role in state workforce development, however perceptions as to the boundaries of this role were varied. In 2009, the author notes an even a greater disparity in use of terms and understanding of relative missions and tasks, although mutual appreciation continues to exist as SWIBs and community colleges work together day by day. There appears to be a culture shock when this researcher, a community college practitioner, sought to ask SWIB members to complete a survey that may have inadvertently contained what some believed to be politically charged terminology, phraseology regarding preferred ways of viewing and phrasing tasks. A few examples are these: an aversion to references to Human Resource Investment Councils, workforce development (now fallen away in favor of the term *workforce investment*) and also when used in connection with *welfare-to-work* (a no-no), for reasons yet unclear, but nonetheless its reaction not missed by this researcher.

Of the populations listed on the Katsinas Matrix, responding SWIB members, like the HRIC members 12 years ago, agreed that it is fitting for community colleges to serve such populations as the currently employed, recent high school graduates and drop-outs, as well as temporarily dislocated workers. To a lesser degree, the SWIB respondents, again like their HRIC counterparts in 1997, believed that community colleges should serve the long-term unemployed. According to respondents in 2009, as in 1997, community colleges will play an important role in state workforce investment (Konz, 1997). Some respondents assessed that they should be the primary source for workforce investment programs, whereas others indicated that community colleges should share that distinction with other entities. As previously discussed, adequate funding continues to be a major concern.

The survey respondents in 2009, as well as 1997, agreed that community colleges are strong providers of important educational services whose doors are open to all. The responses also indicate that community colleges can be vital to state workforce investment strategy, perhaps to the extent of being termed a primary component of a comprehensive state system, with the exception of services to the long-term unemployed/welfare-to-work population, (Konz, 1997).

Consistent with the perspectives of HRIC members in 1997, the 2009 respondents were not unanimous in their support of all aspects of community college function and mission. It is important to remember that many SWIB members have backgrounds that differ from their current responsibility on their state's SWIB. Konz correctly concluded the following:

State HRIC members' perceptions can easily be colored by anecdotal experiences with a community colleges graduate that might poorly perform tasks, or possesses an underdeveloped work ethic, poor language, or poor math skills. As long as there is a single community college graduate working for them who cannot read, write, compute, think critically, or meet employee expectations, support for the community colleges may not be as high as community colleges practitioners might like (Konz, 1997, p. 120).

Much has been written about the increased need for developmental education in higher education, particularly at community colleges. As in 1997, the issue of taxpayers bearing the burden of paying for one's education twice, is still problematic in 2009. Those who are proponents of this view argue that basic educational skills should have been gained in high school and should not have to be paid for again in college. Regardless, a large majority was very supportive of the role of community colleges in providing developmental education. In 2009, 67% agreed or strongly agreed that developmental courses should be financed by the state if federal funds are not available; in 1997, over 65% of respondents agreed or strongly agreed.

Recommendations

Recommendation 1: A study needs to be conducted solidifying the initial overwhelmingly positive response (91%) reflecting the seemingly unique cooperation between the community college and the local Workforce Investment Board, that is, that as such a major contributor, it should be treated more as a strategic partner, or more as a typical vendor. There were four Likert statements surveyed only in 2009. One Likert statement was, “The community college, as a major contributor, should be treated as a strategic partner, not as a typical vendor.” Given that a large percentage of respondents (91%) agreed or strongly agreed with this statement, there is very little disagreement with the premise that community colleges are seen as the strategic partner. Only 5% disagreed or strongly disagreed, and 4% were unsure. With such an overwhelming majority of members responding in the affirmative that community colleges should be treated as a strategic partner, there needs to be much more active coordination between the SWIBs and the community colleges.

With a view to the community college being treated more like a strategic partner than merely a typical vendor, the statement was given, “Since community colleges are vetted by the collective efforts of the federal, state, and local, as well as by the accreditation systems, the requirement for additional WIB benchmarks could be seen as not cost- and time-effective.” However, only a slight majority (51%) agreed or strongly agreed with the statement. Those members responding that they disagreed (21%) or strongly disagreed (7%) comprised a total of 28%, and those respondents who were unsure comprised 21% of the respondents to this question. It can be said that the percentage of respondents who agreed that the WIB benchmarks could be seen as not cost- or time-effective was nearly twice the percentage (28%) who disagreed with this statement. Regarding the treatment of community colleges more as a strategic partners,

consideration should be made for the reduction or removal of additional WIB benchmarks, because it could be argued that cost- and time- ineffectiveness cost both WIB and the community college (as a team with a common mission) time and dollars that neither has readily available.

Recommendation 2: The need for quality data on workforce investment programs continues, so a data system solution must be provided. Konz recommended in 1997 that the quality of data on workforce development programs improve. States and the federal government both have a responsibility to collect and disseminate relevant data related to workforce preparation programs. It is clear from Konz's study that there was a need to substantially improve the quality of data collected, by type of population served as well as by program type. It was the view of Konz that the existence of state HRICs could provide a superior vehicle to provide leadership in the area of data collection at the state level (Konz, 1997). In view of the 2009 survey results, strong leadership by the SWIBs is needed at least as strongly today.

SWIBs should take further steps to provide sound state level data collection. There is still a strong need to deliver workforce preparation and investment programs to the variety of target populations. The entities might include community colleges, community-based organizations, 4-year colleges and universities, and even proprietary institutions. Populations served are new workforce entrants such as temporarily dislocated workers, high school graduates and dropouts, the long-term unemployed, and the currently employed. The programs are delivered in rural, suburban and urban settings (Konz, 1997). It continues to be time to actually assess which program and delivery entity serves which population best and in which geographic area. Proponents of community college workforce investment programs have nothing to fear with a highly improved quality of crucial data.

The goal is to activate a system already in place in many states of systematically tracking in-field occupational ratios, and once there, the job performance of community college students. Without this the community college academy to the largest extent, and the job placement department to a lesser degree, are shooting at a target, all the while not being able to see where the arrows actually fall. The reason for the recommendation of the activation of a system already in place in many states of systematically tracking in-field occupational ratios, and once there, the job performance of community college students is that, although a comprehensive and adequate plan exists, the plan's effectiveness is very limited if the "before, during, and especially the after" of the assisted target population cannot all be tracked. Now it is without dispute that the members' perception of the role of community colleges in the workforce investment plan/ program of their state is one of wide support of the role of the board and the plan to carry out that role, which is discussed thoroughly under the third conclusion. In fact, what in 1997 was 51% of respondents who agreed or strongly agreed with the statement, "I am personally satisfied that an adequate comprehensive plan exists," in 2009 produced a substantially larger (by 14%) 65% of respondents who agreed or strongly agreed. But, having an adequate comprehensive plan is limited without the ability to track the students utilizing that comprehensive plan.

Part of how the tracking capability meshes with the overall workforce investment plan/programs in the state, is this statement: "The state-assigned geographic service delivery areas for job training and welfare-to-work programs match assigned regions for community colleges." In 1997, 43% of members agreed or strongly agreed. In 2009, a higher 48% of members agreed or strongly agreed that state-assigned geographic service delivery areas for job training and welfare-to-work programs match assigned regions for community colleges. It is one thing for members to perceive that the geographic areas all match-up, yet quite another to have

documented proof that the students studied at X college, majored in X subject, worked in X industry, gained X bachelor's degree at X college in X city and X county, and spent her or his life assisting X state and X county by X work and credits X community college or other WIB-sponsored program.

Recommendation 3: In future surveys, certain terminology should be modified. In the wording of further surveys (which are needed), researchers need to ask SWIB members how principle community colleges are as formal jobs training centers. This study seems to indicate that SWIB members would be much more apt to assess community colleges as premium as service centers, if that service terminology was tied to their function as formal jobs training centers, a service in heavy demand by both statewide and local Workforce Investment Boards.

When the 2009 survey was taken, a southwestern SWIB director indicated that the other state leadership members hesitated to send the survey to their southwestern SWIB members stemming from the belief that said SWIB members would balk at calling community colleges the primary source of workforce development or investment. On the other hand, the SWIB chair was thought to happily agree, according to this spokesperson, that community colleges are the primary source for specifically the training function. Also, the term *workforce development* was used as an umbrella for all that the local WIA boards offered. The limitations of terminology used in 2009 were shown by the fact that only 47% of the respondents agreed or strongly agreed with the statement that “community colleges should be the primary source to deliver workforce investment (development) programs in my state”; 15% were undecided, 26% of respondents disagreed, and 12% strongly disagreed. These percentages were hardly a ringing endorsement.

In the view of this researcher, asking members to call community colleges the primary source of workforce development/investment is like asking a parent to name a favorite child: They react against that assignment, which appears unfair at best, untrue at worst. Comments by this one individual were consistent with perspectives shared throughout the summer from a few individual emails from members throughout the United States, as well as from summarized member perceptions reported to this researcher by NGA personnel (personal conversations with and emails from Martin Simon, NGA, August 3-5, 2009). Otherwise stated, many in the WIB community see all of their services as being workforce development or investment, not just jobs training, so it is difficult for them to lavish all of their favors on what they see as just one of a whole smorgasbord of service offerings that prepare their patron-customers for the working world. Again, if the prize were for the formal jobs training center, then community colleges would take the prize, so to speak.

Recommendation 4: Because community colleges need to better communicate their role, and the funding that needs to be enhanced, they will need to further organize themselves to impact state level policy makers and “influencers” such as state SWIB members.

Effective communication to stimulate funding extends beyond survey terminology. Community college workforce investment leaders, as an important part of the comprehensive workforce investment plan/program of one’s state, need to make a concerted effort to extend the hand of friendship to local workforce investment boards and WIA boards. Community colleges have been doing their job of training displaced workers, high school students, veterans, seniors, and the long-term unemployed, to cite a few target groups. Their fine work to give a major hand-up to these groups is not the pressing problem per the SWIB members. The pressing need is communication with the SWIB. There has been an increase in cooperation and coordination

between most service groups in the WIB, except with community colleges, who are perceived differently, the survey indicates. Also, speakers representing local WIB/WIA need to be invited regularly to community colleges. Cooperative advisory councils between SWIBs and state community college leadership, as well as between local WIBs and individual community colleges (or a group of metropolitan community colleges as one) need to be set up and utilized toward their common mission.

Communication regarding worker training must be improved by the placement of additional emphasis on practical employee training in individual community college campuses and making mission statement consistent slogans such as “We put people to work” central on campus. Workers need to be trained for real fields with real companies wanting to pay real wages for their real skills. An available in-state workforce would greatly enhance the draw for both new industries looking for fertile ground to expand (and looking at competing states), and established local firms would be able to grow into profitable markets if reasonably priced, 21st century-skilled workers were ready, willing, and able (or trained) to work. More American Reinvestment and Recovery Act of 2009 (ARRA, or stimulus) funds for workforce training can be obtained.

Recommendation 5: Implement university-based training for SWIB members. Just as was noted by Konz in 1997, State Workforce Investment members understand their role but not how they fit into their state workforce investment systems. They are concerned about lack of funding to carry out a comprehensive plan. SWIB members continue to—as in 1997—understand their role in increasing collaboration and coordination, seamless transitions from work to school across the lines of the services they render, and the basic jobs training functions of community colleges. It remains unclear, however, how their role fits into state workforce

investment programs in general and how to fund those very programs. There is—again as in 1997—currently still disagreement as to exactly which programs and populations fall under the responsibilities of the SWIBs. Very often, when comparisons were made between responses from the same state, different members of the same council were often in disagreement regarding which programs fell within their purview (Konz, 1997).

It is therefore recommended that university-based training opportunities be provided for SWIB members to increase role clarification and to training in the creation and implementation of workforce investment plans. As Konz noted in 1997, role clarification would lead to the increased coordination, collaboration (with community college as well as with other service providers), and accountability, which is the reason for the creation of the Human Resource Investment Council, now State Workforce Investment Boards (Konz, 1997).

Concluding Remarks

All stakeholders in workforce investment need to meet together more often and strategize together how best to teach people “how to fish, rather than giving them fish,” an established noncontroversial concept that still is inadequately carried out in 2009. When real people are trained for real jobs and provide real employers with real help, who can even enumerate (although the academy has already been attempting to do so for years) the major means of transformational help to the economic welfare of the community, even as individuals put food on their own and their loved ones’ table and teach their offspring to follow in their footsteps. Community colleges, although not alone in this mission, as such, are still one of the premier venues for teaching people “to fish.” At the same time, community colleges must seek to remember their “first name,” that is, “community” and continually strive to better understand the contributions of the local and state WIB personnel, and vice versa, so together, this time a better

future can be built for our children and the children of the broader community, state, nation, and world. Because money does not “grow on trees,” it is imperative that Americans learn even better how to work to live in a fulfilling and sustainable fashion far into the future. Community colleges are at the heart of that future, training students of all ages for a lifetime across the vocational and academic spectrum by instructors who are there to teach more than anything else, and at rates that are realistic. No more will status quo solutions or half measures in tackling job training suffice. Let us start now!

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APPENDIXES

APPENDIX A
IRB APPROVAL

June 3, 2009

Office for Research
Institutional Review Board for the
Protection of Human Subjects

THE UNIVERSITY OF
ALABAMA
R E S E A R C H

Craig D. Lawrence
ELPTS
College of Education
The University of Alabama

Re: IRB # 09-OR-170 "Current Perceptions of Human Resource
Investment Council Members"

Dear Mr. Lawrence:

The University of Alabama Institutional Review Board has granted
approval for your proposed research

Your application has been given expedited approval according to 45 CFR
part 46. Approval has been given under expedited review category 7 as
outlined below:

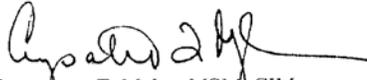
*(7) Research on individual or group characteristics or behavior
(including, but not limited to, research on perception, cognition,
motivation, identity, language, communication, cultural beliefs or
practices, and social behavior) or research employing survey, interview,
oral history, focus group, program evaluation, human factors evaluation,
or quality assurance methodologies.*

Your application will expire on June 3, 2010. If your research will
continue beyond this date, complete the relevant portions of Continuing
Review and Closure Form. If you wish to modify the application,
complete the Modification of an Approved Protocol Form. When the
study closes, complete the appropriate portions of FORM: Continuing
Review and Closure.

Should you need to submit any further correspondence regarding this
proposal, please include the above application number.

Good luck with your research.

Sincerely,



Carpatato T. Myles, MSM, CIM
Director & Research Compliance Officer
Office for Research Compliance
The University of Alabama



152 Rose Administration Building
Box 870117
Tuscaloosa, Alabama 35487-0117
(205) 348-5152
FAX (205) 348-8882

09-OR-170

UNIVERSITY OF ALABAMA INSTITUTIONAL REVIEW BOARD FOR THE PROTECTION OF HUMAN SUBJECTS
REQUEST FOR APPROVAL OF RESEARCH INVOLVING HUMAN SUBJECTS

I. Identifying Information

	Principal Investigator	Second Investigator	Third Investigator
Name:	Craig D. Lawrence	Stephen Katsinas, Ph.D.	
Department:	HEA	Educational Policy Center/HEA	
College:	Education	Education	
University:	Alabama	Alabama	
Address:	1100 9 th Ave SW Bessemer, AL 35022	Carmichael Hall Box 870231 Tuscaloosa, AL 35487-0231	
Telephone:	205-482-8523	205-348-2470	
FAX:	205-424-5119	205-348-6873	
E-mail:	clawrence@lawsonstate.edu	SKatsina@bamaed.us.edu	

Title of Research Project: Current Perceptions of Human Resource Investment Council Members Toward

Community College Workforce Development Programs -- A National Study

Date Printed: 04/24/2009

Funding Source: NA

Type of Proposal: New Revision Renewal Completed Exempt

Attach a renewal application

Attach a continuing review of studies form

Please enter the original IRB # at the top of the page

UA faculty or staff member signature: (BELOW)

II. NOTIFICATION OF IRB ACTION (to be completed by IRB):

Type of Review: Full board Expedited

IRB Action:

Rejected Date: _____

Tabled Pending Revisions Date: _____

Approved Pending Revisions Date: _____

Approved—this proposal complies with University and federal regulations for the protection of human subject

Approval is effective until the following date:

Items approved:

<input type="checkbox"/> Research protocol:	dated
<input type="checkbox"/> Informed consent:	dated
<input type="checkbox"/> Recruitment materials:	dated
<input type="checkbox"/> Other:	dated

UA FACULTY SIGNATURE

Approval signature

SKatsina Date 4/1/09

IRB SIGNATURE

DATE 6/3/09

APPENDIX B
ENDORSEMENTS BY NGA AND NASWBC

From: Andrew, Erin <EAndrew@NGA.ORG>
To: cdlcounters@aol.com <cdlcounters@aol.com>
Cc: Hendrickson, Steven D <steven.d.hendrickson@boeing.com>; Simon, Martin <MSimon@NGA.ORG>
Subject: FW: SWIB Survey Request
Date: Thu, Sep 17, 2009 9:57 am
Attachments: image001.gif (22K)

Craig,

Today we sent out the email below to the state workforce board chairs and staff directors. You should receive responses in the next few weeks. I will contact you if I receive questions from our members and please let me know if you have additional follow-up regarding this request.

Best,
Erin

*Erin E. Andrew
Senior Policy Analyst
National Governors Association
Center for Best Practices
phone: (202) 624-5315
fax: (202) 624-5313*



THE NATIONAL ASSOCIATION OF STATE WORKFORCE BOARD CHAIRS

September 17, 2009

Dear State Workforce Board Chairs and Directors,

This past year the important role that community colleges play in preparing the current and future skilled workforce has been underscored by several national studies and by the President's "American Graduation Initiative." In most states community colleges are the major providers of education and training services under the Workforce Investment Act. Recently, a researcher with the University of Alabama, Craig Lawrence, sent out a request to State Workforce Investment Board (SWIB) chairs asking you to encourage your members to complete a brief national survey giving their perceptions on cooperation between SWIBs and community colleges.

While I have a few concerns with the survey instrument including its lack of economic development emphasis and reference to "welfare-to-work" programs, I believe it is important to encourage research that will bring the views of business to the postsecondary education community. This survey has that potential and I encourage you to distribute it to your members and ask them to take 5 minutes of their time to complete it. Here is the link

to the survey:

https://www.surveymonkey.com/s.aspx?sm=YpMSXMj12uwJU2tlqoW3rw_3d_3d

If you have any questions regarding the survey, please contact Erin Andrew at NGA by e-mail at eandrew@nga.org or phone on 202-624-5315. Thank you for your cooperation.

Best Regards,

Steven Hendrickson



Chair,
National Association of State Workforce Board Chairs

1 Attached Images

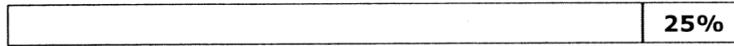


APPENDIX C

ONLINE SURVEY AS SEEN BY RESPONDENTS

[Exit this survey](#)

Research Survey as Summarized Below

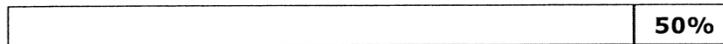


This questionnaire collects information about the funding of workforce development (particularly that of such programs in community colleges) state-by-state throughout the U.S., as viewed by members of each state's Statewide Workforce Investment Boards (SWIBs). The survey is being sent to members of said active boards in every state. The survey, which has been approved by the Institutional Review Board at The University of Alabama, should take approximately 4 minutes to complete. The survey is being conducted under the supervision of my chair, and survey author, Dr. Stephen G. Katsinas, Director, Education Policy Center at the university of Alabama (survey coordinator). Questions should be directed to Craig Lawrence at cdlcounters@aol.com.

Next

[Exit this survey](#)

Informed Consent Agreement



I am a doctoral student at The University of Alabama researching the topic, "Perceptions of Human Resource Investment Council Members Toward Community College Workforce Development Programs," as explained elsewhere. I am surveying (2009) State Workforce Investment Board (SWIB) members from active states to research their perceptions of these programs. Please answer as thoroughly and honestly as possible. You are guaranteed anonymity and your answers are encrypted. There is no risk to you as a participant, no monetary or other material benefits and participation is voluntary. You can contact Craig Lawrence at cdlcounters@aol.com. Given the assurances above, please indicate below whether you are willing to participate. You will need to select the button labeled "Yes, I wish to continue" or "No, I do not care to continue" below.

1. Do you consent to continue the survey?

<input type="checkbox"/> Yes, I wish to continue.
<input type="checkbox"/> No, I do not care to continue.

Prev Next

Workforce Investment Board- Community College Workforce Dev. Programs

[Exit this survey](#)

Survey as Summarized Below:

	75%
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This questionnaire collects information about the funding of workforce development (particularly that of such programs in community colleges) state-by-state throughout the U.S., as viewed by members of each state's Workforce Investment Boards (WIBs). The survey is being sent to members of said active boards in every state. The survey, which has been approved by the Institutional Review Board at The University of Alabama, should take approximately 5-10 minutes to complete. The survey is being conducted under the supervision of my chair, and survey author, Dr. Stephen G. Katsinas, Director, Education Policy Center at the university of Alabama (survey coordinator). Questions should be directed to Craig Lawrence at cdlcounters@aol.com.

2. What programmatic areas are the responsibilities of your statewide Workforce Investment Board? (Check all that apply).

<input type="checkbox"/> ___ WIA	<input type="checkbox"/> ___ Adult Basic Education programs
<input type="checkbox"/> ___ Perkins	<input type="checkbox"/> ___ JOBS, AFDC and related programs
<input type="checkbox"/> ___ In-school (high school) youth	<input type="checkbox"/> ___ welfare reform block grants
<input type="checkbox"/> ___ One-stop career centers	
<input type="checkbox"/> Other (please specify)	

3. What groups are served by your state's workforce investment (human resource development) plan? (Check all that apply).

<input type="checkbox"/> ___ recent high school graduates	<input type="checkbox"/> ___ long-term unemployed
<input type="checkbox"/> ___ temporarily dislocated workers	<input type="checkbox"/> ___ recent high-school dropouts
<input type="checkbox"/> ___ economically disadvantaged	<input type="checkbox"/> ___ currently employed workers
<input type="checkbox"/> ___ welfare-to-work	
<input type="checkbox"/> Other (please specify)	

4. I am personally satisfied that an adequate comprehensive plan for workforce investment (human resource development) presently exists in my state. (Please note the Likert code abbreviations for the answers.)

SD-Strongly Disagree	D-Disagree	U-Unsure	A-Agree	SA-Strongly Agree
<input type="radio"/>				

5. The state assigned geographic service delivery areas for job training and welfare-to-work programs matches assigned regions for community colleges.

SD	D	U	A	SA
<input type="radio"/>				

6. I am concerned that between state and federal flow-through funds, adequate funds do not exist to carry out the comprehensive state workforce investment (human resource development) plan.

SD	D	U	A	SA
<input type="radio"/>				

7. Providing the first two years of education so that community college students can transfer to senior level baccalaureate degree granting institutions is an important priority to community colleges.

SD	D	U	A	SA
<input type="radio"/>				

8. Since industry needs workers with critical thinking skills, it is important for community colleges to provide liberal arts/general education courses to students in vocational and technical programs.

SD	D	U	A	SA
<input type="radio"/>				

9. Community colleges should be the primary source to deliver workforce investment (development) programs in my state.

SD	D	U	A	SA
<input type="radio"/>				

10. To keep current and future workers globally competitive, community colleges should deliver skill-upgrading and continuing education course work.

SD	D	U	A	SA
<input type="radio"/>				

11. So that temporarily workers and individuals moving from welfare to work can raise their skill levels for employment, community colleges should provide pre-college developmental coursework.

SD D U A SA

12. Developmental courses should be financed by state funds if federal funds are not available.

SD D U A SA

13. Community colleges should maintain an open admissions policy to promote employment and training welfare-to-work, literacy and related programs.

SD D U A SA

14. Community colleges offer a vast array of excellent workforce training programs for recent high school students.

SD D U A SA

15. Community colleges are effective in providing workforce training programs for long-term unemployed/welfare recipients.

SD D U A SA

16. Community colleges are effective in providing workforce training programs for temporarily dislocated workers.

SD D U A SA

17. Private and public sector leaders in my state are confident that investing state funds in community colleges represents a good use of public funds.

SD D U A SA

18. Community colleges in my state have adequate funding to support involvement in workforce investment (development), in addition to their other activities.

SD D U A SA

19. The statewide Workforce Investment Board should designate ongoing federal and state funds to use all funds possible for community of colleges to provide pre-college developmental coursework to students.

SD D U A SA

20. The statewide Workforce Investment Board should designate ongoing federal and state funds to use all funds possible for community colleges to train welfare recipients and other long-term unemployed individuals.

SD D U A SA

21. The statewide Workforce Investment Board should designate ongoing federal and state funds to use all funds possible for community colleges to train displaced workers who have lost their jobs.

SD D U A SA

22. The statewide Workforce Investment Board provides funding to community colleges in order to establish them as a primary source to deliver workforce investment programs in my state.

SD D U A SA

23. A reasonable argument could be made that funding for the support of Workforce Investment Board (WIB) functions should be carried out by the federal government.

SD D U A SA

24. Since community colleges are vetted by the collective efforts of the federal, state, and local, as well as by the accreditation systems, the requirement for additional Workforce Investment Act (WIA) benchmarks could be seen as not cost- and time-effective.

SD D U A SA

25. The community college, as a major contributor, should be treated as a strategic partner, not as a typical vendor.

SD	D	U	A	SA
<input type="radio"/>				

26. The statewide Workforce Investment Board should be the primary provider of nation, state and regional/local labor market information.

SD	D	U	A	SA
<input type="radio"/>				

27. Your gender (please check:)

<input type="checkbox"/> ___Female	<input type="checkbox"/> ___Male
------------------------------------	----------------------------------

28. Your present age range:

<input type="checkbox"/> ___20-29 years of age	<input type="checkbox"/> ___45-59 years
<input type="checkbox"/> ___30-44 years	<input type="checkbox"/> ___60 years of age or over

29. Please mark "X" next to the statement that best describes you (mark all that apply):

<input type="checkbox"/> ___attended a community college	<input type="checkbox"/> ___served as a community college administrator	<input type="checkbox"/> ___served on an advisory board for a technical program in a community college
<input type="checkbox"/> ___served as community college trustee	<input type="checkbox"/> ___graduated from a community college	<input type="checkbox"/> ___in my educational training, I took graduate course (s) pertaining to community colleges.
<input type="checkbox"/> ___taught at a community college	<input type="checkbox"/> ___have/had immediate member of my family attend a community college	

30. Length of service on your statewide Workforce Investment Board:

___Years	<input style="width: 80%;" type="text"/>
___Months	<input style="width: 80%;" type="text"/>

31. Please mark an "X" by those interests/departments presently represented within/on your statewide Workforce Investment Board.

<input type="checkbox"/> ___Economic Security/Labor Dept.	<input type="checkbox"/> ___Community-based Organizations	<input type="checkbox"/> ___Private Industry
<input type="checkbox"/> ___Job Services/HHS Department		<input type="checkbox"/> ___Governor's Office

<input type="checkbox"/> ___ Public Universities	<input type="checkbox"/> ___ State Agency Coordinating Community Colleges	<input type="checkbox"/> ___ Unions with Organized Labor
<input type="checkbox"/> ___ State Education Department	<input type="checkbox"/> ___ Economic development Departments	
<input type="checkbox"/> ___ Vocational/Technical Education	<input type="checkbox"/> ___ Community Colleges	
	<input type="checkbox"/> ___ Minority/Minority Groups	

32. Your political affiliation (Optional):

<input type="radio"/> ___ Democrat
<input type="radio"/> ___ Republican
<input type="radio"/> ___ Independent