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A DESCRIPTIVE STUDY OF THE PARTICIPATION OF PUBLIC
COMMUNITY AND JUNIOR COLLEGES IN MICHIGAN UNDER THE
COMPREHENSIVE EMPLOYMENT AND TRAINING ACT DURING FISCAL
YEAR 1978 & 1979

Michigan State University

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A DESCRIPTIVE STUDY OF THE PARTICIPATION OF
PUBLIC COMMUNITY AND JUNIOR COLLEGES IN MICHIGAN
UNDER THE COMPREHENSIVE EMPLOYMENT
AND TRAINING ACT DURING
FISCAL YEAR 1978 & 1979

By

Richard A. Jackson

A DISSERTATION

Submitted to
Michigan State University
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Department of Administration & Higher Education

1981

ABSTRACT

A DESCRIPTIVE STUDY OF THE PARTICIPATION OF PUBLIC COMMUNITY AND JUNIOR COLLEGES IN MICHIGAN UNDER THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT DURING FISCAL YEAR 1978 & 1979

By

Richard A. Jackson

Body of Abstract

The purpose of this study was to examine the extent of Public Community and Junior Colleges participation in Michigan in programs and activities under the Comprehensive Employment and Training Act (CETA) during fiscal year 1978 and 1979.

This study was undertaken to (a) identify the various ways Michigan Public Community & Junior Colleges have been involved in the planning, administration, and delivery of these programs, (b) determine the extent of their participation in terms of funding levels, grants received, program involvement, and the number of participants served, and (c) to describe selected model programs underway in Michigan.

The methodology involved a survey questionnaire to each (33) of the states' regular and balance of state prime sponsors. Those returning the survey (78.8%) received a follow-up interview for additional information and clarification.

Analysis of the data produced the following findings:

Advisory Planning Council Participation

Community colleges participated in the advisory process of sixteen (61.5%) of the prime sponsor areas responding to the survey. The highest level of participation was by local school districts during both years of the survey period.

The community college representative was usually a third level administrator or higher and in one case was a community college president.

Programs and Activities

Classroom training activities were conducted by community colleges in twenty (76.9%) prime sponsor areas. Classroom training was also deemed the most appropriate activity for community colleges over other activities, i.e. Public Service Employment, Work Experience, and Career Exploration.

Community colleges were selected to provide services usually because of their Program Quality and Geographic Location rather than cost or the level of cooperation received from the institution.

Grant Levels and Participants

Community colleges received just over three million dollars during each year of the study to conduct Title I authorized activities. This represented approximately 4.8% of the total funds available. The lowest level received was for Title II, III, or VI activities which generally ranged less than one percent of the available funds.

Richard A. Jackson

Overall, community colleges received \$4.9 million in FY 78 and \$7.1 million in FY 79 under CETA.

These institutions served 2,726 participants in FY 78 and 3,053 in FY 79.

This dissertation is dedicated to

MY PARENTS

for their sacrifice, their love, their encouragement
and their support throughout
my life.

ACKNOWLEDGEMENTS

I wish to express my sincere appreciation to Dr. T. Harry McKinney for his expertise and tireless efforts as chairman of the committee.

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A well deserved thanks is expressed to my typist, Becky Eldredge, for her patience, skill, and her countless hours of assistance throughout this investigation.

To my daughters, Lynelle and Nicole, I can only express a fathers' appreciation for their love and understanding during this undertaking.

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CHAPTER 1

INTRODUCTION

Over the past two decades, two phenomena have occurred with national societal impact. First, the public community and junior college, hereinafter referred to as community colleges, has experienced a massive growth and expansion and has become a major institution providing educational opportunities, employment and skills development, and related community services. Secondly, there has evolved a considerable federal commitment to providing vocational training, occupational assistance, and employment opportunities to members of American society for whom it is deemed appropriate, necessary, and who have little chance of becoming employed without such assistance.

Predictably, the two have worked together as the philosophy and operating practices of the public community college tended to be consistent with the intent and purpose of the national manpower development effort. Research of

Harris¹ and Magnum² indicates that federal manpower programs of the sixties and early seventies contributed in no small way to the growth and development of public community colleges. Many were able to establish new occupational programs, expand existing ones, acquire equipment and instructional materials as well as hire staff under many of these programs.

Yet, through the mid-seventies of this century, the public community college faced many new challenges. Enrollments were beginning to level off after a sustained period of growth. The American economy was unstable, experiencing both inflation and an economic recession. Conscription into the military had ended and many who viewed and used community colleges attendance as a way to avoid induction into the armed services no longer sought this course. The age of majority was lowered from twenty-one (21) to eighteen (18) and, as a result, many young adults moved directly from secondary school into the work place or other social or non-social pursuits during that age period which had been used for postsecondary schooling.

¹Sam Harris Associates Ltd., A Comparative Study of MDTA Institutional Training in Community Colleges, Public Vocational Schools and Private Institutions, National Technical Information Service, Springfield, VA, 1973.

²Garth Magnum, The Total Impact of Manpower Programs: a Four-City Case Study, Volume I, Olympus Research Corp., U.S. Department of Commerce, National Technical Information Service, Springfield, VA, 1971, p. 65.

Finally, there were major legislative changes in the focus and the delivery of the federal government's national (Manpower) employment and training programs.

In late 1973, the Congress approved and the President signed the Comprehensive Employment and Training Act of 1973.³ This Act created a new decentralized and decategorized delivery system of employment and training programs. Unlike those centralized and categorical manpower programs of the sixties which had been a part of the public community college growth period, and administered at the federal level, these new programs, fiscal resources, and priorities were controlled and administered by local and state elected officials including mayors, county executives, and Governors.

Purpose of the Study

This study has three purposes: (1) to identify the various ways public community colleges in Michigan have been involved in employment and training efforts under the Comprehensive Employment and Training Act delivery system; (2) to determine the extent of their participation in terms of funding levels, program involvement, and the number of persons served; and (3) to describe selected models successfully used by the public community colleges in Michigan in providing employment and training services under the Comprehensive Employment and Training Act.

³United States Congress, Comprehensive Employment and Training Act of 1973, Public Law 93-203, 93rd Congress, 1973.

Background of the Study

According to Monroe⁴, no educational institution has been the subject of more discussions, predictions, and glowing pronouncements than the community college. The rapid growth of the community college serves to illustrate and confirm the faith people have in it and its continuing ability to maximize opportunities for its enrollees. One of the most convincing arguments of the worth of the public community college system is the fact that it has been so widely accepted throughout the nation.

While not without its detractors, including Lynes⁵ who describes the community college as a "second rate place for second rate kids," and Jencks⁶ who suggests it is a place for the dullwitted or uninterested majority, the community college has become an accepted member of the public education system structure.

Most of the development and expansion of public community colleges has taken place since 1960. This growth was caused by a series of factors including: (1) the demands of business, industry, and government for technically

⁴Charles R. Monroe, Profile of the Community College, Jossey Bass, San Francisco, 1972, p. 17.

⁵R. Lynes, How Good are the Junior Colleges? Harpers, November, 1966, p. 59.

⁶Christopher Jencks and D. Riesman, The Academic Revolution, Doubleday, Garden City, 1968, p. 488.

trained individuals, (2) the enactment of the Vocational Education Act of 1963, which provided federal assistance to postsecondary vocational education institutions, and (3) the passage of legislation in many States mandating community colleges to offer vocational-technical education.⁷

Philosophically, the public community college had its origin in the egalitarian concern for extending educational opportunities to a broader segment of the population while maintaining preparatory programs for university level studies. The public community college has performed its role as a link between the high school and the four-year institution very well as evidenced by its general acceptance by society as a central part of the education community. However, to be truly representative of the community, the postsecondary institution must also include the countless other members of the community in search of self definition who must be served if the institution is to become a truly community enterprise. This population includes, among others, the unemployed, the underemployed, the high school dropout, the returning veteran, displaced homemakers, women, and the handicapped.

The State of Michigan has become a leader in the development and expansion of the public community college concept. Since its beginning in 1914 with the establishment of the Grand Rapids Junior College, Michigan now rates 7th nationally in its number of public community - junior

⁷Monroe, Op. Cit., p. 17

colleges with twenty-nine such institutions.⁸

According to the Michigan Department of Education, the comprehensive community college concept implemented in Michigan is founded upon three basic elements: (1) equal access to educational institutions for all persons in the community, (2) the removal of geographic and economic barriers which prohibit persons from benefiting from the services, and (3) the reasonable opportunity for the individual to discover and develop his or her talent at low cost.⁹ In addition, there has evolved a perspective and function of community services to which the state's public community colleges generally adhere.

As evidence mounted that community colleges had come of age, the federal government increased its availability of special program assistance, categorical financial aid and other subsidies aimed at the Community and Junior College.¹⁰ These national programs included several student financial assistance programs, the Manpower Development and Training Act of 1962, the aforementioned Vocational Education Act of 1963, the Higher Education Act of 1965, and others. The Vocational Education Act Amendments of 1968 specified that

⁸Interview with James C. Homan, Higher Education Consultant, Michigan Department of Education, Lansing, Michigan, August, 1979.

⁹Michigan Department of Education, Statewide Community College Services, Lansing, 1978, p. 2.

¹⁰Monroe, Op. Cit., p. 17.

15 percent of the money for vocational education was to go to public community colleges and that 15 percent additional money was to be used in support of education for the disadvantaged.¹¹ The bulk of the latter would find its way to the community college.

Schaefer and Kaufman¹² accurately noted that at the same time trends were acting to encourage the growth and development of community colleges, various other forces were focusing the attention of the nation on those individuals who were not equipped to assume productive roles in the labor force. Some of these were workers who had been displaced by technological changes, while others were victims of poverty, of poor educational achievement and had neither skills nor the personal habits required for employment. These included many women entering or re-entering the labor force who were in need of training, upgrading, or employment assistance.

During the early and mid-seventies, large numbers of out-of-school youth and young adults were also willing to work but found themselves without the technical and employability skills to be competitive in securing employment. On the average, nearly 3.4 million persons in the 16 - 24

¹¹United States Congress, Vocational Education Amendments of 1968, Public Law 88-210 Amendments, 90th Congress, 1968.

¹²C. J. Schaefer, and J. J. Kaufman, New Directions for Vocational Education, Heath Lexington, Lexington, Mass., 1971, p. 21.

age cohort were unemployed during 1976.¹³ Adams and Magnum¹⁴ estimate that the actual number experiencing some unemployment during the period may be twice that number. While a number of factors influence and contribute to unemployment, the longitudinal studies by Parnes and Kohen¹⁵ indicate that when training and preparation is tailored to the needs of labor market and the individual unemployment is reduced, earnings are increased, and these gains are substantial and lasting.

As the new federal leadership moved into place under the Nixon administration, there was increased criticism of former President Johnson's Great Society programs and their centralized and categorized approach in addressing the nations social, economic, and employment problems.¹⁶

Many of the programs initiated during this era, which had significant impact on the growth and development of community colleges, were soon to be completely restructured or abandoned. The three most notable were the Manpower

¹³U.S. Department of Labor, Employment and Training Administration, Employment & Training Report of the President. Washington, D.C., U.S. Department of Labor, 1979, p. 226.

¹⁴Arvil V. Adams and Garth L. Magnum, The Lingering Crisis of Youth Unemployment, W.E. Upjohn Institute for Employment Research, Kalamazoo, Michigan, 1978, p. 1.

¹⁵Herbert S. Parnes, and Andrew I. Kohen, "Labor Market Experience of Noncollege Youth," From School to Work: Improving the Transition, National Commission for Manpower Policy, Washington, D.C., 1976, p. 80.

¹⁶Sar A. Levitan and Robert Taggart, The Promise of Greatness, Harvard University, Cambridge, 1976, p. 47.

Development and Training Act of 1962 which provided funds through State Education Agencies for occupational training programs; the Economic Opportunity Act of 1964, which provided many community and school based programs delivered through the community college; and the Emergency Employment Act of 1971, which provided public employment opportunities in local, county, and state level organizations including public community colleges. In their place would evolve a new program delivery approach which would consolidate the authority for employment and training programs in the hands of local officials under the politically popular banner of revenue - sharing.

This new approach under the Comprehensive Employment and Training Act of 1973 (CETA) reorganized the federal manpower delivery system from a categorical and centralized authority mechanism to one of decentralized local control. Under this new system, hundreds of millions of dollars (Appendix A) in federal funds were in control of local chief elected officials. It became their responsibility to plan and provide employment and training services for the disadvantaged, the underemployed, and the unemployed residents of their communities. Community colleges who had previously conducted programs and provided services under the Manpower Development and Training Act of 1962, the Economic Opportunity Act of 1964, and the Emergency Employment Act of 1971, now turned to local elected officials for

continued support of these important training and employment activities. This approach represented the first major change in the delivery of manpower services since their beginning in the early sixties.

Statement of the Problem

The basic problem addressed in this study is the lack of information about the types and levels of participation of public community colleges in Michigan under the Comprehensive Employment and Training Act.

The interdisciplinary nature of employment and training programs easily lends them to research from a variety of interests. Economists, social scientists, and various other researchers have all done considerable work on the costs, impact, and effectiveness of these types of programs. Yet, while the public community colleges are generally presumed to be major participants in federal employment programs, there has been little research to empirically determine just what role these institutions have played.

Commissioned works by the American Association of Community and Junior Colleges¹⁷ and the National Center for Vocational Education¹⁸ have been useful in providing general

¹⁷Claire Olson, Community and Junior Colleges and the Comprehensive Employment & Training Act: Participation and Recommendations for Improvement. American Association of Community and Junior Colleges, Washington, D.C., 1978.

¹⁸David W. Stevens, The Coordination of Vocational Education Programs with CETA. Information Services No. 151, National Center for Vocational Education, Columbus, OH., 1979.

information on CETA and community colleges. However, there appears to be a lack of detailed research and information on how community colleges have been involved under CETA, at what levels, or how successful their efforts have been.

Significance of the Study

The findings of this study should: (1) present empirical evidence of the level of community college participation in the largest employment and training program ever initiated by this nation, (2) be particularly useful to state and national policy makers as well as community college administrators and local CETA prime sponsors in planning, targeting at delivery systems, and making other program delivery decisions, (3) encourage community college administrators to re-assess their fundamental goals, purposes and activities in addressing the problems of the economically disadvantaged, the unemployed, the underemployed, (4) encourage other researchers to look at the impact of CETA on community colleges from a multi-state, regional, or national perspective.

Assumptions

In conducting this investigation, the following assumptions will be made relative to CETA prime sponsors and community colleges:

1. That all prime sponsors surveyed have direct access to at least one public community college.

2. That all public community colleges are aware of the CETA federal manpower program and its ability to provide employment and training services.
3. That all public community colleges are both interested in and capable of providing education, employment, training, and other related services to CETA prime sponsors and program participants.
4. That neither prime sponsors nor community colleges have any legal, philosophical, or operational policies or procedures that would prohibit their cooperation and collaboration.
5. That all prime sponsors have attempted to inform the college or colleges in their respective jurisdictional areas of the programs and the employment and training opportunities available under this Act and of the appropriate procedures for participation.

Overall, it is assumed that there is a positive attitude toward the role of the federal employment and training effort and that the CETA system of local control would make it attractive and relatively easy for the community college to participate.

Limitations of the Study

Several areas and activities are outside the scope of this study. They include:

1. Direct or special grants from sources other than designated prime sponsors or balance of state

consortiums such as those awarded by the U.S. Department of Labor or the National Commission on Employment Policy.

2. Activities prior to the beginning of fiscal year 1978 or after the beginning of fiscal year 1980.
3. The impact or amount of non-CETA funds used to provide match or assistance, e.g. Direct Student Aid, State Aid, or similar Federal Assistance.
4. Special funds or projects authorized under the Economic Stimulus Program for activities other than employment, training, or related CETA occupational services.

Definitions

1. Advisory Council - A group of community members from the prime sponsors jurisdictional area representing specific sector, institutions, or agencies who advise the prime sponsor on various aspects of the priorities, funding levels, delivery and operation of local employment and training programs. This council may also be termed the prime sponsor planning council so defined under Section 109 of the act.
2. Allocation - The distribution of funds according to a formula prescribed by law.
3. Balance of State - The 56 county area within the

jurisdiction of the State which is not included in the comprehensive employment and training plans of another prime sponsor. The State of Michigan acts as the prime sponsor in this area.

4. Career Exploration - Any assistance provided relative to exploring, assessing, or identifying personal skills, occupational interests, and/or perspective employment opportunity.
5. Classroom Training - Training of the type normally conducted in an institutional setting, including vocational education, and designed to provide individuals with the technical skills and information required to perform a specific job or group of jobs. It may also include training designed to enhance the employability of individuals by upgrading basic skills, through the provisions of courses such as remedial education, training in the primary language of persons with limited English-speaking ability, or English-as-a-second language training.
6. Class-size Training - Classroom training of a group of participants, usually 15 persons or more, under a single grant or contract. This type of training is done on a full-time, 30-40 hour week basis.

7. Counseling and Guidance - Any intake, orientation, career assessment or assistance provided program participants under the CETA program.
8. Economically Disadvantaged - A person who: (1) receives (or is a member of a family that receives) cash payment under a federal, state, or local welfare program; (2) one who had a family income during the six month period prior to application for the program involved, which would have qualified that family for cash welfare payments; (3) is a foster child on behalf of whom State or local government payments are made; (4) in cases permitted by regulations of the Secretary, is a handicapped individual living at home, (or) is an individual who is institutionalized or receiving services in, (or) is a client of, a sheltered workshop, prison, hospital, (or) is in community care.
9. Individual Referral Training - Training provided on an individual grant where each participant is referred to training on a scholarship-like basis.
10. Job Placement - Assistance and/or payment in securing full-time or part-time employment in the public or private sector.

11. Occupational Education - Occupational/technical training or re-training which is given in schools or classes (including field or laboratory work and remedial or related academic and technical instructions incident thereto). This training is conducted as part of a program designed to prepare individuals for employment in occupations which are specified by regulations not to be generally considered professional or which requires a baccalaureate or higher degree. The term includes vocational guidance and counseling (individually or through group instruction) in connection with such training or for the purpose of facilitating occupational choices, instruction related to the occupation for which the students are in training and instruction necessary for students to benefit from such training.
12. On-the-Job Training - Training in the private or public sector given to a participant, who has been hired first by the employer, while he or she is engaged in productive work which provides knowledge or skills essential to the full and adequate performance of the job.
13. Prime Sponsor - 1) a state; 2) a unit of general local government which has a population of 100,000

or more persons on the basis of the most satisfactory current data available to the Department of Labor (i.e., a city or county); (3) a consortium of such units of general local government. Each prime sponsor establishes an organization for the purpose of administering CETA programs.

14. Prime Sponsor Area - The geographic area of services under the jurisdiction of a single Prime Sponsor or a Prime Sponsor Consortium.
15. Project - A definable task or group of related tasks which will be 1) completed within a set period of time; 2) has a public service objective; 3) will result in specific project or accomplishment; 4) and would otherwise not be done with existing funds.
16. Public Assistance - Federal, State, or local government cash payments for which eligibility is determined by a need or income test.
17. Public Service Employment - Includes work in areas such as environmental quality, health care, education, child care, public safety, crime prevention and control, prisoner rehabilitation, transportation, recreation, maintenance of parks, street, housing and neighborhood improvements,

rural development, conservation, beautification, veterans outreach and other fields of human betterment and community improvement.

18. Recipient - Any person, organization, unit of government, corporation, or other entity receiving federal assistance under the Comprehensive Employment and Training Act; whether directly from the Secretary, or through a recipient by sub-grant, contract, sub-contract, agreement, or otherwise.
19. Supportive Services - Those services which are designed to contribute to the employability of participants, improve or enhance their employment opportunities, and facilitate movement into permanent employment which would not be subsidized under CETA.
20. Underemployed Person - 1) Those who are working part-time but are seeking full-time work; 2) those who work full-time but their wages are below either a) the poverty level established by the Federal Office of Management and Budget, or b) 70 percent of the lower living standard income.
21. Unemployed Person - Persons who are without jobs, and who want and are available for work. This

definition does not apply where there are supplemental allocation formulas involved.

22. Unit of General Local Government - Any city, municipality, county, township, parish, village, or other general purpose political subdivision which has the power to levy taxes and spend funds.
23. Vocational Center (Area) - A specialized school used exclusively or principally for the provision of vocational education and preparation for employment.
24. Work Experience - A short-term and/or part-time work assignment with a public employer or private nonprofit employing agency. It is for persons who have either never worked or who have not been working for an extended period of time, such as students, youth in transition from school to employment, youth with no definite employment goals, chronically unemployed, retired persons, handicapped individuals, residents of institutions, and older workers.

Title Designation

The CETA program authorization, which was to lapse October 1, 1978, was extended by the Comprehensive Employment and Training Act Amendments of 1978. These amendments

made structural changes in the outline and activity title number system of the act.

For the purpose of the study, the original title numbering system of the 1973 act will be used. A comparative outline of both the CETA Act of 1973 and the CETA Amendments of 1978 as well as a title by title summary of each appears in the appendix. (Appendix B).

Overview of the Dissertation

The following pages of the study are divided into four chapters. In Chapter II, the pertinent literature is reviewed under three categories: (1) the Community - Junior College, (2) employment and training programs, and (3) related research. In Chapter III is presented the design of the study including a description of the data, procedures of analysis, and the method of selection of the model programs. In Chapter IV, the results of the survey and its analysis are reported, and the program models presented. In Chapter V is presented the summary findings and conclusions.

CHAPTER II

REVIEW OF THE LITERATURE

A review of the pertinent literature presented in this chapter is directed at examining: (1) the commitment and development of occupational education in the community colleges, (2) Federal employment and training programs and their implication for the community colleges; and (3) the related investigations and other research.

Occupational Education and the Community College

Throughout their evolution, community colleges have been characterized by a willingness to recognize and provide for the changing educational needs of the community and its population. Social changes as well as technological changes in American society seem to have had the greatest impact on these changing needs as they effect the community college.

Cross¹⁹ identifies the two prominent social forces distinctive to the community college as: (1) the demand of an increasing egalitarian society for the democratization

¹⁹Patricia K. Cross, "The Quiet Revolution," The Research Reporter, Volume 4, No. 3, Berkeley, CA, Center for Research and Development in Higher Education, 1969.

of higher education; and (2) the need of a technological society for a better educated citizenry.

Thornton²⁰ expands on that position noting that the three most obvious manifestations are: (1) the growth in population which is doubling every thirty to thirty-five years with a resultant change in age distribution; (2) the emergence of new patterns of employment characterized by an increase in white collar and service occupations over those providing goods, and (3) a rise in the average level of schooling which generally translates into higher lifetime earnings. His conclusions are supported by later work of the U.S. Department of Labor.²¹

Ogilvie and Raines²² concluded that the basic community - junior college philosophy involves a commitment to change. A community's educational needs tomorrow will differ in many ways from that of today and that rigid commitments will thwart an institutions efforts to meet the educational needs of the community it is dedicated to serve.

The expansion in enrollment over the ten year period ending in 1971 is illustrative of the community college's growth and its ability to change and adapt to the needs of

²⁰James W. Thornton, The Community Junior College, John Wiley and Sons, Inc., New York, 1972, p. 25.

²¹Occupational Outlook Handbook, (1976-77 Edition), U.S. Department of Labor Bulletin No. 1875, Washington D.C., U.S. Government Printing Office, 1976, p. 15.

²²William K. Ogilvie and Max R. Raines, Perspective on the Community - Junior College, Appleton-Century-Crofts, New York, 1971, p. 1.

the community. Palinchak²³ cites that during this period community colleges grew more than 200 percent with Michigan's enrollment pattern illustrative of a national trend which places half of all first-time college students in community colleges.

During this same period, community colleges began to place increased emphasis on occupational education as a primary function of the institution which may, in part, account for the rapid growth. Ogilvie²⁴ notes that in the first 60-odd years of its existence, the two-year community college had not achieved the goals proposed for it in the area of occupational education. Studies by Shannon²⁵ and Merson²⁶ in the early sixties indicate that most community colleges had made little effort to develop occupational programs characteristic of a comprehensive community college. Venn²⁷ states that there were large gaps in the availability of occupational programs in two-year colleges. Less than a quarter of all junior college students were enrolled in

²³Robert S. Palinchak, The Evolution of the Community College, The Scarecrow Press, Metuchen, N.J., 1973, p. 125.

²⁴Ogilvie, Op. Cit., p. 260.

²⁵Gail Shannon, "Terminal Programs in the Public Junior College," Educational Research Bulletin, Ohio University, Volume 32, No. 1. 1963, pp. 7 - 10.

²⁶Thomas B. Merson, "Directors in Community College Occupational & Technical Education." Proceedings Annual Community College Conference, Northern Illinois Univ., 1964.

²⁷Grant Venn, Man, Education and Work: Postsecondary Vocational & Technical Education. Washington: American Council on Education, 1964, p. 14.

organized occupational curricula in the early sixties.

John Gardner²⁸ recognized the dilemma of values in his famed treatise on excellence:

We must learn to honor excellence, indeed demand it, in every socially accepted human activity, however humble the activity, and to scorn shoddiness, however exalted the activity. An excellent plumber is infinitely more admirable than an incompetent philosopher, and the society which scorns excellence in plumbing and tolerates shoddiness in philosophy because philosophy is an exalted activity will have neither good plumbers nor good philosophers, and neither its pipes nor its theories will hold water.

Ogilvie²⁹ notes it was the federal government that provided the monetary and vocal support to further the development of occupational programs in the community colleges. Federal initiatives including the Manpower Development and Training Act of 1962, the Vocational Education Act of 1963, and the Vocational Education Amendments of 1968 gave the impetus to community colleges by requiring that training be focused at gainful employment as the goal of vocational education. Palinchak's observations two years later support this position.³⁰

The responses of the community colleges to these occupational programs and the needs of their respective

²⁸ John W. Gardner, Excellence, New York: Harper & Row Publishers, New York, 1961.

²⁹ Ogilvie, Op. Cit., p. 260.

³⁰ Palinchak, Op. Cit., p. 167.

communities is summarized in John Walsh's statement that "The Junior College is properly positioned educationally astride the pulse line of the community it serves, it is properly positioned educationally and philosophically to make a major contribution to the Manpower development movement."³¹ Finally, President Richard M. Nixon in his Congressional Message of March 19, 1970 said:

Critical manpower shortages exist in the United States in many skilled occupational fields such as policy and fire science, environmental technology, and medical paraprofessionals. Community colleges and similar institutions have the potential to provide programs to train persons in these manpower-deficient fields. Special training like this typically costs more than general education and required outside support.³²

The literature indicates that two factors: (1) a philosophical commitment to adapt to community needs, and (2) support from the federal sector to provide the intensive, often expensive, occupational programs guided the development of Occupational Education in the Community College.

Employment and Training Programs

The early sixties marked the beginning of a series of new employment and training programs aimed at improving the skill levels, employability, and employment opportunities of

³¹John P. Walsh, "Manpower Development: A Junior College Responsibility," Junior College Journal, Vol. 32, May, 1964.

³²Richard M. Nixon, (President's) Higher Education Message to Congress, March, 1970.

various segments of the population. Throughout the sixteen year period from 1962 to 1978, seven major national employment and training programs were implemented, many of which were available for community college participation and direct involvement.

Presented here is a brief chronological review of some of the major federal employment and training programs. They illustrate some of the options available to community colleges as well as the evolution of these programs.

The Manpower Development and Training Act (MDTA)³³ was the first major effort of the sixties to train and retrain unemployed workers. Initiated in 1962 to serve those displaced by technological change, it was reoriented during the mid-sixties to provide training and other employment services to assist the unskilled and undereducated.

The Economic Opportunity Act of 1964³⁴ offered a number of programs targeted at the economically poor including the Neighborhood Youth Corps, which provided work and limited training opportunities to in-school and out-of-school youth; the Job Corps, focusing on intensive remedial education and occupational skill development in a residential setting; and the Work Experience and Training Program, offering employment opportunities for the poor and adult education for those

³³ United States Congress, Manpower Development & Training Act of 1962, as amended, Public Law 87-415, 87th Congress, 1962.

³⁴ United States Congress, Economic Opportunity Act of 1964, Public Law 88-452, 88th Congress, 1964.

without the verbal and quantitative skills needed for employment.

The Concentrated Employment Program of 1967³⁵ provided block grants to community groups for comprehensive attacks on employment problems including the removal of such barriers as the lack of education or appropriate occupational skills training. During that same year, the Social Security Administration Work Incentive Program³⁶ was implemented to train and place welfare recipients. Public institutions, including community colleges, were used to train persons and private firms were subsidized to hire the disadvantaged. The next year the Vocational Rehabilitation Act was extended to provide similar services to the certifiable physically handicapped.³⁷

The Emergency Employment Act of 1971³⁸ was the first general public employment effort since the New Deal era of the thirties. It provided funds to state and local governments to hire the unemployed and place them in various public and community service positions.

³⁵United States Congress, Economic Opportunity Act Amendments of 1967, P.L. 90-222, 90th Congress, 1967.

³⁶_____, Social Security Amendments of 1967, P.L. 90-248, 90th Congress, 1968.

³⁷_____, Vocational Rehabilitation Amendments of 1968, P.L. 90-391, 90th Congress, 1968.

³⁸_____, Emergency Employment Act of 1971, P.L. 92-54, 92nd Congress, 1971.

In 1973, the Comprehensive Employment and Training Act³⁹ was enacted. The Act consolidated the many programs initiated under the Manpower Development and Training, Economic Opportunity, and Emergency Employment Acts, into a single federal grant to local governments which were to distribute funds to less populated areas. The aim was to replace the previous panoply of separately funded, federally designed and administered manpower programs with a flexible locally-run system.

Local and state government units rather than the various federal departments, became the primary decision makers regarding the balance and mix of training and employment programming. Further, these local and state government units known as "Prime Sponsors" would now become the primary provider of employment and training programs and the administrator of the funds for community colleges and other institutions and agencies to conduct these programs.

Related Study and Research

The first major attempt to ascertain the extent of involvement of community colleges in employment and training programs was the Korim study for the American Association of Community and Junior Colleges (AACJC).⁴⁰ His

³⁹United States Congress, Op. Cit., 93rd Congress, 1973.

⁴⁰Andrew S. Korim, MDTA In Community Colleges, American Association of Community & Junior Colleges, Washington D.C., 1973.

findings indicated that of the 635 two-year colleges responding to the survey, 338 reported conducting occupational training programs under the Manpower Development and Training Act. Of the 635 respondents, nearly 40% indicated that they did not know enough about the possibilities for participation.

Some of the difficulty was attributed to confusion of authority over the programs between the U.S. Department of Labor and the U.S. Office of Education. While overall program authority rested with the Labor Department, some of the operational responsibility for institutional training programs was transferred by letter of agreement to the Office of Education. Subsequent program guidelines and administrative procedures prescribed by both agencies often created operational difficulties for some community colleges.

The findings of this AACJC study indicate that Comprehensive Area Manpower Planning System (CAMPS), which was integrated into the MDTA, made it easier for community colleges to become involved in the employment and training programs. Under the CAMPS system, local councils were formed to advise local level officials on the employment and training needs of their community. It is this local character of the advisory council that further stimulated the basis for an effective linkage between employment and training programs and community colleges.

A study by Olson⁴¹ in 1977 of community colleges

⁴¹Olson, Op. Cit., 1977.

participation in CETA programs for the AACJC showed a dramatic increase in participation and involvement. Of the 519 two-year colleges who responded, 478 or 86.6% indicated they were participating in CETA at some level. Over 49% of them were receiving yearly awards in excess of \$100,000.

The findings in her study indicated that those institutions that were best informed about the program and those having representatives on the local councils received more funding. While many colleges found that the CETA administrative guidelines were confusing, institutions were becoming better informed and adapting their delivery systems to the needs of the community and the program.

While not directly related to community colleges participation, studies by the United States Conference of Mayors⁴² and the Proaction Institute⁴³ in 1978 examined coordination between CETA and Postsecondary Vocational Education. Again, the key elements of knowledge, coordination, and the ability to adapt to changing needs were the leading indicators of a successful relationship at institutional and state levels.

⁴²United States Conference of Mayors, CETA-Vocational Education Coordination A Status Report, Washington D.C., 1979.

⁴³Robert C. Muth, CETA Linkages with Postsecondary Education, Proaction Institute, East Lansing, MI, 1979.

Summary

The community colleges commitment to meet the changing needs of the community and their ability to adapt to influences in the environment are significant factors in an institutions' level of success. The literature and research support the idea that change and adaptability are central factors in community colleges participation in Federal employment and training programs. In addition, knowledge, awareness, and cooperation with local officials have dramatically increased the community colleges level of participation overall.

CHAPTER III

METHODOLOGY

In this era of constant change, it is imperative that each public community college attempt to meet the career development and career preparation needs of its community. Throughout their growth, federal employment and training programs have changed and become increasingly more available to community colleges and more attractive to these institutions. How much so, as indicated previously, is the focus of this study.

This chapter includes a description of: (1) the research population and sample, (2) the survey instrument, (3) the procedures for collecting the data and information, and (4) the procedures for analysis of the data.

Population

The population in this study is made up of 33 prime sponsor jurisdictions, 22 of which are regular U.S. Department of Labor designated prime sponsors and 11 of which are under the balance of state and are designated by the Governor of Michigan. For the purpose of the study, both groups are considered equal in that they:

1. Are legally liable under the Comprehensive Employment and Training Act for all activities conducted under the Act.
2. Must adhere to the same federal rules, regulations, and guidelines.
3. Must plan, administer, monitor, and evaluate all programs and activities under the same governance structure.
4. Must have advisory groups with representatives from specific populations, agencies, and institutions.
5. Receive funds to carry out the employment activities authorized under the Act.

A complete listing of the survey population together with the jurisdictional areas served may be found in Appendix C.

Sample

All U.S. Department of Labor designated and Michigan balance of state (B.O.S.) designated prime sponsors that responded to the survey questionnaire constitute the sample. This number was 26, or 78.8% of the total. It is therefore assumed that the sample is adequately representative of the total to be acceptable for the purpose of the study. (See Table 1).

Table 1. Response Rate to the Survey Questionnaire

	<u>Mailed</u>	<u>Returned</u>	<u>Response Rate</u>
<u>Survey Sample</u>	<u>N</u>	<u>N</u>	<u>%</u>
Regular Prime Sponsors	22	19	57.6
<u>Balance of State Prime Sponsors</u>	<u>11</u>	<u>7</u>	<u>21.2</u>
TOTAL	33	26	78.8

The study also included summaries of interviews held at selected community colleges who had unique occupational training programs.

INSTRUMENTATION

Development

A questionnaire was designed to examine the level of community college participation in three broad areas: (1) involvement in the planning process including council and committee participation, (2) level of funding received for various employment and training programs, and (3) the number of participants in each category of employment or training program available through the prime sponsor. The primary source used to formulate the questions included were: (1) previous employment and training studies, (2) the program evaluation guides of the U.S. Department of Labor, and (3) the literature concerning occupational programs.

A pilot survey group of five prime sponsors representing both regular and balance of state prime sponsor regions, were asked to respond to test the original questionnaire. This pilot study was conducted to ascertain any difficulties which might arise in interpreting the questions and to add or delete any items which were deemed unimportant or insignificant to the purpose of the study. The respondents were requested to make comments about the questionnaire itself and about items they found to be vague, ambiguous, or unrelated to the study. Comments and suggestions from the respondents to the pilot, as well as community college personnel and others interested in the study resulted in the final revision of the instrument. (See Appendix D).

Description

The survey instrument was composed of two types of questions: (1) fixed-data items, and (2) open-ended items. The fixed-data items provided specific information about the resources available in prime sponsor jurisdictions and the amount of resources received by community colleges from the prime sponsors. Further, these items revealed, by category, the types of employment and training services available and how many persons were served by community colleges. These questions gave greater uniformity of measurement and, therefore, greater reliability by forcing respondents to

answer to specific response categories. The disadvantage of this limited response is that indepth information may not be gained. Therefore, to gain more information, open-ended questions were added. This type of question does not put a restraint on the answers and expressions of the respondents. It was postulated that both types of questions were needed to produce the desired information.

Data Collection Procedures

A letter emphasizing the importance of the study was sent to each prime sponsor directly along with one copy of the survey questionnaire. (See Appendix D). Included with the questionnaire and letter was a stamped, self-addressed return envelope. A follow-up letter was sent subsequently to those individuals who had not responded by the end of the first time period. (See Appendix D).

A period of six weeks was given for a reply to the first mailing of 33 survey questionnaires. At the end of that period, 18 (54.5%) completed questionnaires were returned. A follow-up request was mailed seeking additional returns. The total questionnaires returned were 26 (78.8%).

Each prime sponsor director returning a questionnaire was interviewed for the purpose of clarifying the responses given or acquiring additional information to unanswered questions on the survey.

The responses were tabulated for descriptive and quantitative analysis. The descriptive and quantitative

analyses are summarized in contingency tables by number and percentage.

Three selected community colleges were randomly chosen from the institutions with the highest levels of participation in classroom training and other direct service delivery activities. Interviews were then conducted at these community colleges.

Non-structured interview questions were developed in a manner that would provide information regarding: (1) the involvement of community college in the prime sponsor planning process, (2) the development of the CETA employment and training program at the institution, (3) the channels of communication and relationships between the institution and the prime sponsor, and (4) factors influencing the institutions participation and continuation in the program.

Type of Information

There are two kinds of information in this study: (1) objective data from the prime sponsor survey questionnaire, and (2) the summarized descriptions of the three model classroom training and direct service delivery programs at the selected institutions.

Analysis of the Questionnaire

The objective data items and responses from each questionnaire were numerically tabulated and include percentage calculations. Tables were constructed to present a

descriptive report in terms of numerical values and percentages of the responses to the questionnaire items.

In that a majority of prime sponsors asked to remain anonymous, every attempt has been made not to specifically identify an individual prime sponsor or community college. In the case of the program descriptions, each prime sponsor and community college agreed to open disclosure of that information.

Program Description

The fundamental purpose of the community college as an education institution is to provide instruction and training. Successful efforts in meeting this primary function often lead to other employment and training activities available through the prime sponsor system including such administrative functions as participant certification, subsistence payments, and participant assessment. It is therefore assumed that a successful classroom training effort is the first step toward participation in a wide range of other activities.

The programs presented were selected on the basis of their participant and funding levels in the areas of classroom training. The key administrators of the programs -- the Program Director and/or the Occupational Dean -- were interviewed and that information is summarized into the program description presented in the study.

CHAPTER IV

ANALYSIS OF THE DATA

The purposes of this study, as previously stated, were (1) to examine the various ways Michigan public community colleges have been involved in the national employment and training effort under the Comprehensive Employment and Training Act delivery system; (2) to report these and other findings on the degree of their participation in terms of funding levels, program involvement, and the number of persons served; and (3) to present successful approaches used by community colleges in providing employment and training services under the Comprehensive Employment and Training Act.

Responses from the directors of CETA prime sponsor areas were tabulated and the results are summarized in a series of tables which are presented in terms of percentages, numerical values, and specific responses to the survey.

Interviews at the selected community colleges were conducted with the Deans of Occupational Education and/or the classroom training program directors. The results of those interviews are presented in a general program

description including a chart illustrating the colleges' organization relationship and the administrative relationship with the local CETA prime sponsor.

The major headings for the data analysis which follow are: (1) advisory council participation; (2) program and activities information; (3) selected program description; and (4) summary.

Advisory Council Participation

In an attempt to ascertain the level of involvement by public two-year colleges in the CETA advisory process, several factors were considered for analysis. These factors are: (1) the method of selecting CETA advisory council members; (2) the number of prime sponsors with educational representatives from community colleges on their advisory council; (3) the areas where community colleges have council voting privileges; (4) the administrative position of the community college representative to the advisory council; and (5) a general rating of the community college representatives' participation and performance as a member of the council. The data related to each of these items are summarized in Tables 2, 3, 4, 5, and 6 and discussed in this section.

Council Member Selection

The Comprehensive Employment and Training Act does not limit the number of persons or organizations who may

participate on the local advisory council. It does, however, spell out the specific population groups and agencies which must be represented on the council.

Table 2 presents the responses given on the procedures used to select council representatives. The Comprehensive Employment and Training Act requires that Vocational Educational agencies and other education and training agencies be represented. A full text citation of this section of the act appears as Appendix E.

Table 2. The Method of Selecting CETA Advisory Council Members

Method	Number	%
1) Selected or appointed specific persons	26	100.0
2) By open solicitation and/or public notice	7	26.9

The response data in Table 2 indicate that each CETA prime sponsor appointed representatives from the appropriate groups or organizations as required by the act. However, in addition, seven (7) prime sponsors or 26.9% responded that they had advertised or solicited invitations from the community at large for appointment to the council. Open solicitation would seem to afford a community college a major opportunity to become a member of the primary advisory body for the planning and delivery of local employment

and training services through CETA. In five of the seven cases where public notice or open solicitation was used, community colleges were members of the council.

Educational Agency Participation

Table 3 illustrates the type of educational agencies, including community colleges, represented on each advisory council.

Table 3. Educational Agency Participation on Advisory Councils by Year

Type of Educational Agency	Prime Sponsor Advisory Councils			
	N=26			
	FY 78		FY 79	
	N	%	N	%
Local School District	20	76.9	18	69.2
Intermediate School District*	18	69.2	18	69.2
Area Vocational Center*	8	30.7	8	30.7
Community College	16	61.5	15	57.7
Private Occupational School	1	3.8	1	3.8
4-year Public College	4	15.4	4	19.2
4-year Private College	-	-	-	-

*I.S.D. and A.V.C. figures may represent a duplication due to local administrative structure.

The data in Table 3 indicate that no single type of educational agency participates on every prime sponsors' council. Local school districts have the highest level of educational agency involvement. Local public school districts participated with 20 advisory councils (76.9%) in FY 78 and 18 advisory councils (69.2%) in FY 79. These institutions were followed closely by Intermediate School Districts which often serve as the operating agency for Area Vocational Centers. As a result of this relationship between Intermediate Districts and Area Centers, the data for these two types of agencies may represent duplication.

Community colleges participated on the advisory councils of 16 (61.5%) prime sponsors in FY 78 and 15 (57.7%) in FY 79 as council members. Additionally, these institutions were involved in the planning process of 6 (23.0%) other prime sponsors as consultants or served on special committees during each year. This represents the highest level of participation for any postsecondary institution and remained relatively constant over the two-year period studied.

Voting Privileges

Prime sponsor council participation may be limited to an advisory basis only or may include full participation together with voting privileges at the prime sponsors discretion. As a voting member, a representative has a

full and equal say in the balance and mix of employment and training programs and activities, their funding levels, and often, program approval or disapproval authority. Table 4 represents the data on community college participation on the prime sponsors councils as a voting member.

Table 4. Community Colleges Participation as Voting or Non-Voting Members on Prime Sponsor Advisory Councils by Year

Community College Participation	Prime Sponsor Advisory Councils			
	FY 78		FY 79	
	N	%	N	%
Voting Advisory Representatives	15	93.75	14	93.34
Non-voting Advisory Representatives	1	6.25	1	6.66
TOTAL	16	100.00	15	100.00

In all but one prime sponsor area, participation included voting privileges across both years of the study. One prime sponsor limited the community college representatives participation to advisory but ex-officio. The potential for a conflict of interest was cited as the primary reason for this limitation.

Nine prime sponsors representing 31% of those responding indicated community colleges had not been a part of the

advisory process as council members. The reasons given and their frequency were (1) they had secured sufficient participation from other educational agencies (6 prime sponsors); (2) their internal policy discouraged appointing service deliverers or subgrantee recipient institutions to the council (2 prime sponsors); (3) the community college was not a primary deliverer of service and therefore, was not utilized in an advisory capacity (5 prime sponsors); or (4) the community college had not indicated an interest or volunteered to participate (4 prime sponsors).

Administrative Position Within the College

In prime sponsor areas where the community college had an advisory council member, the representative to the council was, in most instances, a third level administrator (Division Director, Chairman, etc.) or higher. Table 5 presents data on the position of the council representatives within the community college.

Table 5. Position of Community College Representative to the Prime Sponsor Advisory Council by Year

Position	Prime Sponsor Advisory Councils			
	FY 78		FY 79	
	N	%	N	%
President	1	6.25	1	6.67
Vice President/Dean	8	50.00	7	46.66
Division Director/Chairman	5	31.25	5	33.33
Grants Specialist	1	6.25	1	6.67
Other - Program Supervisor	1	6.25	1	6.67
TOTAL	16	100.00	15	100.00

In 1979 the participation level was reduced by one from sixteen (16) to fifteen (15) prime sponsor councils. The representative dropped was an Occupational Dean reducing that category from 8 to 7.

Overall, the community college representative was usually at a level within the institution's hierarchy to afford him or her a broad knowledge of the college's services, activities, and capabilities for participation in all CETA authorized activities.

Participation Rating

Table 6 reflects an effort to determine the effectiveness of the community college representative as a council

member. Prime sponsors were asked to rate the performance of the college representative on the basis of his/her participation, enthusiasm, knowledge, willingness to serve, and similar traits or characteristics which tended to reflect on the college as well as the individual. The range was from Poor (1) to Excellent (5).

Table 6. Prime Sponsor Rating of the Participation of the Community College Representative

Point Scale and Level	Prime Sponsor Rating	
	N	%
Lower than 1.5 Poor	0	0
1.6 - 2.5 Low	0	0
2.6 - 3.5 Average	2	12.5
3.6 - 4.5 High	10	62.5
Higher than 4.5 Excellent	4	25.0
TOTAL	16	100.0

The data indicate that overall, prime sponsors are very pleased with the community college representatives participation and contribution on the planning council. Several prime sponsors cited such factors as knowledge of the needs of the community, willingness to serve, and enthusiastic cooperation as reasons for their generally high ratings. A comparison of advisory council participation

by community colleges and the resultant funding levels is presented later in this chapter.

PROGRAMS & ACTIVITIES

Reported in this section are the employment and training programs and activities conducted at community colleges during the two-year period. The data and information presented here are as complete as the questionnaire would allow. In some instances, calculations were made using other information from the questionnaire to compile and/or verify the responses.

Included here also is the grant level and fiscal information representing the amount of funds awarded to community colleges.

While the Advisory Council Participation section indicated that 16 community colleges participated in the advisory council planning process during FY 78 and 15 colleges in FY 79, there was substantially greater participation in the delivery of programs and activities during those years. Only three prime sponsor areas of the 26 responding to the questionnaire indicated that they had not utilized the community colleges to provide some type of CETA program or activity. The remaining 23 (88.5%) had provided employment and/or training services through at least one public community college. This was consistent across both years of the study.

Types of Programs

Table 7 illustrates the types of programs and activities prime sponsors provided through community colleges.

Table 7. Prime Sponsors Programs and Activities Provided Through Community Colleges by Year

Programs and Activities at Community Colleges	Prime Sponsors*			
	FY 78		FY 79	
	N	%	N	%
Classroom Training - Class-size	8	30.7	13	50.0
Classroom Training - Individual Referral	18	69.2	20	76.9
Guidance and Counseling	9	34.6	20	76.9
On-the-Job Training	1	3.8	1	3.8
Career Exploration	4	15.3	3	11.5
Work Experience	6	23.0	6	23.0
Public Service Employment	12	46.1	13	50.0

*Percentages calculated based on all prime sponsors responding to the survey questionnaire. (N=26)

The data in Table 7 show, as expected, that most prime sponsors (69.2% in FY 78 and 76.9% in FY 79) used community colleges to provide individual referral type training. This type of training utilizes existing programs at the institution on a scholarship-like basis and generally provides for the cost of tuition, books, fees, and supplies. No

other special services are provided by the CETA program beyond those available to all regularly enrolled students.

Eight (69.2%) prime sponsors in FY 78 and thirteen (50.0%) in FY 79 provided specific class-size programs through community colleges. These programs involve a special negotiated contract or a grant agreement and generally provide services or instruction different and more intensive from those available in the colleges academic or occupational program.

Guidance and Counseling and Career Exploration activities were significantly lower than the classroom training efforts. Barely a third of the respondents (34.6% in FY 78 and 30.7% in FY 79) provided these types of services through community colleges. Similarly, On-the-Job Training and Work Experience activities were not directed toward or provided through the community college. Only one prime sponsor reported using the community college to provide On-the-Job Training. Six prime sponsors (23.0%) conducted Work Experience programs in community colleges. The level for both activities remained constant throughout the period studied.

Conversely, about half (46.1% in FY 78 and 50.0% in FY 79) of the prime sponsors reported providing public service employment through the community college. While the specific occupational classification of the employees was not reported, the structure of Public Service Employment

suggests that these participants were in entry or beginning level positions and could include both instructional and non-instructional job classifications. While transition from CETA subsidized employment to un-subsidized employment is a specific goal of the program, there is no legally binding requirement that Public Service Employment participants be transitioned into un-subsidized unemployment. There is insufficient data to determine the number or percentage of this cohort who made that transition.

Appropriate College Activities

Educational institutions are in the unique position of being able to provide both training and employment activities under the federal employment and training program. Data in the previous table indicate that colleges do well in providing classroom training and to a lesser extent, provide public service employment at levels well above the other activity categories.

Table 8 presents a summary of the activities and programs respondents deemed most appropriate and least appropriate for community colleges. Since all the respondents did not offer an opinion in every category, the number offering no opinion is indicated and considered as a potential or likely activity for community colleges.

Table 8. Prime Sponsor Perceptions of the Appropriateness of Selected Activities and Programs for Community Colleges

Activity or Program	<u>Most Appropriate</u>		<u>Least Appropriate</u>		<u>No Opinion</u>	
	N	%	N	%	N	%
a. Classroom training, class-size	22	84.6	2	7.7	2	7.1
b. Classroom training, individual referral	23	88.5	1	3.8	2	7.7
c. Guidance and counseling	12	46.1	1	3.8	13	50.0
d. Career Exploration	7	26.9	14	53.8	5	19.2
e. On-the-Job Training	1	3.8	22	84.6	2	11.5
f. Work Experience	5	19.2	13	50.0	8	30.7
g. Public Service Employment	7	26.9	6	23.0	13	50.0

N=26

In support of the data of the previous table, Table 8 indicates that the majority of the prime sponsors consider classroom training - both class-size and individual referral - the logical and primary function of the community college in relation to the prime sponsors employment and training activities. Twenty-three (88.5%) of the respondents considered the individual referral method the most appropriate method within the two category classroom training group. Two prime sponsors representing 7.7% of those responding felt that classroom size training was not an appropriate activity for the two year college. It was indicated that high cost, scheduling difficulties, and a lack of available facilities were the primary reasons for this response. One prime sponsor felt the individual referral method was least appropriate because of the lack of continuous monitoring of the students' progress and difficulty in getting the school to submit required reports in a timely manner. Seven other prime sponsors indicated a similar concern relative to reporting and student monitoring. However, they did not rate the individual referral method of training as least appropriate. Each indicated they attempted to find alternatives or requested waivers from the United States Department of Labor.

Twelve prime sponsors (46.1%) responded that Guidance and Counseling was an appropriate activity for the community college. However, only nine prime sponsors (34.6%)

utilized the two year college to provide that service in FY 78 and eight (30.7%) in FY 79. One respondent indicated that this was least appropriate for the two year college and thirteen (50.0%) did not respond and are classified as no opinion.

On-the-Job Training (OJT) is considered the least appropriate activity for the community college. One respondent representing 3.8% of the survey group indicated OJT was appropriate, while twenty-two (84.6%) of the respondents stated it was the least appropriate activity. Three prime sponsors (11.5%) are classified as no opinion in this category.

Like On-the-Job Training, Work Experience was not viewed as being appropriate for the community college. Table 7 indicated that six respondents (23.0%) had utilized the community college to provide this activity and that level remained constant through both years of the study. Data from Table 8 indicate that five prime sponsors (19.2%) felt this was an appropriate activity while thirteen (50.0%) indicated it least appropriate. Eight respondents (30.7%) are classified as no opinion.

Sole Source Selection

Throughout the State of Michigan, the availability and number of training programs and subgrantee agencies capable of providing employment and training services varies. In

some areas, community colleges must compete with several other agencies for CETA programs. In others, the community college may be the only agency available to provide certain types of employment and training services. An attempt was made to ascertain if the community college was utilized because there was no other agency available to the prime sponsor. The "sole source" provisions of CETA permit the direct selection of educational institutions to provide education and training on a sole source basis rather than by a competitive or bid process. Table 9 presents the prime sponsor responses.

Table 9. Were programs, activities, or services available through the community college also available through other delivery agents?

Response	N	%
Yes, other delivery agents were available	19	73.0
No, the college was the only choice	4	15.4
Limited programs were available	3	11.5
TOTAL	26	100.0%

Nineteen prime sponsors (73.0%) indicated that other institutions or agencies were available to provide the services or training in addition to the community college. Local school districts and private occupational schools were most often given as examples. Community based organizations

(C.B.O.'s) and area vocational centers (A.V.C.'s) were the least frequently mentioned options.

Four respondents (15.4%) indicated that the community college was the only institution available. This response tends to indicate a general lack of programming options in a given area or that the community college was the only institution to respond to the request for training or services. Three prime sponsors offered no response to the item.

Reasons for Selection

A significant number of the prime sponsors selected community colleges over other agencies to provide classroom training and individual referral classroom training. Table 10 illustrates the reason given for selecting the community college to provide this programming activity.

Table 10. Reasons for Selecting the Community College to Provide Classroom or Individual Referral Training

Reason for Selection	Prime Sponsor Response	
	N	%
Program Quality	15	65.2
Geographic Location	12	52.2
Cost	8	34.8
Only Program Available	4	17.4
Cooperation	3	13.0

N = 23

Program quality and geographic location were the most frequently given responses as the reasons for selecting the community college to provide both classroom and individual referral training. Included in program quality were such descriptions as facilities, instructional staff, and program reputation. Less than half the respondents identified cost as a major reason for the selection. Eight prime sponsors, representing 34.8% of those responding to the item, and 30.6% of those responding to the survey cited this as a factor.

Four prime sponsors, representing 17.4% responding to the item, indicated that the community college offered the only program available. Cooperation received the lowest

number of responses. Only three prime sponsors representing 13.0% of those responding to the item and 11.5% of those responding to the survey indicated that cooperation was the reason for selecting community colleges to provide classroom training or individual referral training.

Factors Influencing the Competitiveness of Community Colleges

In follow-up to the data and information of the previous table, prime sponsors were asked to identify those factors which made the community college a competitive or the preferred delivery agency for employment and training services. Additionally, respondents were asked to consider the reciprocal of that question and cite any factors which do not place the college in a competitive position for these types of programs and services.

Tables 11 and 12 present a summary of the prime sponsor responses to those questions. It should be noted that while they were not requested to do so, respondents generally confined their comments to classroom training activities rather than employment programs and services. All responses are presented in the tables, however, the data under Employment programs which includes Public Service Employment, On-the Job Training, and Work Experience, should be viewed for informational rather than statistical or comparative purposes.

Table 11. Factors Making the Community College a Competitive or Preferred Delivery Agency for Training and Employment Programs

Factors	Classroom Training		Employment Programs	
	N	%	N	%
Program Quality	16	61.5	-	-
Geographic Location	9	34.6	2	7.7
Cost	7	26.9	1	3.8
Program Variety/Credit	6	23.1	-	-
Facilities & Equipment	6	23.1	-	-
Other Factors	6	23.1	2	7.7
No Response	2	7.7	22	84.6

Table 12. Factors Having a Negative Impact on the Community College as a Competitive or Preferred Delivery Agency

Factors	Classroom Training		Employment Programs	
	N	%	N	%
Administrative Problems	7	26.9	4	15.4
Program Flexibility	7	26.9	1	3.8
Lack of Interest	7	26.9	1	3.8
Scheduling Problems	6	23.0	-	-
Other	5	19.2	-	-
No Negative Factors	6	23.0	-	-
No Response	5	19.2	22	84.6

Table 11 data under the category of classroom training indicates that prime sponsors consider program quality as the leading factor in making the community college a competitive or preferred delivery agency. Sixteen respondents (61.5%) cited this characteristic of the college as a factor. Nine prime sponsors (34.6%) indicated that the geographic location of these institutions was an asset leading to their preference as a delivery agency and seven (26.9%) cited program cost. Six respondents (23.1%) indicated that program variety, including the fact that "credit" in some form was awarded for participation, and the facilities and equipment of the community college were factors leading to their preference for this type of institution.

Six prime sponsors (23.1%) indicated other factors as reasons for their preference. Those included general cooperation, the availability of student support services, previous performance in training programs, and placement assistance upon completion.

Prime sponsors generally did not respond to those factors giving preference to the community college for employment programs. Twenty-two respondents (84.6%) had no response to this questionnaire item. Those responding cited geographic location (7.7%) and program cost (3.8%) as factors. Two prime sponsors (7.7%) indicated that the community college wage scale was consistent with that

recommended under CETA and that they thought the college was a good work experience site for CETA transitional employment programs.

Table 12 data presents prime sponsor responses on those factors having a negative impact on the community college. Seven prime sponsors (26.9%) each cited administrative problems, the lack of program flexibility, and a general lack of interest in serving the CETA target as factors against using the community college as a delivery agent for classroom training services. The administrative problems centered on the lack of timely reporting on student progress and attendance. Program flexibility was cited in the context of the community colleges program structure which often requires non-occupational courses as a part of a training sequence, particularly for two-year degree programs.

Scheduling problems were cited by six (23.0%) respondents. This seemed to result from participants being denied entry into certain programs in mid-year.

Five prime sponsors (19.2%) cited other factors which included the inability of the college to track students, the lack of open-entry and open-exit programs, and in two cases, the prime sponsor indicated they did not know who to contact at the institution for various services. Six prime sponsors (23.0%) specifically responded that they found no negative factors impacting the community college

and five (19.2%) offered no response.

As with the previous question, twenty-two prime sponsors (84.6%) offered no response on Employment programs. Of those responding, four (15.4%) cited administrative problems and one (3.8%) cited both program flexibility and lack of interest.

Classroom Training by Course/Occupation

An effort was made to determine in what community college courses or occupational clusters CETA classroom training participants were enrolled. Only seven of the respondents completed that section of the survey. During the follow-up visit, three of the seven prime sponsors indicated that they were unsure of the information provided because (1) prime sponsors are not required to, and generally do not, keep that type of data on each participant; (2) prime sponsors tend to contract for a given number of slots at a community college, thereby allowing participants access to all the colleges programs, rather than for a specific course or occupational area; (3) participants often change their course or occupational interest after initial enrollment, consultation with college staff, or at a later date; and (4) the level of detail was too specific and they could not research their records to that degree.

While that information is deemed valuable in further meeting the purposes of the study, due to the low frequency

of the response rate and the questionable nature of the responses, that item, which would have been reported here, has been omitted.

GRANT LEVELS & PARTICIPANT DATA

Reported in this section are data and information on the amount of funds prime sponsors awarded community colleges to provide various employment and training activities and the number of participants community colleges served under selected activity titles during the study period.

It is important to note that the data and information presented are unaudited and represent only the prime sponsor response to the survey questionnaire and information obtained during the follow-up visit at the prime sponsor office.

Prime Sponsor Grants to Community Colleges

Each of the twenty-six prime sponsors responding to the survey reported receiving funds to conduct employment and training programs under five major CETA activity titles.

Those titles were:

- A. Title I - Comprehensive Employment Services
- B. Title II - Public Service Employment
- C. Title IV - Youth Employment Training Programs and the Youth Community Conservation Improvement Project

D. Title IV - Summer Youth Programs

E. Title VI - Public Service Employment

Additionally, prime sponsors received funds to conduct two national priority programs. The Help Through Industry Retraining and Employment (HIRE) program and the Skill Training Improvement Program (STIP) were national priority skills-training and employment development programs conducted during fiscal year 1979. Grants to provide these activities were available to all institutions during that year on a competitive basis including community colleges.

Table 13 presents an overall comparison of the total funds available to Michigan prime sponsors and the amount of funds awarded statewide to public community colleges by fiscal year. Efforts were made to acquire this data under the individual cost categories, i.e. Classroom Training, Counseling and Guidance, Employment Assistance, etc., however, such information was not readily available from prime sponsors and where it was attainable, the specific awards were difficult to clearly separate into grant categories.

Table 13. A Comparison of Prime Sponsor Funds Available and Awards to Community Colleges on a Statewide Basis by Title and Year

	Fiscal Year	Prime Sponsor Funds Available \$(000)	Number Awarding Grants (N)	Grant Awards to Community Colleges \$(000)	Percentage %
Title I	78	63,657.6	22	3,097.5	4.86
	79	65,159.9	22	3,125.0	4.80
Title II	78	53,944.8	11	592.0	1.09
	79	77,962.4	10	662.0	0.84
Title III ¹	78	32,756.3	8	224.6	0.69
	79	36,063.2	7	375.0	1.03
Title VI	78	230,399.4	11	1,074.9	0.46
	79	130,154.4	11	1,518.4	1.16
National ² Programs	78	-	-	-	-
	79	5,805.8	5	1,458.0	25.11

1 - Includes all youth programs

2 - No program data for FY 78

N = 26

Table 13 data illustrates that in spite of the level of prime sponsor funds available, community colleges received a relatively low percentage overall. Twenty-two respondents indicated awarding grants to community colleges across both years of the study and while the amount increased in FY 79 over FY 78, the percentage of the total funds available decreased slightly from 4.86% in FY 78 to 4.80% in FY 79.

Title II funds to prime sponsors also increased in FY 79 over FY 78 as did the level of the grant awards to community colleges from \$592,000 in FY 78 to \$662,000 in FY 79. However, the number of respondents making awards decreased by one in FY 79 and the percentage of funds received by community colleges went from 1.09 in FY 78 to 0.84 in FY 79 indicating a substantial decrease overall in percentage terms.

Title III programs, which included the Youth Community Conservation Improvement Program, the Youth Employment Training Program, and the Summer Youth Employment Program, resulted in an increase in the level and percentage of awards to community colleges in FY 79 over FY 78. This came in spite of a reduction by one from eight to seven prime sponsors providing grants to community colleges to conduct these programs.

Title VI funds available to prime sponsors decreased sharply in FY 79 over FY 78. Prime sponsors reported receiving \$230,399,400 in FY 78 and \$130,154,400 in FY 79.

While the number of grants remained at eleven, grant levels increased from \$1,074,900 in FY 78 to \$1,518,400 in FY 79 and the percentages of funds community colleges received went from 0.46 in FY 78 to 1.16 in FY 79.

The two national priority programs, Help Through Industry Retraining and Employment (HIRE) and Skill Training Improvement Program (STIP), were just beginning to get underway in late FY 78. Not all prime sponsors were eligible to receive funds during that year. The first year for which information was available for all prime sponsors is FY 79. The data shows that the national priority programs significantly increased the community colleges level of participation. These institutions received over \$1,458,000 in grant awards representing 25.11% of the total funds available. These programs provided training and retraining, and upgrading for veterans and other special target groups.

Table 14 illustrates the amount of funds awarded public community colleges by each individual prime sponsor under each of the five major funding activity titles and the two national priority programs. Due to space limitations and the limited number of responses, the three youth programs - Youth Community Conservation Improvement Program, Youth Employment and Training Program, and the Summer Youth Employment programs are combined under the single heading of Youth Programs.

Table 14. Prime Sponsor Grants to Community Colleges by
Activity Title During FY 78 and FY 79.
(Thousands of Dollars)

Prime Sponsor	FY	Title I	Title II	Youth Programs	Title IV	National Priority Programs*	Total
A.	78	527.0	15.0	44.0	300.0	-	886.0
	79	469.0	25.0	23.0	480.0	0	997.0
B.	78	545.0	30.0	0	80.0	-	655.0
	79	465.0	46.0	0	62.0	0	573.0
C.	78	45.6	251.0	9.0	143.4	-	449.0
	79	45.0	224.5	273.7	125.7	0	668.9
D.	78	420.0	0	0	0	-	420.0
	79	439.0	0	0	0	813.0	1,252.6
E.	78	329.0	0	3.5	70.0	-	402.5
	79	330.0	0	2.0	70.0	227.6	629.6
F.	78	200.0	50.0	14.0	100.0	-	364.0
	79	200.0	50.0	14.0	100.0	0	364.0
G.	78	264.0	66.0	27.0	0	-	357.0
	79	242.0	0	18.0	0	12.0	272.0
H.	78	172.4	8.0	24.1	34.9	-	239.4
	79	187.4	11.0	9.9	39.4	5.4	253.1
I.	78	60.0	20.0	0	100.0	-	180.0
	79	70.0	20.0	0	80.0	0	170.0
J.	78	60.3	5.0	1.0	109.0	-	175.3
	79	59.9	0	11.0	111.3	0	182.2
K.	78	78.0	0	92.0	0	-	170.0
	79	15.0	0	0	0	0	15.0
L.	78	18.2	73.2	0	41.6	-	133.0
	79	24.6	68.5	0	0	0	93.1
M.	78	0	64.0	0	49.0	-	113.0
	79	0	47.0	0	0	0	47.0

Continued

Table 11 - cont'd.

Prime Sponsor	FY	Title I	Title II	Youth Programs	Title IV	National Priority Programs*	Total
N.	78	80.0	0	0	0	-	80.0
	79	62.0	160.0	0	90.0	0	312.0
O.	78	23.7	10.0	0	47.0	-	80.7
	79	22.7	10.0	0	10.0	0	42.7
P.	78	78.7	0	0	0	-	78.7
	79	195.5	0	0	0	0	195.5
Q.	78	50.0	0	0	0	-	50.0
	79	159.0	0	0	350.0	400.0	909.0
R.	78	46.0	0	0	0	-	46.0
	79	37.0	0	0	0	0	37.0
S.	78	34.0	0	0	0	-	34.0
	79	40.0	0	0	0	0	40.0
T.	78	31.0	0	0	0	-	31.0
	79	35.0	0	0	0	0	35.0
U.	78	23.0	0	0	0	-	23.0
	79	22.0	0	0	0	0	22.0
V.	78	9.6	0	0	0	-	9.6
	79	2.3	0	0	0	0	2.3
W.	78	2.0	0	0	0	-	2.0
	79	2.6	0	0	0	0	2.6
X.	78	0	0	0	0	-	0
	79	0	0	0	0	0	0
Y.	78	0	0	0	0	-	0
	79	0	0	0	0	0	0
Z.	78	0	0	0	0	-	0
	79	0	0	0	0	0	0
TOTAL	78	3,097.5	592.2	224.6	1,074.9	-	4,989.2
	79	3,125.0	662.0	375.0	1,518.4	1,458.0	7,159.9

*Funding not available to all Prime Sponsors in FY 78.

The data in Table 14 indicates that community colleges achieved the greatest success in securing prime sponsor CETA funds to conduct activities under Title I. This activity title authorizes the broadest variety of services and is aimed at providing skills training, employability development services, and career assistance rather than direct employment under CETA. Twenty-three (23) of the twenty-six (26) respondents provided grants to community colleges during each year of the study.

Funding levels covered a broad range during both years from a low of \$7,600 to a high of \$545,000 in FY 78 and a low of \$2,300 to a high of \$469,000 during FY 79. A comparison between the two years indicates that the level of Title I funds remained relatively constant with an overall increase of less than three percent (3%) in FY 79.

Seven prime sponsors awarded community colleges over \$100,000 in FY 78 and nine did so in FY 79.

Public Service Employment programs conducted under Titles II and VI provided lower level grants to community colleges overall, however, the total award under each title increased in FY 79 over FY 78. The FY 78 range for Title II was \$5,000 to \$251,000 and \$10,000 to \$224,000 in FY 79.

Title VI PSE programs were funded at a substantially higher level during both years with a FY 78 range of \$34,900 to \$300,000 and \$10,000 to \$480,000 in FY 79. Five prime sponsors made community college awards in excess of \$100,000

under Title VI in FY 79. This compares with only one in excess of that figure for Title II in FY 78.

Included under the heading Youth Programs is the Title IV Youth Employment Training Programs which was conducted in community colleges by less than one-third of the prime sponsors during both years of the study. During FY 78, eight (8) prime sponsors conducted programs totaling \$196,400 in grants to community colleges. The range of funding was from \$1,000 to \$92,000 with three prime sponsors awarding grants in excess of \$25,000.

In FY 79, seven (7) prime sponsors awarded \$349,000 to community colleges with one prime sponsor making a grant in excess of \$25,000.

None of the respondents provided funds to conduct Youth Community Conservation Improvement Projects to community colleges. One prime sponsor provided a grant to these institutions to conduct a Summer Youth Program during each year of the study. That grant was \$18,000 in FY 78 and \$2,600 in FY 79.

Two national priority programs, HIRE and STIP, were available to all prime sponsors only during FY 79. Five prime sponsors awarded grants to community colleges under these programs. Three of the grants were comparatively large - \$227,600 and \$400,000 - including one prime sponsor awarding community colleges \$813,000 under both programs.

The remaining two grants were \$5,400 and \$12,000.

Overall, prime sponsors awarded nearly five million dollars to community colleges during fiscal year 1978. Mainly as a result of the two national priority programs, those awards increased to over seven million in fiscal year 1979.

Participant Data

Participant enrollment levels are reported based on the type of activity, i.e. class-size training, work experience, etc., rather than the CETA activity title (Title I, Title II, etc.) under which it was funded. This method permits a more accurate identification of the specific type of employment or training activity that persons were engaged in at the community college.

The data is presented in Table 15 under the three major headings of Classroom Training, Career Assistance, and Employment Programs. These are further sub-divided into a total of seven specific activity areas. Every effort has been made to avoid duplication in reporting, particularly where participants may have been involved in more than one type of activity.

Table 15. Participants Served in Prime Sponsor Programs at Community Colleges by Type of Activity and Fiscal Year

Prime Sponsor	FY	Classroom Training		Career Assistance		Employment Programs			TOTAL
		C/S*	I/R*	G/C*	C/E*	OJT*	Wk.* Exp.	PSE*	
A.	78	15	-	-	-	-	-	25	40
	79	20	-	-	-	-	-	49	69
B.	78	231	30	All	All	-	-	13	274
	79	171	30	C/S	I/R	-	-	21	222
C.	78	-	25	-	All	-	5	39	69
	79	-	36	-	Wk. Exp.	-	50	48	134
D.	78	349	-	-	-	-	-	-	349
	79	418	-	-	-	116	-	-	534
E.	78	-	373	All	137	-	-	5	515
	79	74	391	I/R	-	-	-	5	470
F.	78	200	-	All	4	-	10	12	226
	79	200	9	C/T	6	-	10	18	243
G.	78	100	10	All	-	-	1	1	112
	79	127	26	C/T	-	-	10	8	171
H.	78	155	7	All	-	-	13	3	178
	79	143	9	C/T	-	-	17	5	174

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Continued

*See footnote at end of table

Table 15 - cont'd.

Prime Sponsor	FY	Classroom Training		Career Assistance		Employment Programs			TOTAL
		C/S	I/R	G/C	C/E	OJT	Wk. Exp.	PSE	
I.	78	-	60	-	-	-	-	35	95
	79	15	65	-	-	-	-	40	120
J.	78	-	49	All C/S - I/R	-	-	-	15	64
	79	50	36		-	-	-	13	99
K.	78	16	96	-	-	14	63	-	189
	79	16	11	-	-	-	-	-	27
L.	78	-	26	-	-	-	3	10	39
	79	-	37	-	-	-	8	7	52
M.	78	-	-	-	-	-	-	8	8
	79	-	-	-	-	-	-	5	5
N.	78	50	108	All C/S - I/R	-	-	-	-	158
	79	77	60		-	-	-	25	162
O.	78	15	-	-	-	-	-	6	21
	79	15	-	-	-	-	-	2	17
P.	78	51	-	-	-	-	-	-	51
	79	130	-	-	-	-	-	-	130

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Continued

Table 15 - cont'd.

Prime Sponsor	FY	Classroom Training		Career Assistance		Employment Programs			TOTAL
		C/S	I/R	G/C	C/E	OJT	Wk. Exp.	PSE	
Q.	78	50	-	-	-	-	-	-	50
	79	122	-	-	-	-	48	-	170
R.	78	28	-	-	-	-	-	-	28
	79	22	-	-	-	-	-	-	22
S.	78	-	35	-	-	-	-	-	35
	79	-	40	-	-	-	-	-	40
T.	78	-	184	All	-	-	-	-	184
	79	-	158	I/R	-	-	-	-	158
U.	78	-	23	All	-	-	-	-	23
	79	-	22	I/R	-	-	-	-	22
V.	78	-	16	-	-	-	-	-	16
	79	-	9	-	-	-	-	-	9
W.	78	2	-	-	-	-	-	-	2
	79	3	-	-	-	-	-	-	3
X.	78	-	-	-	-	-	-	-	-
	79	-	-	-	-	-	-	-	-

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Continued

Table 15 - cont'd.

Prime Sponsor	FY	Classroom Training		Career Assistance		Employment Programs			TOTAL
		C/S	I/R	G/C	C/E	OJT	Wk. Exp.	PSE	
Y.	78	-	-	-	-	-	-	-	-
	79	-	-	-	-	-	-	-	-
Z.	78	-	-	-	-	-	-	-	-
	79	-	-	-	-	-	-	-	-
TOTAL	78	1,262	1,042	-	141	14	95	172	2,726
	79	1,603	939	-	6	116	143	246	3,053

C/S = Class-size training, I/R = Individual Referral Training, G/C = Guidance and Counseling, C/E = Career Education, OJT = On-the-Job Training, Wk. Exp. = Work Experience, PSE = Public Service Employment

Table 15 data on participant levels indicates that prime sponsors provided classroom training through community colleges at higher funding levels over any of the other CETA activities during both years. Over 2,300 participants engaged in this CETA activity during FY 78. The majority of those participants were in class-size programs (1,262) and engaged in a full time training activity as opposed to individual referral programs which are often part-time. Many of the participants received Guidance and Counseling services over and above that normally provided through the community college both by special arrangement with the college or through other institutions or agencies.

Two prime sponsors provided career education and career development services to participants through community colleges. Guidance and Counseling was provided only to those persons enrolled in classroom training activities. Footnotes were used to identify which type of training this activity was provided in the interest of space and format.

Overall, only 141 participants received specific career development assistance. All of these participants were engaged in some other CETA activity, however, the data does not indicate which or if it was conducted at the community college. Two prime sponsors provided career development services to work experience and individual referral classroom training participants.

In the broad category of employment programs, on-the-job training was conducted at one community college during each fiscal year. Prime sponsor "K" provided a program with 14 participants in FY 78 and prime sponsor "D" conducted a program with 116 participants during FY 79.

Community colleges received funds from six prime sponsors to conduct work experience programs in FY 78. The total participant level was 95 persons. Prime sponsor "K" had 63 persons in a work experience program. The remaining five prime sponsors conducting similar programs had enrollments of 13 or less. The highest participant level of any single prime sponsor in FY 79 was 50 participants in a program with prime sponsor "C". During that year, the total program level was 143 participants.

Public Service Employment was the largest type of employment program conducted by community colleges. This type of activity provided direct employment for participants without necessarily including training or a training plan. Prime sponsors provided such training for 172 participants in FY 78 and 246 in FY 79. Most of these programs were small with the largest in FY 78 having an enrollment of 39 and an average enrollment of 14 participants. The PSE program in community colleges was expended in FY 79 to a total of 246 participants. Thirteen prime sponsors conducted these programs at community colleges and three had enrollments of 40 participants or more. The average across all

prime sponsors that year was 19.

Overall, prime sponsors served 2,726 participants in programs contracted through community colleges in FY 78. That number increased to 3,053 in FY 79, again in part due to the HIRE and STIP national programs.

Advisory Council Participation and Funding Relationship

Two sections of the survey questionnaire were compared and analyzed to establish the relationship between community college participation on the prime sponsors advisory council and the amount of funds these colleges were awarded. Table 16 presents a comparison of the amount of funds awarded community colleges where these institutions were involved in the advisory process against those who were not. The table presents funding ranges rather than specific dollar amounts by year.

Table 16. A Prime Sponsor Comparison of Advisory Council Participation and Community College Funding by Range and Year

Community College Grant Award Range	Prime Sponsor Councils With Community College Participation		Prime Sponsor Councils Without Community College Participation	
	FY 78	FY 79	FY 78	FY 79
\$000	<u>N</u>	<u>N</u>	<u>N</u>	<u>N</u>
>100	12	12	1	1
75 - 100	1	1	2	0
50 - 75	1	0	2	0
25 - 50	1	1	0	4
0 - 25	1	1	5	6
<u>TOTAL</u>	<u>16</u>	<u>15</u>	<u>10</u>	<u>11</u>

N = 26

The data in Table 16 indicates that where community colleges were involved in the prime sponsor delivery process, these institutions received significantly higher funding awards during both years of the study. Twelve prime sponsors awarded grants to these colleges in excess of \$100,000 during each year. One prime sponsor awarded a grant of less than \$25,000 during each of the two years.

Where community colleges were not involved in the advisory process, only one prime sponsor awarded a grant in excess of \$100,000. Five prime sponsors made awards of

less than \$25,000 in FY 78 and six in FY 79. During FY 79, ten prime sponsors made grants to community colleges of less than \$50,000 in jurisdictional areas where these institutions were not represented on the advisory council.

SELECTED MODEL PROGRAM DESCRIPTIONS

All but one of the prime sponsor respondents awarding grants to community colleges indicated they had utilized the college to provide classroom training. Additionally, prime sponsors indicated they felt that classroom training was clearly the most appropriate activity for community colleges.

While the level of funds awarded to community colleges varied greatly, several prime sponsors consistently provided these institutions comparatively large grants for classroom training. Presented here are the program descriptions of three community colleges who, in terms of funding from prime sponsors, have been among the most successful in the state.

Grand Rapids Junior College

Grand Rapids Junior College is a city-based, urban-oriented college with an average enrollment across both years of the study of 12,000 full and part-time students. The college is well established in the community and, in addition to the city of Grand Rapids, serves a multi-county prime sponsor jurisdictional area. Although it has a separate administrative structure, the college is closely aligned

to the Grand Rapids Public School District and retains many of the linkages characteristic of a traditional K-14 educational system i.e., articulated programs, shared facilities, etc.

The college appears to retain the "Junior College" title for historic as well as provincial reasons and was a late entry into the occupational training fields. Today the college offers a wide variety of occupational programs, many of which trace their beginning to previous manpower programs of the late sixties and early seventies.

According to college staff, technology and manufacturing were the rapidly growing industries in the metropolitan area during the mid-seventies. Unemployment in the area was at an annual average of 7.8% during FY 1978.

Early in the CETA program era, the college elected to develop an occupational training center designed primarily to serve persons in need of full-time occupational training. The smaller class-size programs of the pre-CETA employment and training period were abolished and this new program design was established.

The college purchased and renovated a 35,000 square foot, fully accessible, single story, former economy department store building. The building was then remodeled into a multi-occupational training program center. Except in rare instances, all CETA sponsored training in the trades and technology areas is conducted at the Occupational Training Center.

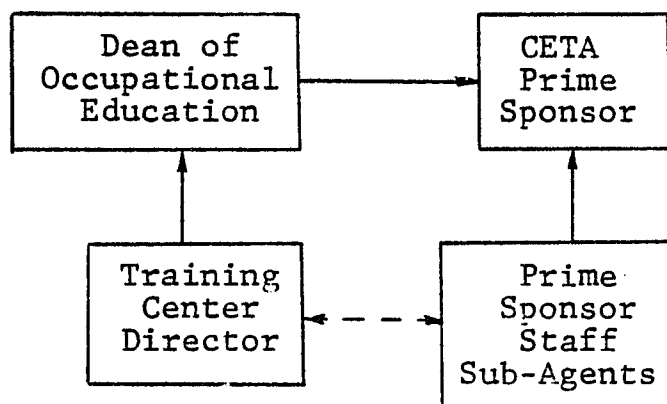
The center accomodates 90 persons at one time in 6 occupational programs including Auto Body, Auto Mechanics, House Repair, Maintenance Mechanics, Production Machine Operations, and Welding.

During the two years of the study, the center served 230 participants in FY 78 and 233 in FY 79. The completion rate for each year was 78% (FY 78) and 80% (FY 79). Across both years of the study, the center had an average placement rate of 94% for those persons completing training. The individual occupational areas vary in their length of training. The average stay in these open entry - open exit programs is approximately 33 weeks.

Most of the equipment needed for the center was already available at the college. Much of it had been secured by the college under previous CETA or MDTA programs.

The facility under the colleges' administration has become a full service employment and training center. Students are referred directly to the center where they are enrolled, receive counseling and guidance services, can make arrangements on-site for special services. i.e. transportation assistance or child care, and receive their training and education. The facility is headed by a Director who is responsible to the Dean of Occupational Education and to the local CETA prime sponsor staff. Figure 1 illustrates the Directors' line relationship.

Figure 1. Grand Rapids Junior College Administrative Relationship



— = Direct Administrative Responsibility

--- = Formal Operational Responsibility

The Dean of Occupational Education has the overall administrative responsibility for the CETA training programs at the college. Administratively, the center director reports directly to the dean. There is, however, an operational responsibility by the director to the prime sponsors staff and sub-agents for reporting, coordination of special services, allowance, and trainee stipend payments, etc. According to the director, this operational flexibility contributes significantly to the programs overall success and allowing him to deal with situations immediately and directly.

Neither the dean nor the director represent the Junior College on the prime sponsor advisory council. Both do attend the council meetings as advocates of the college

as CETA program operators. The Director of Program Development represents the college as a formal member of the council and represents both the college and its parent K-12 local school district.

Northwestern Michigan College

With an average enrollment of 3,500 full time students, Northwestern Michigan College, located in Traverse City, is one of the state's smaller public two-year institutions. It is also one of the few community colleges to have a campus-based residence facility similar to that of a baccalaureate institution. The residence feature of the college allows students to remain at the campus and because of the large geographic area of this prime sponsor region, campus residence is also available for CETA participants. While the college is chartered as a community college, the term community is omitted and the title is officially Northwestern Michigan College.

Classroom training enrollment was 62 students in FY 78 and 132 students in FY 79. Since the demand in no single occupational area was sufficient to justify a class-size program, all CETA training at Northwestern Michigan is conducted on an individual referral basis.

Having experienced numerous problems with other employment and training programs which often led to high student dropout rates, the college implemented a student advocacy

project under CETA. The purpose of this effort was to reduce the barriers CETA participants face in orientation and registration in the community college and in the transition of becoming a full time student.

The project allows college personnel to take each CETA participant from the referral agency and guide them through the counseling, registration and course or program selection process. Additionally, the advocacy project maintains close contact with the student on a weekly basis. This permits staff to identify potential problems at an early stage and appropriate corrective action initiated.

The project consists of an on-site program director and counseling personnel assigned to the project. Funding assistance is provided to support this personnel by the prime sponsor. In addition, these counselors have access to a wide variety of other student assistance services which are available to all students at the college.

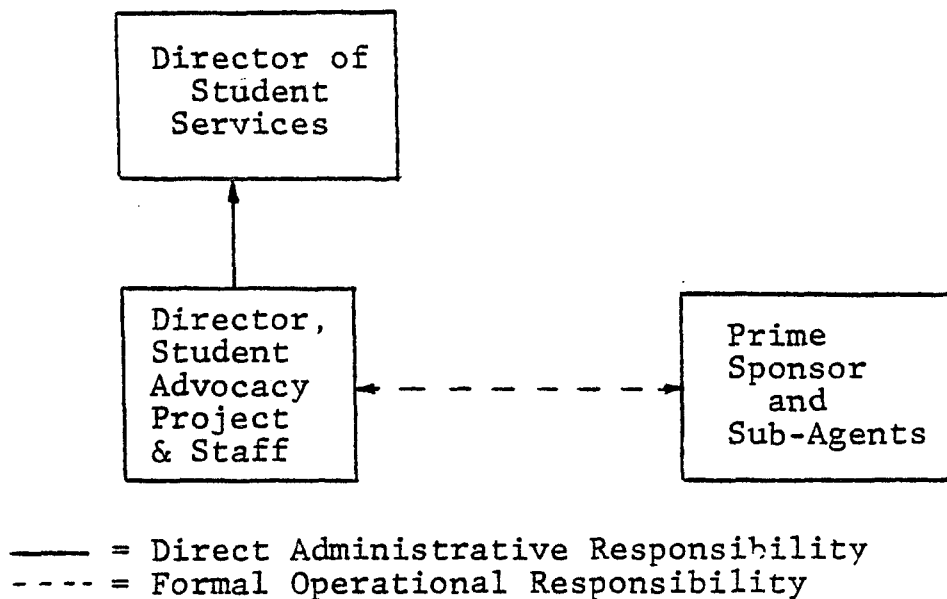
Because of the training for employment emphasis of the CETA program, most of the participants are enrolled in programs of less than one years duration. Participants are permitted to engage in two-year programs where it is deemed appropriate by the program personnel and the prime sponsor or where no other opportunities are available.

The student advocacy project serves a secondary purpose of providing both the prime sponsor and the college a central source for information on the CETA program. The advocacy

project director is responsible for all CETA related activities at the college including public service employment and special projects in addition to the classroom training activities.

The Dean of Occupational Education at the college is a member of the prime sponsors advisory council representing the college. Unlike the aforementioned Junior College, however, this dean has no direct administrative responsibility for the CETA program at the college or the student advocacy project. These activities are under the administration of the Director of Student Services. Figure 2 illustrates the administrative relationship between the college and the prime sponsor.

Figure 2. Northwestern Michigan College Administrative Relationship



According to college staff, this organizational structure has allowed the institution to participate fully in two important aspects of the CETA/Prime Sponsor process. First, the college has been able to provide a wide variety of services from a central source under the leadership of the administrator whose responsibilities extend to all aspects of student life in the institution. Secondly, it ostensibly allows the college to provide a representative to the advisory process without that representative being directly involved in the program delivery process.

Lansing Community College

Lansing Community College (LCC), according to those college staff interviewed, has grown in large proportion by virtue of the assistance provided through the vocational education and employment and training programs. Originally organized in the late fifties, the college was one of the first in the state to participate in programs under the Manpower Development and Training Act of 1962. Since that time, the college has been directly involved providing services under each of the major federal level employment and training programs.

It was reported that as CETA evolved, the college was well prepared and administratively organized to provide employment oriented training and other services in a flexible and comprehensive manner.

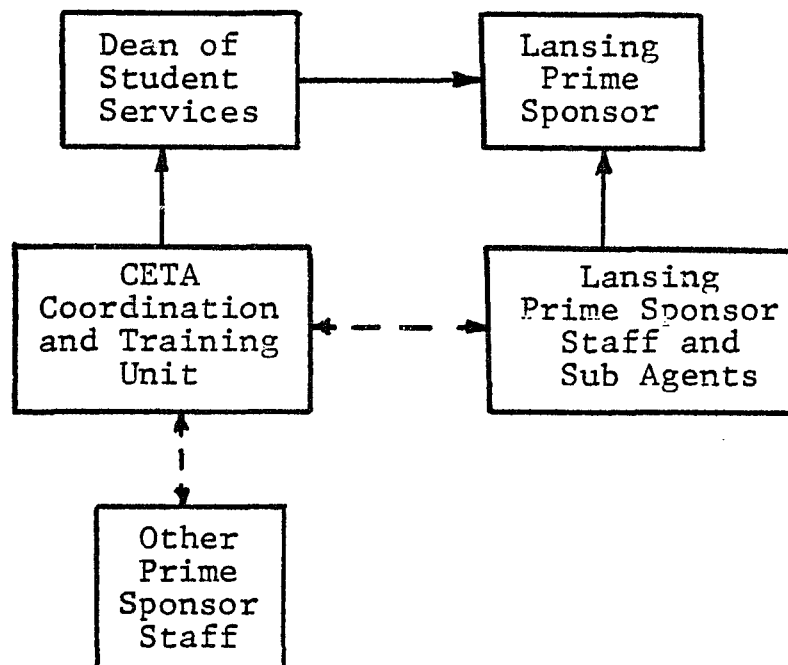
During the survey period, LCC provided occupational training for five prime sponsors in addition to the Lansing prime sponsor in whose jurisdictional area the institution is located. While the college had conducted class-size programs in previous years, the entire CETA classroom training program during both years of the study was conducted in an individual referral mode. One of the most unique elements of this community colleges program is its CETA Training and Coordination Unit (CTCU).

Shortly after becoming involved with the CETA program, the college recognized the need for a separate administrative and coordinating structure to effectively accomodate the number of CETA students attending the institution. The need for such a structure was accented by the fact that students were coming from various prime sponsor areas, each having a slightly different forms process and/or reporting structure. The institutions regular channels of enrollment, counseling, and bookkeeping were not able to accomodate the numbers of students or the prime sponsors information requirements.

The CTCU assumes complete responsibility for a CETA participant from the time of referral through termination from the community college. It is supervised by the Program Director and a staff of counselors and clerical personnel. The unit reports to the Dean of Student Services and has an operational relationship to the local prime sponsor

(its primary funding source) and with each of the prime sponsors referring to the community college. Figure 3 illustrates this relationship.

Figure 3. Lansing Community College Administrative Relationships



— = Direct Administrative Responsibility

- - - = Formal Operational Responsibility

During the survey period, the college served approximately four hundred (400) each year. Three hundred (300) participants were from the Lansing prime sponsor area and the balance from other areas in the state. To offset the cost of this service, the CTCU places a surcharge on each participant who is outside the Lansing prime sponsor area. The charge is based on the number of credit hours a

participant takes and the period of time they are at the community college and averages about twenty-six dollars per term.

The CTCU assists in arranging for other financial assistance for the student where necessary and provides counseling and other student assistance services. The unit provides whatever reports are required by the prime sponsor and follow-up services.

The college overall is decentralized and other employment and training services such as PSE or special programs are conducted through the appropriate dean, department chairman, or personnel director. The central coordination point is the Director of Resource Development who coordinates all CETA program activities and represents the college as a member of the prime sponsors advisory council.

CHAPTER V

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Statement of the Problem

The basic problem addressed in this study is the lack of information about the types and levels of participation of public community colleges in Michigan in the delivery of programs and services under the Comprehensive Employment and Training Act during FY 78 and FY 79.

Purpose of the Study

This study had three purposes: (1) to identify the various ways public community colleges in Michigan had been involved in the employment and training efforts conducted by CETA prime sponsors under the Comprehensive Employment and Training Act; (2) to determine and present the extent of their participation in terms of funding levels, program involvement, and the number of persons served; and (3) to describe selected program models successfully used by the public community colleges in providing employment and training services under the Comprehensive Employment and Training Act during the two fiscal year period covered by the study.

Scope of the Study

The population of this study consisted of Michigan's twenty-three (23) U.S. Department of Labor designated CETA prime sponsors and eleven (11) Michigan Balance of State prime sponsor consortiums designated by the Governor of the state.

For the purpose of this study, both groups were considered equal in that they:

1. Are legally liable under the Comprehensive Employment and Training Act for all activities conducted under the Act.
2. Must adhere to the same federal rules, regulations, and guidelines.
3. Must plan, administer, monitor, and evaluate all programs and activities under the same governance structure.
4. Must have advisory groups with representatives from specific populations, agencies, and institutions.
5. Receive funds to carry out the employment activities authorized under the Act.

From a secondary viewpoint, Michigan's twenty-nine (29) public community colleges were indirectly involved in the study. Three of these colleges were the focus of an indepth review as a result of their success in securing CETA funds and the method in which they had adapted to the needs of

the CETA employment and training delivery system.

Limitations

This study is limited to the Michigan CETA activities conducted during the 1978 and 1979 fiscal years. It further represents only those activities and programs conducted by CETA prime sponsors under the specific funding titles available to all of the states prime sponsors both regular and balance of state.

The data and information presented represents nineteen (19) regular and seven (7) balance of state prime sponsors responding to the survey questionnaire. This response rate of 78.8% of the total Michigan prime sponsor population was deemed sufficiently high for the purpose of this study.

The study makes no attempt to compare individual prime sponsor or community college performance either in terms of raw numbers or percentages. The large number of independent variables present in the funding, administration, operational, and reporting processes of both prime sponsors and community colleges render such a comparison impractical.

Methodology

The data and information in this study was collected through the use of a survey questionnaire mailed to each of the prime sponsor directors. A second questionnaire was mailed to those directors who had not responded after a

period of six weeks.

Those prime sponsors returning the questionnaire were contacted and interviewed. This process provided clarifying information for the study and additional information in cases where survey questions were unanswered. The data and information from the questionnaire was tabulated for descriptive and quantitative analysis and summarized in contingency tables by number and percentage.

In an effort to present a more descriptive study of how community colleges were participating in these employment and training programs, three models were presented. Three community colleges were randomly selected from those prime sponsor funded institutions with the highest levels of participation in classroom training and other direct service delivery activities.

Interviews were conducted with the Dean of Occupational Education, the CETA Program Director and/or other appropriate college staff. The purpose of these interviews was to gain sufficient information to present the program description including: (1) the involvement of the college in the prime sponsor planning process, (2) the development of the CETA employment and training program at the institution, (3) the channels of communication and relationships between the institution and the prime sponsor, and (4) other factors influencing the institutions participation in the program.

Findings From The Survey Questionnaire and Interview

Advisory Council Participation

All of the prime sponsors comply with the letter of the CETA regulations by including a representative of Vocational Education agencies and other education and training agencies on the advisory council. While the majority of the prime sponsors tend to specifically select these representatives, seven (7) or 26.9% of those responding used a public notice or open invitation to these institutions to invite applicants. Open invitation would seem to provide a major opportunity for community colleges to become involved in the planning and advisory process. In the seven areas where this method was used, community colleges were members of five prime sponsor advisory councils during both years of the study.

Educational Agency Participation

As might be expected, local school districts are represented on the majority of prime sponsor planning councils. These districts are closely followed in number by Intermediate School Districts and then by community colleges. However, more than half the prime sponsors reported community college representatives on their advisory councils during both fiscal years. Community colleges are represented on a significantly larger number of prime sponsor planning councils than are private

occupational schools or 4-year colleges either public or private.

Nine prime sponsors reported they had no representative of a community college during either year of the study. The reasons given included (1) they had secured sufficient participation from other educational agencies; (2) their internal policy discouraged appointing service deliverers or sub-grantee institutions to the council; (3) the community college was not a primary deliverer of service and therefore was not utilized in an advisory category; or (4) the community college had not indicated an interest in such participation.

Administrative Position of College Representatives

In those instances where community colleges were represented, the representative was at a level within the college organization to afford them a good understanding of all the colleges potential for participation in a wide variety of CETA activities. In one case, the president of the college was the advisory council representative. Most often, it was a second or third level administrative official representing the college. These included vice presidents, deans, division directors, or department chairmen. The level of the representative was deemed an important indicator of the colleges level of interest in the advisory process and its commitment to the overall program.

Participation Rating

Overall, prime sponsor directors seemed well pleased by the participation of the college representative on the advisory council as evidenced by their generally high rating in response to this question. Several of the respondents left this item unanswered in the initial survey or requested confidentiality in their response. During the interview process, however, these directors responded to the question and offered considerable praise for the level and quality of assistance provided by the college representative.

Prime sponsors reported that the college representative was knowledgeable about the resources available at the college, the planning and administrative functions of the institution, and such areas as vocational education programs, federal and state student financial aid, social service, and vocational rehabilitation programs.

Types of Programs

Classroom training, or more specifically, individual referral classroom training, was provided by prime sponsors at community colleges at comparable or higher levels than any other single activity during both study years. This was deemed the most appropriate activity for the college and the area in which the institution was most responsive. Guidance and Counseling was provided by 76.9% of the prime sponsors at those institutions during FY 79 which equaled the percentage providing individual referral training.

During FY 79, prime sponsors increased their utilization of these colleges to provide four of the seven major activities. Increases were noted in both types of classroom training, Guidance and Counseling, and Public Service Employment levels. Only one category, Career Exploration, was reduced that year from the previous year.

Appropriate Community College Activities

Both forms of classroom training were considered the most appropriate activity for community colleges. While all prime sponsors did not use the college for this service, they continue to think it the most appropriate.

Fifty percent (50%) of the respondents had no opinion in regard to the appropriateness of Guidance and Counseling or Public Service Employment. While many indicated they had used the college to provide these services, prime sponsors were not sure it was an appropriate community college activity. Overall, they felt Career Exploration, On-the-Job Training, and Work Experience was the least appropriate community college activity. This may be due to the lack of interest in these types of programs over the others expressed by community colleges.

Sole Source Selection

In cases where community colleges were selected to provide programs, the reason for their selection was not generally because there was no other agency available to

provide this service. Nineteen prime sponsors (73%) reported that other delivery agencies were available to provide the training or services available through the community college. Three (3) prime sponsors or 11.5% indicated that other programs were available on a limited basis and four (4) representing 15.4% indicated that the college was the only source available for certain activities or services.

Reasons for Selection

Program Quality, which includes such elements as quality of staff, equipment, facilities, placement history, course content and objectives, was rated by 65.2% of the prime sponsors as the reason for selecting the community college to provide classroom training. Geographic location and program cost were the second and third highest responses given by 52.2% and 34.8% of the prime sponsors respectively. Cooperation received the lowest overall ranking with only three (3) prime sponsors or 13.0% responding that this was a factor in selecting the college to provide this CETA type program. The lack of a monitoring system of student performance, poor reporting, and conflicts with the college and CETA fiscal accounting system were cited as the major reasons for this response.

Factors Influencing the Competitiveness of Community Colleges

The variety of programs offered through the community colleges is singularly, by far, the most significant factor

in making this educational institution a preferred or competitive delivery agency for classroom training services. Most of the respondents (61.5%) rated this as the colleges primary asset. The geographic location, the comparative program cost, overall program quality, the availability of support services, and the facilities and equipment available at the community college also are major factors in its favor according to prime sponsors. These findings are consistent with those of the U.S. Conference of Mayors' CETA/Vocational Education Report (November, 1979).

Respondents also indicated several factors against the community college, though to a significantly lesser degree overall. Administrative problems in program management and reporting, program flexibility in the design of courses, and a general lack of interest in serving CETA participants were each rated by seven (26.9%) prime sponsors as negative factors.

Six prime sponsors (23.0%) indicated that course availability and scheduling was a problem in the community college. The question of scheduling resulted in part from comparisons to private occupational schools which often modify course schedules to fit the participant, provide accelerated curriculums and often offer an open-entry/open-exit type of programming. Community colleges, on the other hand, have specific enrollment periods, operate on a semester or term basis, and often schedules courses on an

irregular basis or on a demand basis.

Classroom Training by Course/Description

Since the CETA system does not require prime sponsors to maintain a record of the occupations in which training is conducted, most of the prime sponsors did not maintain and could not report this type of information. Prime sponsors indicated that although they have a priority ranking of training and employment opportunities, they do not generally attempt to control participants access to available skill training programs. In the case of a community college with a wide variety of occupational programs, prime sponsors may challenge the interest area of a participant, however, a participant may enroll in any program with the prime sponsors approval if there is a reasonable expectation in the judgement of the prime sponsor for employment upon completion. The data which would have been presented here is incomplete and generally unavailable and therefore has been omitted.

Prime Sponsor Grants to Community Colleges

During both years of the study, prime sponsors awarded community colleges an average of 3.1 million dollars for Title I CETA activities. While this title permits a broad range of employment and training activities, most of these funds provided classroom training and related educational and employability development services rather than direct

employment. Title II and Title IV activities which are primarily Public Service Employment grants to community colleges reached combined levels of \$1.6 million in FY 78 and over \$2.1 million in FY 79.

Youth programs under Title IV were funded by eight (8) prime sponsors in FY 78 at a level of \$224,000 and by seven (7) prime sponsors at a level of \$375,000 in FY 79. National priority programs funded in FY 79 by five (5) prime sponsors at community colleges amounted to over 1.45 million dollars.

The largest award to a community college for classroom training was \$545,000 in FY 78 and \$469,000 to a different college in FY 79. Across both years of the study, six prime sponsors made grants in excess of \$500,000 to community colleges. The largest being 1.25 million dollars for all programs under all titles.

National priority programs, including HIRE and STIP, were in part responsible for this funding level in three prime sponsor areas. Three prime sponsors made no grants to community colleges for any activities during the study period.

Participant Levels

Community colleges provided classroom training for 2,304 persons in FY 78 and 2,542 persons in FY 79. During both years, the majority of participants were enrolled in

class-size programs. Many of these participants received guidance and counseling assistance and other support services as a part of their training programs.

During FY 78, 281 participants were involved in employment activities in community colleges with 172 persons enrolled under public service employment and 109 in work experience or on-the-job training programs. In FY 79, the total was 505 participants, with 246 public service employment participants. Public service employment could be a major asset to these colleges, providing funds for jobs and personnel at various employment levels within the institution. Career assistance services were provided separately from other services to 141 participants in FY 78 and 6 participants in FY 79. Generally these types of services are provided in conjunction with some other training or employment activity. This accounts for the low level of response. Overall, in all activities, community colleges provided services to 2,726 in FY 78 and 3,053 in FY 79.

Advisory Council Participation and Funding Relationship

Community colleges participating in the prime sponsor advisory process received significantly higher funds from prime sponsors than those who were not involved in this process. In twelve prime sponsor areas where community colleges were members of the advisory council, these colleges

received grant awards in excess of \$100,000. Only two such prime sponsors made awards of less than \$50,000 during both years of the study.

Where community colleges were not represented on the advisory council, one prime sponsor made an award to these colleges in excess of \$100,000 in both years of the study. Five prime sponsors made awards to community colleges of less than \$50,000 in FY 78 and ten in FY 79.

Findings of the Model Programs

Each of the three programs was involved in the advisory council process which afforded them an opportunity to gain knowledge and information important to their future program participation. The advisory council representative looked not only at classroom training opportunities, but at the total spectrum of CETA employment and training program activities and their relationship to the community college.

The advisory council member was not the direct administrator of the college program under CETA. While this individual served as a member of the council, they were not perceived as the program administrator by the prime sponsors. Other college personnel were charged with the specific administrative responsibility for any CETA programs or activities.

The model programs presented are unique in that they each have developed a method for adapting to the CETA prime sponsor administrative requirements, developed methods to

provide student follow-up, and adapted procedures to comply with the CETA/prime sponsor reporting processes. These operational and administrative procedures were improved by having direct operational access to prime sponsor staff or other sub-grantees involved with the participants.

The level of participant support services were also a common factor in the three programs. Each had developed a method to provide or access needed student support services on a timely basis.

Finally, each of the programs had implemented an approach to providing services that was consistent with employment and training programs. These programs were consistent with the colleges goal and priorities but flexible enough to accomodate the needs of the participant and the prime sponsor.

Conclusions

In general, it would appear that both prime sponsors and community colleges in Michigan have successfully made the transition to the CETA decentralized system of providing employment and training programs. There remain, however, based on the findings, several barriers to full and increased participation. These include:

- (1) A need for increased program flexibility, both on the part of the prime sponsor and the community college. Prime sponsors perceive

that community colleges have the where-with-all and mandate to provide quality programs but are often reluctant to serve their clientele.

Community colleges, on the other hand, express the concern that the prime sponsor would compromise program quality for the sake of expediency and require significant changes in the colleges' instructional, organizational, and administrative systems. Some of the areas of concern are: attendance and record-keeping requirements, full-time training or training for the specific occupation without the general courses which are usually part of a colleges one or two-year program, and class scheduling requirements which permit only term or semester enrollment rather than an open entry/open exit type of program design. These perceptions often result in impass.

While forced cooperation on the part of the Congress is not entirely desirable, program incentives have been successful in removing these types of barriers and improving coordination. This could be a factor in improving the prime sponsor - community college relationship.

- (2) Community colleges need to become increasingly involved in the advisory and planning process of

CETA. The work of Korim in 1973 and Olsen in 1977 support the findings of this study that community colleges who are involved in the advisory process characteristically received higher funding awards and larger programs as a result of this involvement. The value of being in on the ground floor cannot be underestimated. This level of involvement is a proven road to success in the CETA program.

- (3) Community colleges need to re-think their relationship to the employment and training program/prime sponsor process. Federal employment and training programs according to Harris and Magnum have been a major factor in the growth of these institutions. Currently their level of funding on a national scale exceeds all community college oriented programs including postsecondary financial aid. If such a trend continues, these colleges may be forced to turn to these sources or local sources for additional funds. The latter may not be a happy prospect in this era of Proposition 13 (California), Tisch Tax Proposal (Michigan), Proposition 2½ (Massachusetts), and other public spending restraint measures. Community colleges need to thoroughly study CETA and other employment and training programs and

determine how these types of programs can best be used by the institution to better serve the community.

One approach may be for community colleges to expand their traditional resource and program development activities beyond postsecondary aid and student financial aid programs and explore Community and Economic development options as well as Human resource development, private sector and similar program opportunities.

- (4) Finally, it seems that many community colleges are involved in the CETA programs in a variety of activities at various levels of participation. Yet there are several additional activities which could be provided by the college. Some of the employment activities including work experience and on-the-job training, as well as the career oriented activities such as career exploration and orientation could be given increased emphasis. Prime sponsors seem unsure of the community colleges role in this area. Perhaps the community college should assume a more aggressive leadership position in addressing the employment and training needs of the community it serves in this important area.

Expanding training options such as cooperative education, work experience and on-the-job training programs as well as closer coordination between business, industry, labor, and the employment and training sector could set the stage for greater leadership and involvement on the part of the community college.

Recommendations

The findings of this study taken in the context of previous research, the literature, legislative history, and college charter promise should provide helpful information for those policy and decision makers in both the employment and training and the community college sectors. The following recommendations should provide direction in some aspects.

1. It would seem that community college leaders should thoroughly review and understand the purposes, goals, and intent of the national employment and training effort and clearly articulate what role they might play under this effort.
2. It would seem that community college administrators should identify the principal persons involved in the advisory and administrative processes of the CETA programs in their community and take steps to become actively involved at all levels.

3. It would seem that appropriate persons at each community college should thoroughly and critically assess their institutions ability to meet the needs of the unemployed, the handicapped, the displaced homemaker, and others in the community who are traditionally the target populations for employment and training programs. Such an assessment, hopefully, will permit the college to determine the state of affairs in the community and steps it might take to improve the delivery of services to these populations.
4. It would seem that the local CETA administrator should re-assess the viability of the community college as an important deliverer of a wide variety of employment and training services. While the data may suggest that community colleges are not interested in CETA, that lack of interest may come from a lack of understanding of the program. Here the prime sponsor director may be helpful.
5. It would seem that the prime sponsor should examine the funding opportunities available to the community college and the possibilities of joint or jointly funded programs to serve CETA eligible persons. Some of these include federal and state vocational education programs, social service and vocational

rehabilitation programs and student assistance and financial aid programs.

6. It would seem that persons in the highest levels of each organization should discuss major policy and operational issues rather than lower level staff to determine policy, focus, and direction. Discussions at this level may result in a broader understanding of concerns, policy, and program options on both sides and reduce the tendency toward artificial turfdom program issues.
7. It would seem that the Congress or high level policy makers at the federal level should closely examine the level of articulation between community colleges and the federal employment and training effort. Similar action on the part of the Congress has resulted in closer relationships between the employment and training effort and local school districts, the employment service, and vocational education programs and may be helpful with community colleges.
8. It would seem that incentives for cooperation and coordination between community colleges and prime sponsors similar to those between prime sponsors and local schools or prime sponsors and bordering regions should be made a part of future employment and training legislation.

These incentives may include a relaxation of the sole source contracting provisions, lower matching requirements, fiscal incentives, or coordination incentives.

Future Studies

1. It is recommended that future studies be conducted on a multi-state, regional, or national scale to determine the type and level of community college participation in CETA programs.
2. It is recommended that future studies be conducted comparing the involvement and participation of local school districts and private occupational schools in CETA programs.
3. It is recommended that future studies be conducted involving the coordination of other funding sources with CETA in postsecondary institutions.
4. It is recommended that future studies be conducted to determine the number of participants receiving a specific type of service under CETA, and in the case of training, in what occupational area.

APPENDICES

APPENDIX A

- 1 - Labor Department Appropriations
FY 1963 - 1979
- 2 - National Comprehensive Employment
and Training Act Appropriations
FY 1978 and FY 1979
- 3 - Michigan Comprehensive Employment
and Training Act Appropriations
FY 1978 and FY 1979

LABOR DEPARTMENT APPROPRIATIONS

FY 1963-1979

Manpower Development and Training Act, Economic Opportunity Act, Emergency Employment Act, and Comprehensive Employment and Training Act, Fiscal Years 1963-1979 (millions of dollars)

Fiscal Year	DOL Manpower Appropriations				Total
	MDTA	EOA	EEA	CETA	
1963	69.9				69.9
1964	130.0				130.0
1965	396.9	132.5			529.4
1966	399.6	577.8			977.4
1967	390.0	667.1			1,057.1
1968	398.5	745.7			1,144.2
1969	407.5	907.8			1,315.3
1970	705.8	753.7			1,459.5
1971	867.2	761.8			1,629.0
1972	905.3	776.8	1,000.0		2,682.1
1973	719.6	831.6	1,250.0		2,801.2
1974			250.0	2,015.6	2,265.6
1975				3,742.8	3,742.8
1976				5,741.8	5,741.8
1976TQ ¹				597.6	597.6
1977				8,052.8	8,052.8
1978				10,142.5	10,142.5

Source: Employment and Training Administration, U. S. Department of Labor

¹Transition quarter, July-September, 1976

NATIONAL
COMPREHENSIVE EMPLOYMENT & TRAINING ACT APPROPRIATIONS

FY 1978 & FY 1979

(millions of dollars)

Title	FY 1978	FY 1979
I	1,880.0	1,914.0
II	524.0	2,500.1
III	1,600.7	387.3
IV	274.1	1,219.0
VI	3,179.0	3,415.9
Summer Youth	<u>595.0</u>	<u>706.2</u>
Total	8,052.8	10,142.5

Source: Employment & Training Administration, U. S.
Department of Labor

MICHIGAN
COMPREHENSIVE EMPLOYMENT & TRAINING ACT APPROPRIATIONS
FY 1978 & FY 1979

(hundreds of dollars)

Title	FY 1978	FY 1979
I	77,140.7	80,067.7
II	51,584.1	118,366.7
III ¹	2,197.3	1,921.9
III ²	446.4	20,371.5
IV	23,255.8	21,390.5
VI	242,746.4	195,169.5
Summer Youth	<u>33,727.2</u>	<u>31,466.8</u>
Total	431,097.9	468,754.6

Source: Bureau of Employment & Training, Michigan Department of Labor

¹Includes Native American and Migrant Grants

²Includes HIRE and STIP National Priority Programs

APPENDIX B

- 1 - Comprehensive Employment and Training Act Activity Title Comparison
- 2 - A Summary of the Comprehensive Employment and Training Act of 1973, P.L. 93-203
- 3 - A Summary of the Comprehensive Employment and Training Act Amendments of 1978, P.L. 95-524

COMPREHENSIVE EMPLOYMENT & TRAINING ACT ACTIVITY TITLE COMPARISON

THE CETA ACT OF 1973		THE CETA AMENDMENTS OF 1978	
TITLE I	- COMPREHENSIVE MANPOWER SERVICES	TITLE I	- ADMINISTRATIVE PROVISIONS
TITLE II	- PUBLIC EMPLOYMENT PROGRAM	TITLE II	- COMPREHENSIVE EMPLOYMENT & TRAINING SERVICES
TITLE III	- SPECIAL FEDERAL RESPONSIBILITIES		Part A - Financial Assistance Provisions
	Part A - Special Target Groups		Part B - Services to Economically Disadvantaged
	Part B - Research, Training & Evaluation		Part C - Upgrading & Retraining Program
	Part C - Youth Employment Demonstration Programs		Part D - Transitional Employment Opportunities for Economically Disadvantaged
TITLE IV	- JOB CORPS		
TITLE V	- NATIONAL COMMISSION FOR MANPOWER POLICY	TITLE III	- SPECIAL FEDERAL RESPONSIBILITIES
TITLE VI	- EMERGENCY JOB PROGRAM		Part A - Special National Programs & Activities
TITLE VII	- GENERAL PROVISIONS		Part B - Research, Training & Evaluation
TITLE VIII	- YOUNG ADULT CONSERVATION CORPS	TITLE IV	- YOUTH PROGRAMS
			Part A - Youth Employment Demonstration Program
			Part B - Job Corps
			Part C - Summer Youth Programs
		TITLE V	- NATIONAL COMMISSION FOR EMPLOYMENT POLICY
		TITLE VI	- COUNTERCYCLICAL PUBLIC SERVICE EMPLOYMENT PROGRAM
		TITLE VII	- PRIVATE SECTOR OPPORTUNITIES FOR THE ECONOMICALLY DISADVANTAGED
		TITLE VIII	- YOUNG ADULT CONSERVATION CORPS

A SUMMARY OF THE
COMPREHENSIVE EMPLOYMENT & TRAINING ACT
OF 1973
P. L. 93-203

TITLE I

Establishes a program to provide comprehensive employment and training services such as the development and creation of job opportunities, various training, education and other services, e.g. outreach assessment, orientation, counseling, institutional skill training, on-the-job training, supportive services, subsistence allowances and transitional public service employment. Special funds are allocated to state vocational education agencies for staffing and servicing state employment and training services councils, and for provision of other statewide employment and training services.

TITLE II

This Title is designed to counter joblessness by creating opportunities for transitional employment in jobs providing needed public services in areas with a 6.5 percent or greater unemployment rate. Title II funds may also be used to finance Title I program activities.

TITLE III

This Title provides authorization for delivery of additional employment and training services to be directed toward

certain target groups in particular need of these services such as native Americans, migrants, offenders, older workers, and persons of limited English-speaking ability.

TITLE IV

This Title provides for continuation of the Job Corps as a federally administered program, operated directly by the U.S. Department of Labor. The Job Corps establishes residential and non-residential centers in which low income, disadvantaged young men and women participate in intensive programs of education, vocational training, work experience, counseling and other activities.

TITLE V

This Title establishes a National Commission for Employment and Training Policy that is responsible for identifying employment and training needs and goals of the nation, and assessing the extent to which programs under CETA and related acts represent a consistent, integrated and coordinated approach to dealing with them.

TITLE VI

This Title establishes authority for a major temporary program of emergency public service employment and training for unemployed and under-employed persons, especially for workers who have exhausted all unemployment compensation or are not eligible to receive such benefits, and/or workers who have been out of work for 15 weeks, or longer.

TITLE VII

This Title covers general provisions applicable to all CETA programs, including labor standards governing work and training, prohibition against political activities, non-discrimination regulations, criminal provisions, records and audits and reports.

A SUMMARY OF THE
COMPREHENSIVE EMPLOYMENT & TRAINING ACT
AMENDMENTS OF 1978
P. L. 95-524

TITLE I

This Title contains the general provisions applicable to the Act. It directs the Secretary of Labor to establish an Office of Management Assistance to provide management services to prime sponsors, and it contains specific time limitations for participation in programs.

This Title also contains wage limitations for public service employment. Wages may not exceed \$10,000 per year, adjusted upward by the ratio that local wage rates bear to the national average, but not to exceed twenty (20) percent of the maximum \$12,000. Average wages in each prime sponsor area may not exceed \$7,200, adjusted by the same ratio.

TITLE II

This Title combines the former Title I (Comprehensive Manpower Services) and Title II (Public Employment Programs) into a single title aimed at the economically disadvantaged.

Programs include training, upgrading, retraining, education, and other services and counter-structural public service employment.

Public service employment must be entry level and combined with training and supportive services, if available,

and the supplementation of wages is specifically prohibited.

Except for upgrading and retraining programs, all participants must be economically disadvantaged and either unemployed, underemployed, or in school. Participants in public service employment must be economically disadvantaged, unemployed 15 or more weeks, or on welfare.

TITLE III

This Title contains special programs for persons who have a particular disadvantage in the labor market, including Native Americans, migrants and other seasonal farm workers, the handicapped, women, displaced homemakers, public assistance recipients, and other special target groups.

TITLE IV

This Title contains the youth programs, including the Youth Employment and Demonstration Projects Act of 1977, the Job Corps, and the Summer Youth Employment Program.

TITLE V

This Title reconstitutes the National Commission on Manpower Policy and renames it the National Commission for Employment Policy. Responsibilities of the Commission include the examination of national manpower issues, suggestions on how to deal with those issues, and advising the Secretary on national manpower issues.

TITLE VI

This Title provides for a countercyclical public service

employment program and authorizes funding of sufficient jobs to employ twenty (20) percent of the population when unemployment exceeds four (4) percent, and twenty-five (25) percent when the jobless rate exceeds seven (7) percent.

TITLE VII

This Title provides a demonstration program to test the effectiveness of a variety of approaches to increase the involvement of the business community in employment and training activities supported under this Act, and to increase the private sector opportunities for economically disadvantaged persons.

TITLE VIII

This Title authorizes the Young Adult Conservation Corps, originally created under the Youth Employment and Demonstration Projects of 1977.

APPENDIX C

- 1 - Michigan Regular and Balance
of State CETA Prime Sponsors
FY 1978 and FY 1979
- 2 - Map of Michigan Regular Prime
Sponsor Jurisdictions
- 3 - Map of Michigan Balance of
State Prime Sponsor Jurisdictions

<u>Prime Sponsor</u>	<u>Director/Address</u>
City of Ann Arbor	Harold Turner, Director CETA Program City of Ann Arbor 220 East Huron Ann Arbor, MI 48108 PH: (313) 994-2970
Bay County	James W. McGowan, Director CETA Program 311 Second Street Washington Plaza Bay City, MI 48706 PH: (517) 892-4578
Berrien County	Weldon Burden, Director CETA Program 2160 M-139 Benton Harbor, MI 49022 PH: (616) 927-2476
Calhoun & Barry Counties	John M. Martinoff, Director Mid Counties Employment and Training Consortium P.O. Box 1574 Battle Creek, MI 49016 PH: (616) 965-0521
City of Dearborn	Frederick D. Weiss, Director CETA Program 4917 Schaefer Suite 208 Dearborn, MI 48126 PH: (313) 584-0040
City of Detroit	Ollie McKinney, Director Manpower Department 903 W. Grand Boulevard Detroit, MI 48208 PH: (313) 224-6071
Flint, Genesee, Lapeer, Shiawassee Counties	Bruce A. Graebner, Director CETA Program Walter Reuther Learning Center 708 Root Street, Room 322 Flint, MI 48503 PH: (313) 766-7390

Prime SponsorDirector/Address

Grand Rapids, Allegan,
Kent, Ionia, Montcalm,
Gratiot Counties

Micki Pasteur, Exec. Director
Grand Rapids Area Employment &
Training Council
Peoples Building, Suite 400
60 Monroe, N.W.
Grand Rapids, MI 49503
PH: (616) 456-4069

Jackson, Hillsdale,
Lenawee Counties

Phyllis Way, Director
CETA Program
Region II Manpower Consortium
120 W. Michigan Avenue
Jackson, MI 49201
PH: (517) 788-4490

Kalamazoo County

Robert Straits
W.E. Upjohn Institute
Employment Management Division
438 West South Street
Kalamazoo, MI 49007
PH: (616) 349-1533

Lansing, Ingham, Eaton,
Clinton Counties

Michael Quinn, Director
Lansing Tri-County Regional
Manpower Administration
1850 W. Mt. Hope Avenue
Lansing, MI 48910
PH: (517) 487-0106

City of Livonia

James Andres
Program Administrator
Jackson School
32025 Lyndon
Livonia, MI 48154
PH: (313) 522-8870

Macomb County

Edward J. Bonior, Director
Macomb County Community
Services Agency
59 North Walnut
Mt. Clemens, MI 48043
PH: (313) 469-5220

Monroe County

John Hayter, Director
CETA Program
1420 E. First Street
Monroe, MI 48161
PH: (313) 242-0218

<u>Prime Sponsor</u>	<u>Director/Address</u>
Muskegon, Oceana Counties	Paul Roy, Director Employment & Training Department 953 E. Keating Muskegon, MI 49442 PH: (616) 724-6381
Oakland County	Harold McKay, Manager Employment & Training 140 S. Saginaw Pontiac, MI 48058 PH: (313) 858-1033
Ottawa County	Gary Scholten, Director CETA Program 12451 James Street Holland, MI 49423 PH: (616) 399-3355
Saginaw County	Dennis Brieske, Director CETA Program Saginaw County Courthouse 111 South Michigan Avenue Saginaw, MI 48602 PH: (517) 793-4561
St. Clair County	Richard Bingham, Director CETA Program 511 Fort St., Suite 400 Port Huron, MI 48060 PH: (313) 987-4884
City of Warren	William E. Collin, Director Dept. of Personnel Management 29500 Van Dyke Avenue Warren, MI 48093 PH: (313) 574-4500
Washtenaw County	Patricia Bambery CETA Coordinator 212 S. Fourth Avenue Suite 8 Ann Arbor, MI 48104 PH: (313) 994-1640
Wayne County	Arthur M. Lewis, Director Wayne County Office of Manpower 1600 David Stott Bldg. 1150 Griswold Detroit, MI 48226 PH: (313) 224-7160

Prime SponsorDirector/Address

BOS 1A

Price Banks, Director
 Livingston County Department
 of Internal Services
 820 E. Grand River
 Howell, MI 48843
 PH: (517) 546-7450

BOS 3

Judy Haas, Director
 Branch-St. Joseph Employment &
 Training Consortium
 36½ Division Street
 Coldwater, MI 49036
 PH: (517) 279-8409

BOS 4

Carl Benedix, Director
 Region IV Consortium
 Cass County Service Building
 R.R. #2, Hospital Street
 Cassopolis, MI 49031
 PH: (616) 445-8645

BOS 7A

Frank Lenard, Director
 Thumb Area Consortium
 c/o Hahn Real Estate Building
 6240 West Main Street
 Cass City, MI 48726
 PH: (517) 872-3065

BOS 7B

Roberta Volker, Director
 Region 7B Employment & Training
 Consortium
 1375 S. Clare
 Harrison, MI 48625
 PH: (517) 386-3864

BOS 8A

Paul Griffith, Director
 West Central Michigan Employment
 and Training Consortium
 119 North Michigan
 Big Rapids, MI 49307
 PH: (616) 796-4891

BOS 9

Kurt Ries, Director
 Northeast Michigan Manpower
 Consortium
 P.O. Box "G"
 Onaway, MI 49765
 PH: (517) 733-8548

Prime SponsorDirector/Address

BOS 10

Alton M. Shipstead, Director
Northwest Michigan Manpower
Consortium
531 South Union
Traverse City, MI 49684
PH: (616) 947-4780

BOS 11

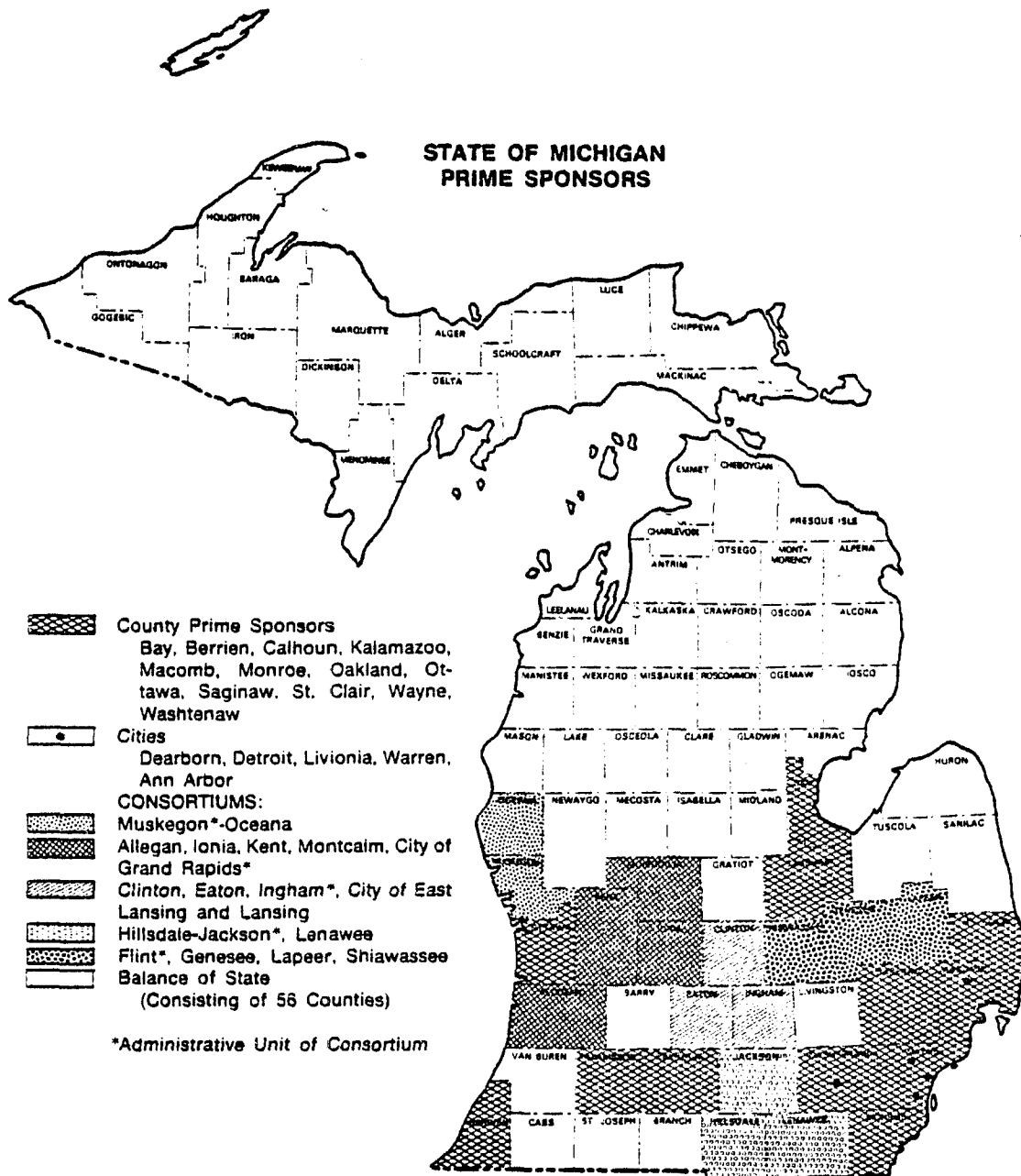
Donald E. Walsh
E.U.P. Employment & Training
Consortium
Urban Center, P.O. Box 717
408 Ashmun Street
Sault Ste. Marie, MI 49783
PH: (906) 635-1752

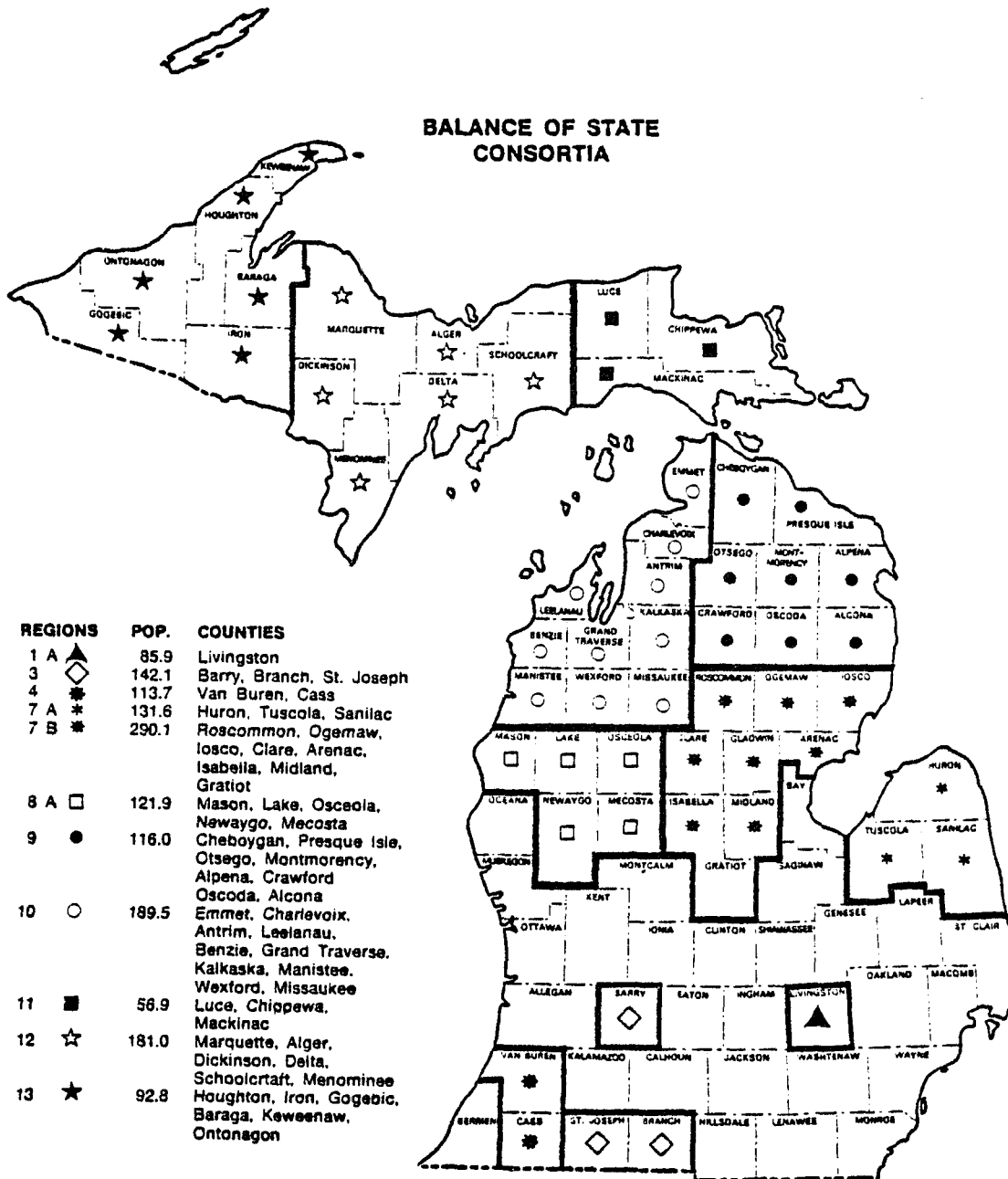
BOS 12

Thomas Hazelwood, Director
Six-County Consortium for
Employment & Training
2415 First Avenue, North
Escanaba, MI 49829
PH: (906) 789-9732

BOS 13

James Saari, Director
Western U.P. Manpower Consortium
P.O. Box 370
Ironwood, MI 49938
PH: (906) 932-4059





APPENDIX D

- 1 - Survey Instrument
- 2 - Cover Letter for Survey
Instrument
- 3 - Follow-up Letter for
Survey Instrument

COMMUNITY COLLEGE PARTICIPATION IN CETA
EMPLOYMENT AND TRAINING PROGRAMS
DURING FY 1978 & FY 1979

SURVEY INSTRUMENT

DIRECTIONS: The purpose of this survey is to determine the extent and level of community and junior college participation in your employment and training activities and programs under the Comprehensive Employment & Training Act during FY 1978 and FY 1979. Please read and respond to the following questions as frankly and honestly as you can. Your name is not required for this questionnaire. If you have any questions, please contact Richard Jackson by phone at (517) 373-3395 between 8 a.m. and 5 p.m. Monday through Friday.

I. PRIME SPONSOR INFORMATION

1. Prime Sponsor Area _____
2. Type of Jurisdiction City _____ County _____ Consortium _____ BOS _____
3. Population of the jurisdictional area _____
4. What were your final funding levels for the respective years and titles?

	FY 1978	FY 1979
Title I (Title II ABC)	\$ _____	\$ _____
Title I Vocational Education	\$ _____	\$ _____
Title II PSE (Title II-D)	\$ _____	\$ _____
Title III YETP (Title IV)	\$ _____	\$ _____
Summer Youth Program	\$ _____	\$ _____
Title VI PSE	\$ _____	\$ _____
Skill Training Improvement Program (STIP)	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____

5. What types of activities did you provide and how many persons did you serve by year and activity?

	1978	1979
<u>ACTIVITY</u>	<u>NUMBER OF PERSONS</u>	
Classroom Training	_____	_____
Counseling and Guidance	_____	_____
Career Exploration	_____	_____
Job Placement	_____	_____
On-The-Job Training	_____	_____
Work Experience	_____	_____
Public Service Employment	_____	_____
OTHER: _____	_____	_____
_____	_____	_____

II. ADVISORY COUNCIL INFORMATION

1. How was your advisory council membership selected?

2. How many educational representatives were on your advisory council?

(1978) _____ (1979) _____

3. What educational agencies did they represent? (check each that apply)

	1978	1979
Local educational agency	_____	_____
Intermediate School District	_____	_____
Area Vocational Center	_____	_____
Community College	_____	_____
Private Occupational School	_____	_____
4-year public institution	_____	_____
4-year private institution	_____	_____
OTHER: _____	_____	_____

4. Have community colleges been involved in the planning process?

(1978) Yes _____ No _____ (1979) Yes _____ No _____

How? (e.g. Council members; consultants; special committee; etc.)

5. Have community colleges had voting representatives on your advisory councils? (1978) Yes _____ No _____ (1979) Yes _____ No _____

6. What was the position of the representative from the community colleges(s)?
(check each that apply)

1. President _____	4. Personnel Director _____
2. Vice President _____	5. Grants Specialist _____
3. Division Director/Chairman _____	6. Other _____

7. How would you rate the participation of the community college representative as a member of the advisory council considering such factors as: meeting attendance, willingness to serve, discussion participation, cooperation, recommendations, information resource, etc.?

Poor Low Average High Excellent

1		2		3		4	5

8. If you have not had a representative from a community college on your advisory council, please indicate the reason(s).

III. PROGRAM AND ACTIVITIES INFORMATION

1. Have you utilized community colleges to provide any programs, services, or activities?

In 1978 Yes _____ No _____ In 1979 Yes _____ No _____

Name of Community College

Name of Community College

2. If you have utilized community colleges, please indicate the number of persons served by year and program/activity.

Activity or Program

Persons Served

1978

1979

a) Classroom training - class-size

b) Classroom training - Individual referral

c) Guidance and Counseling

d) Career exploration

e) On-the-Job Training

f) Work experience

g) Public Service Employment

h) OTHER: _____

3. Which of the above activities would you consider to be most appropriately provided by the community colleges (please identify by letter).

a _____ b _____ c _____ d _____ e _____ f _____ g _____ h _____

Comment: _____

4. Which activities are least appropriate for community colleges?

a _____ b _____ c _____ d _____ e _____ f _____ g _____ h _____

Comment: _____

5. Were the programs, activities, or services provided by the community college also available through other program deliverers?

Yes _____ No _____

If yes, which deliverers (Local schools, private school, C.B.O., etc.)?

Comment: _____

6. Why was the community college selected over other program deliverers for these activities or programs?

ACTIVITY/PROGRAM

REASON

7. What factors make the community college a competitive or a preferred delivery agency? (e.g. More flexible; open entry-exit; programming variety.)

Activity

Factors

[illegible]

8. What factors do not make the community college a competitive or a preferred delivery agency? (e.g. lack of flexibility, lack of interest, administrative or operational problems.)

Activity

Factors

[illegible]

9. Identify the CETA enrollment levels by courses or occupational cluster in which classroom training participants were enrolled in community colleges.

<u>Course/Occupational Cluster</u>	<u>Enrollment Levels</u>	
	<u>FY 1978</u>	<u>FY 1979</u>
A. Secretarial Occupations		
Stenographer	_____	_____
General Office/Clerk Typist	_____	_____
Bookkeeping	_____	_____
OTHER: _____	_____	_____
_____	_____	_____
B. General Business Occupations		
General Merchandising	_____	_____
Retail Management	_____	_____
Business Machine Operator	_____	_____
Tellers/Banking	_____	_____
Stock - Inventory Clerks	_____	_____
OTHER: _____	_____	_____
_____	_____	_____
C. Data Processing Occupations		
Keypunch/Equipment Operators	_____	_____
Computer Programmer	_____	_____
Computer Operations/Repair	_____	_____
OTHER: _____	_____	_____
_____	_____	_____

	<u>FY 1978</u>	<u>FY 1979</u>
D. Service Occupations		
Hotel/Motel/Resort Workers	_____	_____
Cosmetology	_____	_____
Barbering	_____	_____
Child Care - Guidance	_____	_____
Education Worker (Aide)	_____	_____
Social Service Worker (Aide)	_____	_____
OTHER: _____	_____	_____
_____	_____	_____
E. Health Occupations		
Nurses Aide/Health Aide	_____	_____
Medical - Dental Assistant	_____	_____
Licensed Practical Nurse	_____	_____
Registered Nurse	_____	_____
General Health Occupations	_____	_____
OTHER: _____	_____	_____
_____	_____	_____
F. Food Service Occupations		
Cook - Chef	_____	_____
Food Management	_____	_____
Waiter - Waitress	_____	_____
OTHER: _____	_____	_____
_____	_____	_____

	<u>FY 1978</u>	<u>FY 1979</u>
G. Trade and Industrial		
Welding and Cutting	_____	_____
Machine Operations/Tool & Die	_____	_____
Auto Mechanics	_____	_____
Other Automotive/Diesel	_____	_____
Building Trades/Carpentry	_____	_____
Electrical Occupations	_____	_____
Graphic Arts/Photography	_____	_____
Aviation Occupations	_____	_____
OTHER: _____	_____	_____
_____	_____	_____
H. Agriculture Occupations		
Mechanics	_____	_____
Landscaping	_____	_____
Floriculture/Horticulture	_____	_____
OTHER: _____	_____	_____
_____	_____	_____

IV. GRANTS AND FISCAL INFORMATION

1. From the funds available for each title, please indicate (rounded to the nearest thousand) how much was spent by category overall and of that amount, how much went to community colleges. Include Vocational Education funds under Title I.

A. TITLE I (TITLE II ABC)

<u>Category</u>	FY 1978		FY 1979	
	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment Assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

B. TITLE II PSE (TITLE II-D)

<u>Category</u>	Total Funds		Community College	
	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment Assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

C. TITLE III Y.E.T.P. (TITLE IV)

<u>Category</u>	FY 1978		FY 1979	
	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment Assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

D. TITLE III Y.C.C.I.P. (TITLE IV)

<u>Category</u>	FY 1978		FY 1979	
	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

E. SUMMER YOUTH PROGRAMS

<u>Category</u>	FY 1978		FY 1979	
	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment Assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

F. TITLE VI P.S.E.

<u>Category</u>	FY 1978		FY 1979	
	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment Assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

G. SKILL TRAINING IMPROVEMENT PROGRAM

<u>Category</u>	FY 1978		FY 1979	
	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment Assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

H. OTHER: _____

<u>Category</u>	<u>Total Funds</u>	<u>Community College</u>	<u>Total Funds</u>	<u>Community College</u>
Classroom Training	\$ _____	\$ _____	\$ _____	\$ _____
Counseling and Guidance	\$ _____	\$ _____	\$ _____	\$ _____
Employment Assistance	\$ _____	\$ _____	\$ _____	\$ _____
On The Job Training	\$ _____	\$ _____	\$ _____	\$ _____
Work Experience	\$ _____	\$ _____	\$ _____	\$ _____
Public Service Employment	\$ _____	\$ _____	\$ _____	\$ _____
OTHER: _____	\$ _____	\$ _____	\$ _____	\$ _____
_____	\$ _____	\$ _____	\$ _____	\$ _____

V. RECOMMENDATIONS

1. What recommendations would you make to improve and/or increase the level, quality, and delivery system of community colleges under CETA.

2. Any additional comments.

Thank you for your time and assistance, If you would like a copy of the completed study, please complete the information below or contact me by phone at (517) 373-3395.

NAME _____

ADDRESS _____

CITY AND ZIP CODE _____

COVER LETTER FOR
SURVEY INSTRUMENT

3116 Fairway Court
Lansing, Michigan 48912

October 19, 1979

I am conducting a field-based research survey examining the participation of Michigan's public Community and Junior Colleges in prime sponsor administered CETA programs and activities. The purposes of the study are to (1) determine the level and manner of involvement these educational institutions have had during a two year period and (2) identify the unique models and programs at these institutions.

The study will be the basis for my doctoral dissertation and provide the Department of Education with information to improve the involvement of these institutions in CETA programs and activities.

I realize prime sponsor directors receive many requests for information and surveys, I would greatly appreciate it, however, if you or a member of your staff would take the time to complete the attached survey and return it to me not later than Friday, November 9, 1979.

I will be conducting a series of interviews with selected prime sponsors and community colleges as a follow-up to the survey and will be happy to share with you findings from that effort. If you have any questions, please call me by phone at (517) 373-3395.

Thank you for your time and assistance.

Sincerely,

Richard A. Jackson

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FOLLOW-UP LETTER
FOR
SURVEY INSTRUMENT

3116 Fairway Court
Lansing, Michigan 48912

December 5, 1979

Mr. James McGowan, Director
Bay County Department of Public
Service Careers
301 - 2nd Street, P.O. Box 391
Bay City, Michigan 48707

Dear Mr. McGowan:

I am writing in follow-up to the community college research survey I mailed you on October 19, 1979. In general, the response has been excellent and I have started to compile and analyze the survey results received from other prime sponsors and Balance of State Consortiums. I have not yet received your survey and I am anxiously awaiting it to see how you have worked with Delta Community College and/or other community colleges.

In case the original survey was misplaced, I am enclosing a second copy. I would appreciate receiving it as soon as possible so I can complete this phase of the study.

If I can be of any assistance, please don't hesitate to contact me by phone at (517) 373-3395.

Thank you again for your time and assistance.

Sincerely,

Richard A. Jackson

enclosure

APPENDIX E

Legal Citation: Prime
Sponsor Planning Councils

LEGAL CITATION

COMPREHENSIVE EMPLOYMENT & TRAINING ACT
OF 1978 AS AMENDED
P. L. 95-524

PRIME SPONSORS PLANNING COUNCILS

"SEC. 109. (a) Each prime sponsor designated under section 101(c) shall establish a planning council.

"(b) Each planning council established under subsection (a) shall consist of members who are representative of the eligible population (including significant segments thereof), organized labor, employees who are not represented by organized labor, community-based organizations, the employment service, veterans organizations, representatives of handicapped individuals, vocational education agencies, public assistance agencies, other education and training agencies and institutions, business, labor, and, where appropriate, agricultural employers and workers.

"(c) The prime sponsor shall appoint the members of the planning council, designate a public member as chairperson and furnish staff to provide professional, technical, and clerical assistance to the council.

"(d) The planning council shall meet no less than 5 times per year. The meetings shall be publicly announced, and, to the extent appropriate, open to and accessible to the general public.

"(e) The council shall (1) participate in the development of, and submit recommendations regarding, the prime sponsor's comprehensive employment and training plan and the basic goals, policies, and procedures of the prime sponsor's programs and of other employment and training programs in the prime sponsor's area; (2) monitor, and provide for objective evaluation of, employment and training programs conducted in such area; and (3) provide for continuing analyses of the need for employment, training, and related services in such area, including efforts to reduce and eliminate artificial barriers to employment. Special consideration shall be given to the recommendations of the planning council, but any final decision with respect to such recommendations shall be made by the prime sponsor."

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