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A CASE STUDY OF TRADE-ADJUSTMENT - ASSISTANCE-SPONSORED
COMMUNITY-COLLEGE TRAINING FOLLOWING THE LYONS/MUIR
CHRYSLER PLANT CLOSING

Michigan State University

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LYONS/MUIR CHRYSLER PLANT CLOSING

By

Donald C. Burns

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ABSTRACT

A CASE STUDY OF TRADE-ADJUSTMENT-ASSISTANCE-SPONSORED COMMUNITY-COLLEGE TRAINING FOLLOWING THE LYONS/MUIR CHRYSLER PLANT CLOSING

By

Donald C. Burns

Following the Lyons/Muir, Michigan, Chrysler Plant closing in the summer of 1979, 150 displaced workers enrolled in Trade-Adjustment-Assistance-sponsored training at Montcalm Community College. This research, conducted in early 1982, used a case-study approach, including reviews of written documents, interviews, and a follow-up study, to gather information about and develop an understanding of the community-college training of the displaced workers. The writer described program goals and expectations and the training process from three points of view (Department of Labor, community college, and participants), discussed participant outcomes, and tested four propositions concerning employment following training and eight related questions concerning participants' educational achievement and perceptions of program benefit. The test data were documented to support their generalization to other cases.

Although the goals and expectations of the three groups were not identical, e.g., the community college was interested in increased enrollment and the participants were interested in extended funding

allowances, they were compatible and did not appear to conflict. The training was a hurried process, supported by two agencies that worked well with each other and the participants. There was some lack of information and a need for improved services, but, in general, agency intentions and services were positive.

On the average, participants completed more than 30 semester credit hours and maintained a B- (2.83 grade point) average. They were satisfied with college services except for pre-enrollment testing and job placement. In February-March 1982, 56 percent were employed. Males were significantly more successful in gaining employment than were the females. Those who gained employment were significantly younger than those who did not. Although many did not immediately gain employment and there was a need for improvement in services, the participants perceived the program as being beneficial.

Based on the findings, recommendations were made for changes in TAA guidelines, for community-college training following plant closings, and for further research on displaced workers.

I dedicate this work to two very special people:
my parents, Louis Michael and Florence Hogan Burns.

ACKNOWLEDGMENTS

I am very grateful for the assistance that I received from Gabriella Belli, Dr. James Buschman, Susan Cooley, Jane La Londe, Leslie Morford, Roberta Moutsatson, Dr. James Nelson, and my wife, Maureen. Maureen not only provided much help, but she was, in fact, a single parent to our four children from January through June of 1982.

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CHAPTER I

INTRODUCTION

The Problem

In spring 1979, the Chrysler Corporation decided to close its trim plant in Lyons, Michigan.¹ For the plant's 900 employees, who had been very productive workers, it was a devastating blow. The plant was closed, not because of poor work quality, but rather because Chrysler Corporation was experiencing a major financial crisis. Because the closing was related to the Trade Act of 1974 (affected by foreign trade), the employees were eligible for retraining benefits through the Trade Adjustment Assistance (TAA) program.² A number of workers chose to attend a nearby community college. Enrolling in a variety of programs of study, they proceeded to train for new jobs. From August 1979 through September 1981, participants received financial support as they took coursework and prepared to change their work lives. TAA funding ceased in October 1981, and for all intents and purposes the TAA program came to an end. Hence January 1982, at the end of the program and before the participants dispersed, was an appropriate time for evaluation.

¹Commonly referred to as Lyons/Muir because of the proximity of the two villages.

²The Trade Adjustment Assistance program is discussed in more detail in a later section of this chapter.

What are those participants doing now? Did the program serve a purpose? What really transpired? To gain answers to such questions, it is necessary to understand the program environment. Because three groups of people were involved (the Department of Labor, a community college, and the program participants), there were three perspectives to the training activities. Each group had its own expectations and, as the training took place, each viewed the process from its own perspective. Therefore, an accurate description of the training process necessitated input from each of these groups.

Purpose of the Study

The purpose of this study was to describe the TAA-sponsored community-college training program as viewed by the participants, by the Department of Labor, and by the community college; to describe the outcomes of the training; and to describe participant reactions to the training experience.

The overall research question was: What was the working relationship between the participants, the Department of Labor, and the community college as plans were developed, training took place, and participants returned to their life-career activities? More specifically, what were the goals and expectations of each group? What happened and how did it happen, from the perspective of each group? What were the participants' educational and employment outcomes? What were the participants' reactions to the training program?

Importance of the Study

Such programs as TAA-sponsored training are often implemented for political reasons and end on a similar basis, without sufficient research knowledge or base. In Trade Adjustment Assistance: A Case Study of the Shoe Industry in Massachusetts, McCarthy (1975) presented one of the only studies of TAA benefits following a plant closing. However, he did not provide any meaningful information about training aspects; rather, he emphasized how benefits helped to supplement income for laid-off workers as they attempted to find new employment. The present study represents the first and only description of TAA-sponsored training--the kind of information needed by the government or others who might consider such training in the future.

Because of the changing job market, there are many indications that the need for assistance programs will increase in the future. According to Anderson (1981),

The American job market is changing with a speed that confounds even the experts. Over the next decade, sweeping economic and technological transformations will alter the jobs people do and the ways they do them. Older, heavy industries such as steel and automobile manufacturing will continue a retrenchment that has already begun--and the semiskilled legions who served them will be hard pressed to find similar work. Meanwhile, high-tech companies in shiny new fields, from robotics to bioengineering, will be snapping up qualified workers as fast as schools turn them out. It will be a decade of dramatic demographic, geographic and educational realignment. And it will be painful. (p. 88)

Changing technology is not the only factor. In the United States, capital is moving at an ever-increasing rate. Bluestone (1980) stated,

You don't have to be an economist or an unemployed worker to be aware of the epidemic of plant closings and other forms

of capital flight now sweeping the country. From day to day or week to week, it may be a shirt factory in Connecticut, a steel mill in Ohio or an automobile plant in California, and however this disinvestment takes place, its repercussions on people, communities and even the productivity of the American economy as a whole are often devastating. In fact, the economic and social wreckage left in the wake of capital flight is fast becoming a major American crisis. (p. i)

Because community colleges are service organizations, they attempt to meet the needs of their constituencies. They are established to meet the unique educational needs of local community members, which includes providing career training. Community colleges should be involved in retraining efforts following such catastrophies as plant closings. Yet very little has been written about the community college's role in response to plant closings. Although Virginia Highlands Community College developed a Job Preparedness Center at Saltville in 1971; North Central Technological College initiated Project Care in Mansfield, Ohio, in 1978; and Orange County Community College provided services to those affected by a Ford plant closing in Middletown, New York, in 1980, there has been no written discussion of common approaches to retraining workers after plant closings. Nor has special emphasis been placed on how community-college retraining functions fit into the lives of displaced workers. This investigator considered the approaches of the above-named community colleges, as well as Montcalm Community College, and describes both the process and outcome of these training programs in succeeding sections of the dissertation.

Research Approach

The case-study approach was used in this work because the case design is "typically used to answer questions that ask for descriptions of a program's participants, goals, activities and results" (Fink & Kosecoff, 1978, p. 15). The population under investigation comprised 150 former Lyons/Muir Chrysler Plant workers who became Montcalm Community College students during or after fall semester 1979. Since the funding guidelines required each participant to take a minimum number of courses directed toward a specific career, each was a full-time occupational-education student.

The data-collection process, which is described more fully in Chapter III, consisted of several steps, based on a modified version of a model suggested by Fink and Kosecoff. Initial participant goals and expectations were identified from minutes of meetings, newsletters and other documents prepared by participants during the preceding two and one-half years. Department of Labor goals and expectations were formulated from government documents and discussions with TAA officials. Community-college goals and expectations were developed from written materials describing Montcalm Community College goals and objectives and discussions with Montcalm Community College staff members. With these goals and expectations in mind, specific questions were formulated, sources of information identified, and data-collection techniques determined.

Data were gathered through the use of three data-collection techniques: document and record reviews, a survey, and personal interviews. The investigator reviewed such documents as the Trade

Act of 1974, Federal Register guidelines, and Montcalm Community College catalogs to begin compiling information on goals and expectations and to complement survey and interview data. Records such as community-college transcripts were reviewed to determine educational achievement. A survey was administered to determine participants' goals and expectations, reactions to community-college services, employment status, and perceptions of program benefits. Interviews were conducted to substantiate survey information and to describe what happened and how it happened from three points of view (Department of Labor, community college, and participants).

The writer reviewed the aforementioned documents, using suggestions from members of each of the three groups, and he conducted the record reviews in conjunction with community-college officials. The survey and interview instruments, developed with input from the Department of Labor and participants, were administered with the help of the community college. By using numerous information sources and data-collection instruments, the investigator was able to develop a triangulation or cross-referencing technique. The advantage of this particular technique for collecting information about an event should be stressed. The case-study worker's primary intention is to respond to the multiplicity of perspectives present in a social situation. See Appendix F for additional information concerning the investigator's perspective.

Limitations

Information was collected by means of several techniques, each of which has advantages and disadvantages. It is important to

note these strengths and weaknesses, as well as the limitations they impose on a study.

Although record reviews are unobtrusive and relatively inexpensive, they can be difficult to complete because of legalities, disorganization of information, or simply unavailability. Questionnaires, although fairly inexpensive and relatively easy to analyze, have the disadvantage of limiting the kind of information obtained. Interviews, on the other hand, permit flexibility and allow the interviewer to pursue unanticipated lines of inquiry. However, they are time consuming, and sometimes the interviewer can unduly influence the interviewee's responses.

Case designs are sometimes called pre-experimental; they can be used to suggest the probable existence of certain outcomes that, if confirmed, can be studied in more controlled situations. Case designs provide the basis for describing; they do not, however, eliminate several threats to validity, as defined by Campbell and Stanley (1971). The most realistic threats to internal validity in the case design used in this study were: (1) history--other events, such as the rising unemployment figures at the same time as the training, changed employment opportunities for participants; (2) maturation--many of the participants were experiencing midlife changes before and during the implementation of the TAA training; and (3) mortality--the inability to communicate with participants who moved away or those who, for other reasons, were unavailable may have restricted comprehensive reporting. The most realistic threats to external validity were as follows: (1) interactive effects of selective bias--the

results of the program for the former Lyons/Muir Chrysler Plant employees will not necessarily be the same for another group of workers; (2) multiple-program interference--in addition to the Department of Labor and community colleges, other service agencies, e.g., the Department of Social Services and the Department of Mental Health, provided services for the participants. It is possible that certain outcomes resulted from these other services or a combination of services.

Setting of the Study

Lyons, Michigan

One must drive through miles and miles of rural countryside to get to Lyons (population 758). Approximately 35 miles north and west of Lansing, Michigan, Lyons is situated on the Grand River. The town founder, Lucias Lyons, is remembered by a marker that bears his name. "The place is called Arthuresburg--but we will change the name--I own the whole town site--it will become one of the most important towns in Michigan," Lyons wrote a relative on February 24, 1936 (Detroit Free Press, November 8, 1981). Figure 1 shows the location of Lyons, Michigan.

Although the Michigan legislature once considered Lyons as a site for the state capital, the town was passed by. Lyons currently consists of a bank, a barbershop that is open three days a week, a tool-and-die workshop, and a building that once housed a furniture store, a one-stall garage, an auto body shop, a VFW post, a small post office, and a bar.

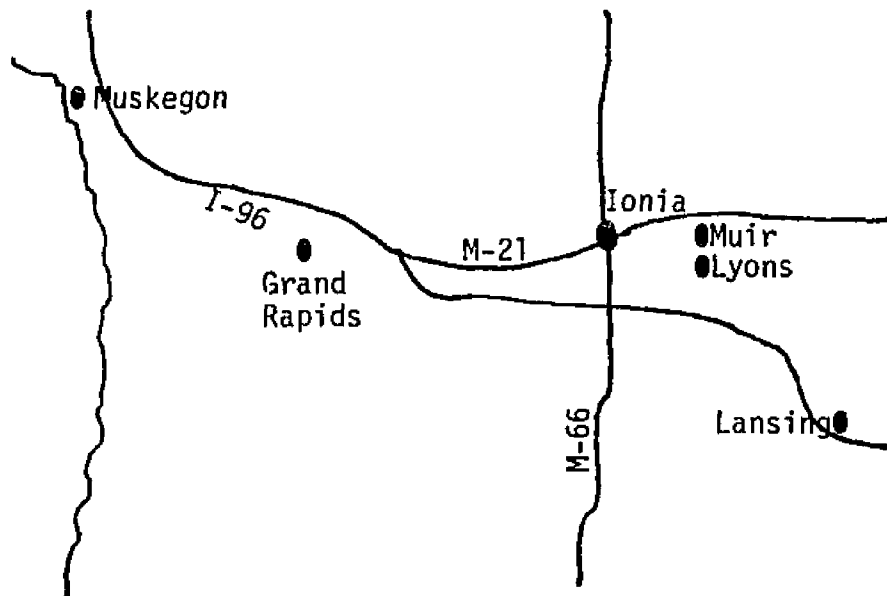


Figure 1.--Location of Lyons, Michigan.

When Chrysler closed its plant in July 1979, Lyons had been economically tied to the automobile industry for more than 20 years. The plant had been built in 1947 to make auto parts and had been owned by several small firms before being purchased by the American Felt Company, which sold it to Chrysler in 1965. Its work history includes numerous times of strife: The American Felt Company experienced a two-week strike in 1964, Chrysler was the target of strikes in 1966 and 1972, and in 1974, as the automobile industry suffered a general recession, the plant nearly closed. Each of these situations caused stress because the people of Lyons, those in its sister city, Muir (population 617), and those in surrounding Ionia County communities had become dependent on economic support from the auto-related plant.

The plant was said to be contributing about \$20 million per year to the local economy.

From June 1979 to December 1981, numerous news articles were written about Lyons. The following are a few of the headlines and comments.

TOWN SHATTERED BY PLANT CLOSING STRIVES TO SURVIVE

For 15 years, Chrysler has been the only major employer in Lyons (pop. 800), a rural community tucked in among corn and soybean fields between Lansing and Ionia on the Grand River. Then suddenly, a little more than two months ago, the shutdown notice was posted at the plant. When the last shift left the plant last Friday, the workers, many of them married couples who worked alongside each other, became unemployed. Only a few have been able to transfer to other Chrysler jobs. (Detroit Free Press, July 24, 1979)

TOWN FULFILLS A GRIM PROPHECY

Grim predictions of a surge in suicides, child and spouse beatings, alcoholism and drug abuse greeted the closing a year ago of Chrysler Corp.'s Lyons trim plant. To the sorrow of this west-central Michigan town, the forecast, offered by Ionia County Welfare Director Mel Haga, has come true. And the future looks even darker. The real crisis begins now. (The Detroit News, June 23, 1980)

LAYOFFS HURT OTHERS, TOO

Larry Miller never worked in the Chrysler trim plant here. He wasn't a member of the UAW, nor was he one of the production workers whose careers slipped away when the plant closed. But like others in the area, the closing of the trim plant a year ago directly affected Larry Miller, his life, his business, his dreams. Miller is the owner and operator of Larry's Auto Tune-Up Service, a repair shop on Bridge Street in this out-of-the-way village's small business district. When the plant closed, he lost a contract to service and maintain the vehicles assigned to the plant. (The [Lansing, Michigan] State Journal, July 20, 1980)

LITTLE LYONS CLINGS TO LIFE

Hard times get harder. There is one more lesson. A plant closing can linger almost indefinitely, especially when the closing has been cushioned by union or government benefits. For some Lyons workers, those benefits recently have run out.

It is probably the hardest time now for some folks, says Buelah Piercefield from behind the counter at the Village Restaurant in nearby Muir. "For a lot of folks, this is the

first winter without a guaranteed wage." No businesses had to shut down in Lyons after the plant closed, although the few that are in the village are hurting. Lemuel Freeman, for example, says his house-painting business has dropped about half. "People are just not spending," he says. There is also \$11,000 in uncollected taxes, which according to businessman and Lyons village councilman, Francis Ralph, is more in unpaid taxes than Lyons has seen in some time. (Detroit Free Press, November 8, 1981)

Ionia County

Ionia, a rural county, has only a handful of towns scattered within its boundaries. The largest city, also named Ionia, has a population of 6,300. The other towns with more than 1,000 residents are Belding, Portland, Lake Odessa, and Saranac. Because of the limited number of major employers in Ionia County, ties to Lansing and Grand Rapids are strong. Agriculture is an important part of the local economy, but manufacturing and state-government jobs provide the most significant employment opportunities. All of the major employers are found within these two categories. Historically, the largest manufacturing operations have been tied to the capital-equipment, refrigeration, and automobile industries. A study conducted in 1979 predicted difficult times for Ionia County because of its labor-market makeup.

A review of an area's economic base, or industrial composition, provides the basis for an assessment of the impact which national, state, and local developments may have upon the local economy. The ability to respond to changes in the business cycle, as well as significant disruptions to the local employment base, reflect the industrial and occupational composition of the area. Historically, local areas with a large dependency on manufacturing employment are more volatile to adverse economic changes than labor markets with a highly diversified industrial base. Compared with both the nation and state, the industry profile of Ionia county indicates a much heavier reliance on the manufacturing sector as an employment source. Consequently, the business downturn expected for the last half of 1979, coupled with the

July 1979 closing of the Chrysler Trim Plant will have significant implications for the economic health of Ionia County. (Michigan Employment Security Commission, 1979)

Historically, Ionia County's jobless rate has been higher than that of Michigan and of the nation as a whole. (See Figure 2.) Table 1 shows unemployment-rate comparisons for Ionia County and surrounding areas from 1970 through 1978.

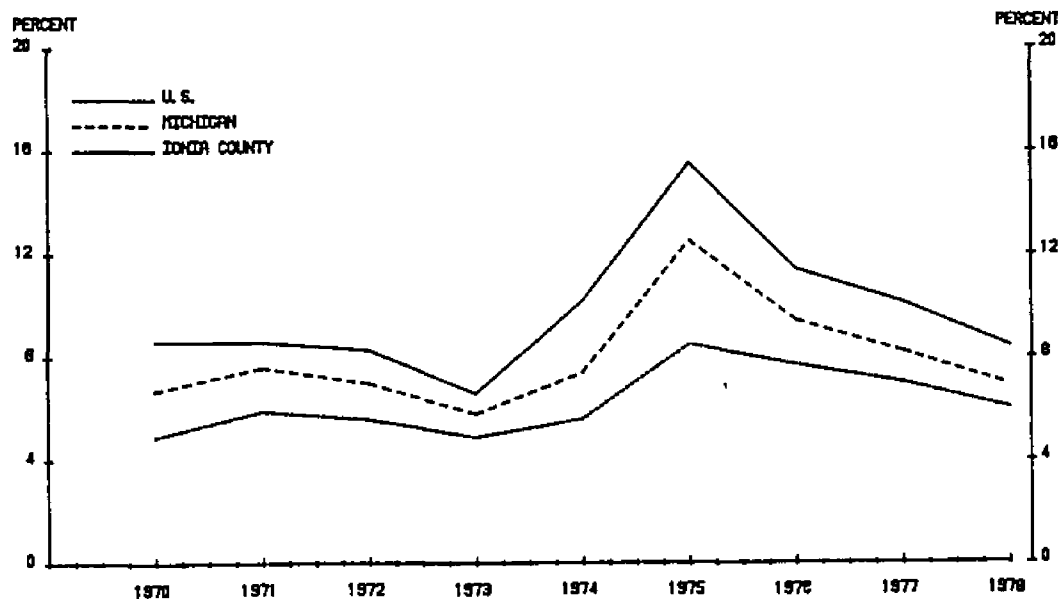


Figure 2.--Unemployment rates: United States, Michigan, and Ionia County. (From Michigan Employment Security Commission, Research and Statistics Division, Area Labor Market Review: Ionia County Michigan. A report prepared by the Outstate Labor Market Analysis Unit, August 1979, p. 15.)

Like the town of Lyons, Ionia County has been spotlighted by the news media. Independent Network News Correspondent Richard Townley, reporting on December 23, 1981, characterized the county in this

Table 1.--Annual average unemployment rate comparisons: Ionia County and surrounding areas.

	1978	1977	1976	1975	1970
Michigan	6.9%	8.2%	9.4%	12.5%	6.7%
Lansing-East Lansing SMSA	6.3	7.7	8.6	11.9	6.5
Clinton County	5.1	6.2	6.9	9.6	5.2
Eaton County	4.7	5.7	6.5	9.0	4.8
Ingham County	6.6	8.0	9.1	12.5	6.8
Ionia County	8.4	10.2	11.4	15.5	8.6
Grand Rapids SMSA	5.0	6.3	7.9	11.3	6.5
Kent County	5.1	6.4	8.1	11.5	6.7
Ottawa County	4.7	5.8	7.4	10.6	6.1
Greenville LMA (Montcalm County)	13.3	15.9	17.9	18.1	6.5

KEY: SMSA = Standard Metropolitan Statistical Area.
LMA =

Source: Michigan Employment Security Commission, Research and Statistics Division, Area Labor Market Review: Ionia County Michigan, a report prepared by the Outstate Labor Market Analysis Unit (August 1979), p. 19.

manner: "Ionia County, Michigan, is a Christmas-card-looking place, but it happens to be the depressed center of a very depressed state."

Chrysler Corporation

Chrysler Corporation established its Lyons plant in 1965, and from that time until July 1979 the firm represented one of the largest single employers in Ionia County. It provided work for more than 900 employees and paid a relatively high wage (average wage \$8.50 per hour) and substantial fringe benefits. This pay rate was particularly high when compared with the estimated wages for other jobs in Ionia County in 1979. (See Table 2.) A job at the Lyons Trim Plant represented more than just work--it meant a solid income and pride as an employee of a prestigious company.

During the 1974 recession, Chrysler laid off nearly 600 employees as it suffered through a dramatic sales slump. As the economy turned, however, the plant regained and exceeded its former strength. When plant-closing rumors circulated in early 1979, employees hoped that they would not suffer a return to the 1974 situation. However, the results turned out to be even worse than before.

On May 3, 1979, Chrysler Corporation announced that it had lost \$52.8 million in the first quarter of that year. Although this loss was not as great as the one for the same period during the previous year (\$120 million in the first quarter of 1978), the cumulative effect during a period in which the company had hoped to break even was staggering. Chrysler's new president, Lee Iacocca, indicated that the company had fallen behind in the small-car market and that sales of larger models continued to slump.

Table 2.--Estimated earnings levels for selected occupations: Ionia County (March 1979).

Occupation	Average Low	Average	Average High
Arc welder	\$3.40	\$4.80	\$6.80
Assembler, production	2.90	5.00	7.00
Boring mill operator	2.90	4.50	5.75
Carpenter	2.90	4.50	9.00
Clerk	2.90	3.50	5.56
Die electric press operator	5.50	5.60	6.00
Drill press operator	2.90	3.20	5.20
Electrician	3.50	4.90	6.46
Fork-lift operator	2.90	5.00	5.38
General laborer	2.90	3.80	6.50
Inspector	3.15	4.60	7.08
Janitor	2.90	3.50	5.18
Punch press operator	2.90	4.40	5.68
Spray painter	4.10	4.90	6.78
Stenographer	3.85	4.80	6.46
Tool and die maker	3.40	5.80	7.00
Typist	2.90	3.25	5.67

Source: Michigan Employment Security Commission, Research and Statistics Division, Area Labor Market Review: Ionia County Michigan, a report prepared by the Outstate Labor Market Analysis Unit (August 1979), p. 35.

Chrysler Corporation executives had expected to face tough times in 1978 and 1979, but they did not expect the massive losses they actually incurred--nearly two and one-half times what they had predicted. "General Motors Corporation and importers took 70 percent of the April market, Iococca noted. 'If that continues, it's a

disaster. Something's out of sync here. I don't think it can continue . . . there'll be nothing (among imports) left to buy,' he added" (Ionia Sentinel Standard, May 5, 1979).

On Friday, May 4, 1979, the plant closing was announced. In an effort to save several million dollars, the work of the Lyons plant was consolidated with that of the Detroit Trim Plant and a plant in Ajax, Ontario. Congressman Harold Sawyer, U.S. Representative from the 5th District, sent a letter to Chrysler Corporation in an attempt to stop or slow down the plant-closing process. Following is an excerpt from that letter:

Respectfully request you cease any further action on plant closing pending thorough review of entire proposal. I would like to meet with you or any of your management people in a sincere effort to work this matter out in such a way as to fully serve the best interests of your plant employees in Ionia County, as well as Chrysler Corporation. (Ionia Sentinel Standard, May 5, 1979)

Despite Congressman Sawyer's efforts, the plant closing took place. Workers were laid off throughout early summer 1979. By July 20, the official day of the plant closing, production was closed out. Final layoffs, except for a supervisor and a small maintenance crew, were announced on September 7. Shortly thereafter, the charter of United Auto Workers Local 1424 was removed and placed in escrow, which meant the local union officially no longer existed. The once-active facility was stripped of machinery and workers (The [Lansing, Michigan] State Journal, July 20, 1980).

Chrysler Corporation attempted to soften the blow by offering employees work opportunities in other plants, such as the Detroit Trim Plant, and by allowing workers 55 years old or older, with at

least 10 years of seniority, to draw on a special early retirement fund. Few employees accepted the transfer options, but about 70 people signed up for early retirement.

The Chrysler Employees

The Chrysler Trim Plant in Lyons provided a wide range of occupations: engineers, designers, sewing-machine operators, nurses, checkers, and janitors. The major portion of the work force comprised hourly personnel (approximately 85 percent); more than 90 percent of the total work force was classified as blue collar. A large number of the employees were women with long-term seniority and high wages. (See Table 3.)

Personal notes from employees give insight into their feelings at the time of the plant closing.¹ An employee named Jane Beaman shared feelings of frustration through notes she kept during spring 1979:

May 4, 1979:

1 p.m.: Chrysler Corporation announces that they are discontinuing operations at the Lyons Trim Plant, Lyons, Michigan.

2 p.m.: The workers on the line are notified by their Supervisors of such. SHOCKED AND SICK AT HEART--is to put it very mildly, the reaction to the announcement. Some didn't believe it, others were very angry. The tears flowed and remarks like--How can they do this to us again?--remembering October 1974, when Chrysler made a like announcement, only to start up operations here again in June of 1975, because the Chrysler Trim Plant in Detroit could not handle the operations.

Chrysler admits, we put out better quality work and have a better attendance record here. But they must cut back somewhere and because the Detroit Trim Plant has the facilities to absorb our jobs, they are moving them there. Also there is the expense

¹The actual names of the employees quoted in this section were changed to protect their anonymity.

Table 3.--Characteristics of laid-off Chrysler Lyons Trim Plant workers registered with the Ionia
MESC Job Service Office--July 1979.

	Occupations	Machine Trades	Benchwork	Structural Work	Miscellaneous
Total (Number)	455 ^a	102	175	88	55
(Percent)	100.0%	100.0%	100.0%	100.0%	100.0%
Sex:					
Male	33.0%	44.1%	20.0%	36.4%	32.7%
Female	67.0	55.9	80.0	63.6	67.3
Age:					
Under 25 years	9.0%	12.7%	5.7%	11.4%	9.1%
25-44 years	53.9	50.0	55.4	53.4	61.8
Over 44 years	36.9	37.3	38.9	35.2	29.1
Education:					
Under 12 years	37.8%	37.3%	37.1%	40.9%	49.1%
12 years	55.2	53.9	60.6	54.5	45.4
13 to 15 years	5.9	7.8	1.7	2.3	5.5
Over 15 years	1.1	1.0	0.6	2.3	0.0
Work Experience at Company:					
Under 3 years	26.8%	28.4%	33.1%	23.9%	10.9%
3 to 10 years	16.3	18.6	17.7	11.4	9.1
11 to 20 years	55.4	46.1	46.3	62.5	76.4
Over 20 years	3.7	6.9	2.9	2.3	3.6
Hourly Wages:					
\$6.00 to \$7.50	2.2%	0.0%	1.1%	0.0%	10.9%
\$7.51 to \$9.00	90.8	88.2	96.0	97.7	89.1
Over \$9.00	7.0	11.8	2.9	2.3	0.0

Source: Michigan Employment Security Commission, Research and Statistics Division, Area Labor Market Review: Ionia County Michigan, a report prepared by the Outstate Labor Market Analysis Unit (August 1979), p. 5.

^aIncludes characteristics of some clerical and professional occupation workers.

of transporting the materials here and the finished product back to Detroit. These reasons are of very little consequence or importance to one who is losing his job.¹

Mary Potter, speaking for herself and her fellow workers, described their fear of the unknown, yet predictably difficult, future.

Some Chrysler workers have other job options or income sources to fall back on. But a large number of us do not, and we face what could turn out to be a very difficult period in our lives. The economic uncertainty is heavy on our minds. How will we make our mortgage payments? Pay our utility bills? Feed our children? Eighty percent of the workers at Chrysler Lyons Trim Plant are women and many of us are the sole source of support for our families. How will we make ends meet?

Money is not the only problem, however. Our jobs mean more than just money. We want to work, to be productive, to feel that we can take care of ourselves and our families.

When your job is pulled out from under you the world looks very different.

You feel the effects of severe stress and may develop stress-related problems.

Other plants have gone down and we know what happened to their employees. Some of them had marital and family problems. Some became very depressed. Others started drinking, abusing drugs or taking their ill feelings out on their families and friends. Many of them developed health problems such as ulcers or high blood pressure.

These are all normal and natural responses to life-stress and can be expected to occur whenever we must face drastic life changes such as the loss of our jobs. As time goes on, however, people adjust to their new situations and most will find solutions to their problems.²

¹Personal notes written by Jane Beaman. Because of her ability to communicate, she was often interviewed by the news media following Chrysler's departure. Jane later served as a counselor and became an active member of the Lyons/Chrysler Community Service Council.

²This is a portion of a written statement that Mary Potter made on July 16, 1979. She was speaking for herself and for other members of UAW Local 1424. Mary also served as a counselor for her fellow workers and became a member of the Lyons/Chrysler Community Service Council.

John Kline expressed the pride, anger, and bitterness felt by many of the displaced workers. They were proud of past accomplishments, angry at what many perceived as corporate incompetence, and bitter about the plant closing and loss of their jobs.

There have been comments by uninformed people that the Lyons Trim Plant is closing because the labor force is not productive. I am writing this letter to end these unfounded rumors and set the record straight.

Chrysler Corporation is in desperate financial straits. TIME, NEWSWEEK, and television news cite historically poor management and obsolete facilities as the cause of Chrysler's demise. The July 12 issue of TIME states, "Chrysler's huge unsold inventory of big autos could become the albatrosses of the gasless summer of '79." Hourly workers at the Lyons Trim Plant cannot be blamed for this poor planning.

Let's look at the facts. The fact is Chrysler has to abandon a trim plant because of its desperate financial retreat. The other two trim plants are big and have large, unused areas. The Lyons Trim Plant is small and crowded. The fact is that our jobs are going to Canada because Canada's national health care costs only a fraction of the amount of our Blue Cross. The fact is that if Chrysler reduced its production in Canada the Canadian government would reduce Chrysler's right to market its cars in Canada. The fact is that the Lyons Trim Plant lost all its work in 1974; all of it came back because No One Could Match Our Performance. The fact is that the employees of the Lyons Trim Plant have an outstanding record for productivity, quality and low absenteeism. No one that has seen the records will dispute this. Factories in this area that are hiring new employees are giving priority to workers from the Lyons Plant because they know the caliber of our people. Chrysler Corporation is abandoning the critical stronghold because of the desperation of its financial retreat.

In my life I have driven Dodge, Plymouth and Chrysler products exclusively. I was recently interested in purchasing a sailboat from Chrysler Marine Division. My '76 Cordoba has 76,000 trouble-free miles on the odometer. It is a beautiful car and I am very happy with it. It is also the last Chrysler product I will ever own. This probably sounds bitter. Well I AM bitter, and so are about 1,000 people I know. We are losing our jobs because of repeated incompetence higher up the corporate ladder.

Workers are repeatedly told that they are the stepping stones of the economy. We are also the first to be stepped on.¹

¹The quotation is a portion of a letter written in the Ionia Sentinel Standard shortly after the plant closing. John Kline, the

Prompted by the announcement that Chrysler Corporation would close its trim plant in Lyons, the Michigan Employment Security Commission (MESC) conducted a survey of the workers. The information gathered was intended to be used by service agencies working with the displaced workers. Table 4 contains a summary of the results of that survey.

The Michigan Employment Security Commission

The United States Employment Service, a division of the United States Department of Labor, provides two major kinds of services. It provides manpower services, and it registers and processes the paperwork for the unemployment insurance program. Its office in Michigan is called the Michigan Employment Security Commission (MESC). The Commission's primary goal is to find jobs for the unemployed; if it is unable to do this, it processes unemployment-insurance benefits for them.

The Employment Service began in 1933 with passage of the Wagner-Peyser Act and took on the role of overseeing the unemployment insurance program in 1935 with the passage of the Social Security Act. Since its beginning, the Employment Service has provided statistical information about the employed and unemployed in the United States. During the past 20 years, the service has increased its efforts in the placement role through the development of testing and counseling.

author, provided support and leadership for fellow workers during the months immediately following the closing. He was instrumental in attempting to bring other industrial firms to Lyons.

Table 4.--Summary of Chrysler questionnaire completed by laid-off workers registered at Ionia County.

Questions	Number	Percent
1. What are your plans as a result of lay-off from Chrysler closing? ^a		
A. Seek another job in area	277	74.3%
B. Unemployment	135	36.2
C. Return to school	37	9.9
D. Relocate for another job	33	8.8
E. Early retirement	29	7.8
F. Welfare	11	2.9
G. Found another job	7	1.9
2. Would you relocate for work?		
A. No	291	78.0%
B. Yes	55	14.7
C. No response	27	7.2
3. How far would you travel to work?		
A. 21 to 40 miles	148	39.7%
B. 20 miles or less	126	33.8
C. Over 40 miles	53	14.2
D. No response	46	12.3
4. What problems do you feel you will have in finding another job? ^a		
A. High wage expectations	139	37.3%
B. Age	134	35.9
C. Unwillingness to relocate	119	31.9
D. Lack of skill	107	28.7
E. Lack of education	87	23.3
F. Physical impairment	21	5.6
G. Lack of transportation	19	5.1
5. Would you consider returning to school?		
A. Yes	158	42.4%
B. No	151	40.5
C. No response	64	17.2

Source: Michigan Employment Security Commission, Research and Statistics Division, Area Labor Market Review: Ionia County Michigan, a report prepared by the Outstate Labor Market Analysis Unit (August 1979), p. 6.

^aMore than one response possible.

With the passage of the Area Redevelopment Act in 1961 and the Man-power Development and Training Act in 1962, efforts have been made to assist the unemployed through skill development and job training.

A brochure from the Ionia Office of the MESC in 1979 described its services as follows:

The MESC offers vocational testing, services job orders, provides people for work, refers to appropriate employers, files claims for unemployment benefits, determines and pays benefits, provides vocational counseling, provides aptitude testing (GATB and SATB), sponsors institutional on-the-job training, provides statistical labor market information and participates in community services.

Most of the laid-off Lyons Chrysler workers went to the Ionia MESC office for employment services and/or unemployment insurance benefits. As the local arm of the United States Department of Labor, this office was also responsible for processing the Trade Adjustment Assistance program.

Trade Adjustment Assistance

Trade Adjustment Assistance (TAA) is the title of a set of federal government benefits that workers may receive if their jobs have been adversely affected by foreign markets. These benefits were originally established under the Kennedy Administration to complement the Trade Expansion Act of 1962. The primary intention of the act was to expand trade with other countries; the assistance portion of the act was added to protect American workers who became unemployed or underemployed because of increased imports. Restrictive eligibility language, however, made it difficult for potential recipients to receive benefits.

The Trade Act of 1974 made minor changes in the 1962 legislation, expanded benefits, and improved access to the benefits. Under this act, which is still in effect, workers who feel their unemployment was caused by foreign competition can file a petition with the Department of Labor to determine their eligibility for benefits. The Department of Labor then determines if increased imports contributed to the actual or threatened unemployment or underemployment of workers and a decline in sales or production of the firm or subdivision employing the petitioners. If they find the claim to be justified, they establish an impact date (a date after which benefits are effective) and certify the claim. The Department of Labor is then required to provide full information about benefits to the adversely affected workers.

An individual who believes he/she is eligible may apply for Trade Adjustment Assistance at any state unemployment service office. TAA includes trade-readjustment allowances, training and training allowances, job-search allowances, relocation allowances, and employment services. To be eligible for these benefits, a worker must be covered by a certified petition, have been laid off because of lack of work, have been laid off on or after the impact date set by the TAA office, and have had at least 26 weeks of employment at wages of \$30 or more a week with a single firm or subdivision of a firm in the 52 weeks immediately preceding such total or partial separation (Federal Register, April 11, 1975).

When the Chrysler Trim Plant closed, a worker at the plant composed a letter of application for TAA benefits, secured the

necessary signatures, and sent the letter to President Carter. The President's staff forwarded the letter to the Department of Labor, where it ended up in the Office of Trade Adjustment Assistance. The Director of that Office responded to the letter, indicating that he had received the correspondence and that it had been officially recorded as a duly filed petition. At the time, the Office was investigating more than 5,000 similar petitions.

In mid-August 1979, the former employees received news that approximately 750 of them were eligible under TAA. (See Appendix A.)

A Detroit Free Press article described the announcement:

Special benefits will mean at least a temporary reprieve from disaster for Lyons (pop. 800), a tiny, rural community between Lansing and Ionia where, for nearly 15 years, the third largest automaker had been the only major employer. Those workers laid off since February 1, 1979, who meet basic eligibility requirements will receive more than twice the usual benefits for more than twice the normal period in addition to special allowances for job searches, relocation expenses and job training.

"The people are really happy," said John Devers, 30-year-old president of UAW Local 1424 who, with other workers at the plant, applied for the special assistance. "Everyone was really bitter before because we didn't think we would get it," he said.

Extra benefits will give everyone "a little more time to think about what they're going to do with their life," Devers said. "And time to look for the kind of job they would be interested in," he added.

Basic benefits will equal about 70% of a worker's average weekly salary, up to a maximum of \$250 a week. That will last 52 weeks. For those who are more than 60 years old or are involved in retraining programs, there is a possibility of an extension.

MESC also will pay 80% of all "reasonable cost" up to \$500, incurred in the search for another job. With the price of gasoline, this benefit means a lot to Lyons people who have to look in Lansing or Grand Rapids,--both 40 miles away--for jobs with comparable wages and benefits.

Those who find jobs in other towns will be able to collect a \$500 lump sum plus 80% of relocation expenses. And MESC will reimburse workers who go back to school for new job training.

Devers said he, like many others at the plant, is planning to take classes at a local community college. (Detroit Free Press, August 14, 1979)

Montcalm Community College

Montcalm Community College, a small rural community college, was established in March 1965 by a vote of the Montcalm Intermediate School District. Situated about one mile east of Sidney, Michigan, the campus is near the geographic center of Montcalm County. Since its inception, the college has served the people in its seven constituent school districts (Carson City-Crystal, Central Montcalm, Greenville, Lakeview, Montabella, Tri-County, and Vestaburg) and many people from districts surrounding the county, such as Belding, Ionia, and Saranac in Ionia County. As shown in Figure 3, the college is located north and west of Lyons, Michigan; the distance from Lyons to Sidney is approximately 27 miles.

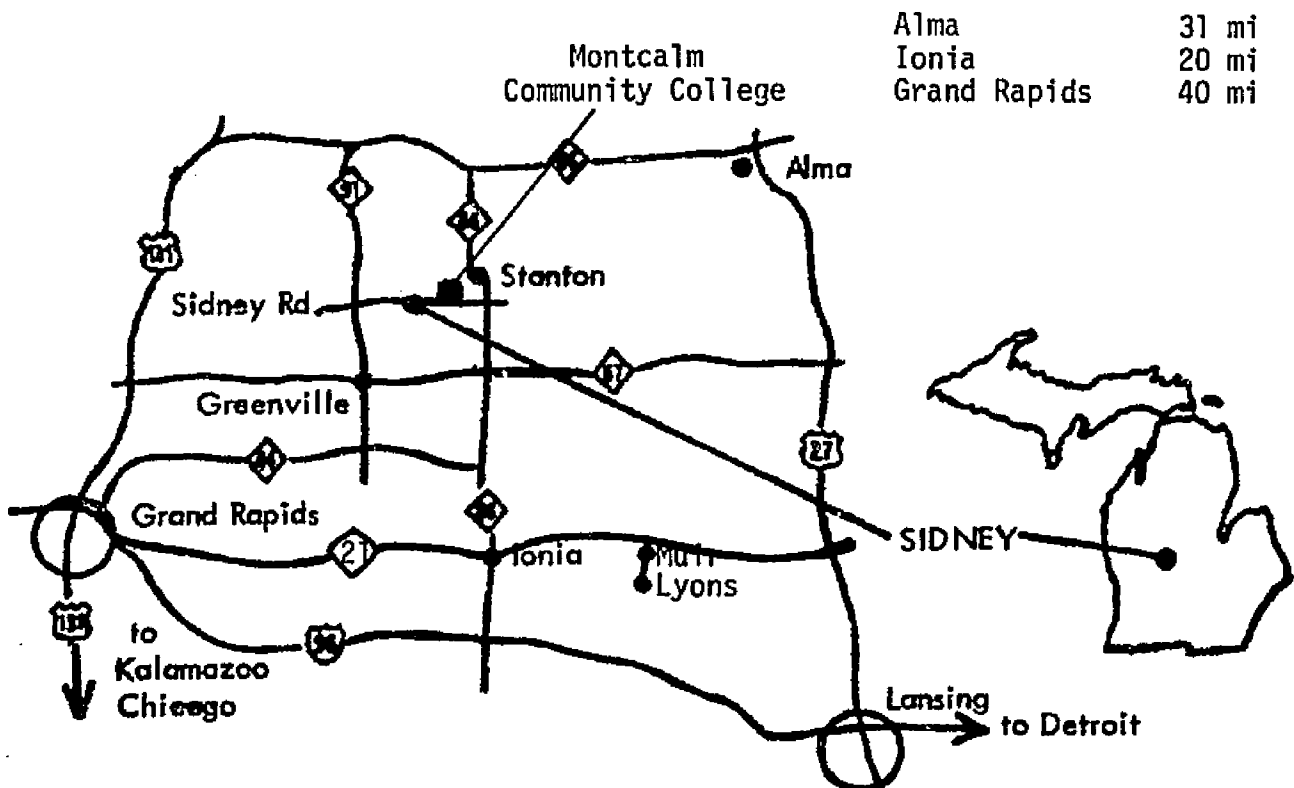


Figure 3.--Location of Montcalm Community College.

Of the 29 community colleges in Michigan, Montcalm ranks about twenty-seventh in size. Fall enrollments from 1969 through 1979 are given below:

<u>Fall Semester</u>	<u>Enrollment</u>
1969	756
1970	800
1971	665
1972	892
1973	1,110
1974	1,009
1975	1,196
1976	1,242
1977	1,257
1978	1,509
1979	1,650

In 1978-79, approximately two-thirds of the student body were residents (from the seven Montcalm school districts), slightly more than 50 percent were females, and the average age was around 27.

The mission of the college is defined as meeting the educational needs of area citizens. The institutional goals, as outlined in the 1979-80 catalog, are:

- to provide opportunity for liberal arts, sciences and technical study at the freshman and sophomore levels transferable to other colleges and universities and acceptable toward a baccalaureate degree,
- to provide opportunity for vocational and technical study leading to occupational competence for the new learner and for the person desiring retraining or upgrading skills,
- to provide opportunity for general education for those who study primarily to become more knowledgeable or skilled in an area of interest,
- to provide assistance for all students through educational counseling and guidance services,
- to provide a center and resources for community services (educational, recreational, and cultural),
- to provide an opportunity for organized activities to promote social skills and responsible citizenship,
- to provide educational leadership through the promotion of cooperation between area organizations and institutions.

The curriculum includes transfer coursework, occupational training, and classes for personal development and enrichment. Students who complete designated programs of study can receive certificates of completion or associate degrees in arts and science, in applied arts and science, or in general studies. The college offers certificates of completion in tool-and-die apprenticeship, automotive maintenance, aviation maintenance, clerk typing, cosmetology, practical nursing, residential construction, stenography, and welding. It offers applied arts and science degrees in accounting, automotive maintenance, business administration, executive secretarial, and registered nursing.

As in most other community colleges, administration is structured according to college functions. The instructional programs are divided into liberal arts, nursing education, occupational education, and prison education. These areas are complemented by community services, library services, and student services. Although personnel from all of these divisions knew and had contact with the TAA participants, the student-services and occupational-education divisions were most directly involved--the student-services division because the Director of Admissions served on the community-service council for two years and the occupational division because each TAA student was admitted into a specific area of occupational training. It is fairly easy for students at the community college to become acquainted with the small number of professional staff members--22 faculty members and 12 administrators.

Montcalm Community College has had experience in helping when communities display special needs. In the early 1970s, a career-counseling center was developed, emphasizing the counseling of those who had been away from school for a number of years. At that same time, coursework was started for inmates in the Ionia prison. Known as the College Opportunity Prison Extension Program, this service has been recognized at the state and national levels for its contribution to inmate rehabilitation. In the mid-1970s, under the Manpower Development and Training Act program and later under the auspices of the Comprehensive Employment Training Act, Montcalm Community College provided numerous special training programs to meet the needs of the unemployed and underemployed of Montcalm and Ionia Counties.

In addition to academic and occupational coursework, the college provides various services for students and community members. Student services offers testing, i.e., the American College Test, High School Equivalency, and career-oriented interest surveys; career counseling and program advisement; and job-placement assistance for those seeking employment. The developmental-skills center provides individualized instruction in basic mathematics, reading and writing skills, and tutorial services. The community-service staff makes arrangements for credit or noncredit coursework and for seminars, workshops, or lectures for special groups either on or off campus.

Lyons Chrysler Community Service Council

A description of the Lyons Chrysler Plant closing and subsequent activities concerning the former employees would not be complete

without a discussion of the Lyons Chrysler Community Service Council. This Council, organized under the leadership of Mel Haga, Director of the Ionia County Department of Social Services, began working with Chrysler employees in June 1979. Minutes of the June 19 meeting stated, "The purpose of this meeting was to let the employees of the Lyons Chrysler Trim Plant know that our agencies are available to serve their needs. Mr. Haga stated that he sees this committee lasting at least a year or more to help serve these people who will be losing their jobs." Agencies represented at the initial meetings included the Ionia County Department of Social Services, the Michigan Employment Security Commission, the Work Incentive Program, Ionia County Mental Health Department, Bureau of Rehabilitation, County Commissioners, State Senator Vanderlaan's office, Community Action Program, United Auto Workers, Michigan United Labor Community Services, Montcalm Community College, First Security Bank, Ionia County Extension, Ionia County Sentinel Standard, Ionia Lakewood and Portland Adult Education, and the Ionia Chamber of Commerce. People from each of these agencies were asked to bring booklets or other written materials describing their agency's services so that a directory of services could be developed.

At the June 29, 1979, meeting, the Council began to establish a structure by identifying a steering committee and appointing members to committees on education; manpower; long-term economic development; and health, recreation, and family services. Each committee was asked to meet, organize, and report back to the Council.

By mid-July, the Council was operating very actively and effectively. The former employees, in conjunction with the service-agency personnel, came to the Council to communicate, to plan, and to make decisions. Three former employees and members of the Council began serving as counselors for the other affected employees; they provided a key link with the displaced workers.

During the summer of 1979, meetings were held on a weekly or biweekly basis, depending on the immediate issues. In August, in an effort to expand communication, the steering committee established a newsletter, which was sent to all the former Chrysler Plant workers and members of the Community Service Council. Five issues of the newsletter have been published since that time.

Meetings of the Council became monthly in fall 1979. The Council operated under the original title until summer 1980, when it became the Ionia County Community Services Council. It has continued to meet once a month and, as of spring 1982, serves not only the Chrysler Plant victims but also others in the county who have social-service needs.

Because of its success in bringing focus to the problems and potential solutions for those who lost their Chrysler jobs, the Council has continued to be important to the former employees. Through Council minutes, one can follow the concerns, the hopes, the despair, and the persistence of the displaced workers and local service agencies. One can also observe the emerging relationship between MESC, the community college, and the program participants. Excerpts from Council minutes from June 1979 through December 1980 follow.

The Council had many concerns about the future of the ex-Chrysler employees:

June 19, 1979: Financial concerns of these workers are of great concern to the agencies. There will be a loss of savings, fringe benefits will no longer be, payments on mortgage, cars, etc. and a lot of people will end up having property repossessed. Personal problems are also a great concern.

Indications that help was available occasionally raised the hopes of the displaced workers:

July 3: Mr. Timmons, chairman of the manpower committee, reported that his committee had met and discussed a trades readjustment petition¹ which had been sent to the Department of Labor which could mean some additional funding to MESC. Mrs. Perry, from MESC, indicated that Chrysler had signed the petition on June 26th and, if approved, it would mean some supplemental funds to people who qualify.

July 19: Employee surveys (N=31) showed that the major topics of concern at the moment are: (1) health insurance programs, (2) employment alternative, (3) life insurance, (4) returning to school, (5) CETA and other employment programs. [It was stated that] Montcalm Community College will be a clearinghouse for questions on education. Committee plans to assist with career counseling, financial aid, skills training, etc. in conjunction with adult ed. and other relevant agencies.

Accepting the grim facts of the plant closing was difficult, and many preferred to deny the reality as long as possible:

August 2: Those still involved at the plant feel workers are in a "holding pattern," still holding on to rumors the plant won't close, and are not ready to look for work.

August 23: 750 people filed for benefits.² TAA benefits include: (1) job placement services, (2) on the job training services,

¹A Chrysler employee originated and developed the petition.

²It should be noted that the service agencies and participants used the acronym TRA throughout the training program to refer to all the benefits under the Trade Act of 1974. In fact, TRA (Trade Readjustment Allowances) was but one benefit, a weekly allowance, under the broader TAA benefits.

(3) vocational training, (4) relocation allowances, (5) job search allowance. Every employee who files for TAA completes a survey which taps interest in the different TAA benefits. . . . John Kline has had a meeting with representatives of the Department of Labor regarding House Bill 4119 which provides for employee plant takeovers. A man with a helicopter plant in another state wants to expand and may be interested in the plant here.

October 18: Sam Sella said that Doug Fraser, President of the UAW, who is negotiating with Chrysler, was told by Iacocca and O'Brien that they have no plans for the Lyons plant. . . . After November the Union Hall will no longer be available to us or the counselors.

By mid-November 1979, many of the former Chrysler workers had decided to attend Montcalm Community College:

November 13: Tim Vanaman stated that 88 employees will be receiving training in January through Montcalm Community College--it's interesting to note that the 88 people represent the entirety of those who applied for training.

January 10: Counselors report that most questions they receive involved TAA and training allowances, workmen's comp. insurance and pensions. Many workers are running out of company-paid BC/BS coverage. . . . Mike Turnbull reported that over 100 Chrysler Lyons workers are enrolled at Montcalm Community College--some trainees will need support to adjust to college life. The Council is impressed with the way the MESC and Montcalm Community College have assisted the workers to make use of training opportunities.

Many months after the plant was permanently closed, some workers were still waiting and hoping for a reopening:

March 18: Mr. Haga received a response from Iacocca stating Chrysler has no plans to reactivate the Lyons Trim Plant. He will have it published in the Sentinel and Council Newsletter in an effort to get ex-Chrysler workers to face up to reality. Jane Beaman estimates 20-30 calls per month regarding plant re-opening rumors.

By spring 1980, signs of despair were becoming apparent:

May 20: We all agreed the picture is becoming very bleak. Jane and Mary [counselors] said that everyone is very tense and they can see people who were once talkative and out-going becoming quiet and withdrawn.

June 17: Jane and Mary reported an increasing amount of contacts regarding personal problems, particularly mental/emotional health,

drinking, child and spouse verbal abuse, stress due to lack of money to pay bills, physical health problems, loneliness. People are beginning to feel that there is no hope, no way out. Very few have located jobs and the general economic situation looks increasingly poor.

August 20: Mary, Jane and Susan said they're getting about 20 new calls a week, mostly questions on sub pay and BC/BS. They have received some calls from people whose spouses have left them.

By fall 1980, with the plant closing a confirmed fact, the Council began to focus on some means of broad-based economic development:

October 22: We wonder if the 200 people who are finishing up TRA training programs in December will be able to find jobs, given current job market conditions. MESC will be doing job development but it won't be easy. Maybe our focus should be helping to attract employers to Ionia County. Jobs are the answer. We either need to get new jobs in here or to relocate people.

November 19: MESC: Mary Munger reported that the majority of Chrysler people have drawn all their benefits unless they are still in TRA training programs.

December 17: Meeting concentrated on the topic of EDC's [Economic Development Corporation] especially on a county-wide basis serving as an umbrella EDC for all the others currently in existence.

The topic that received the most attention during 1981 was economic development. The Council was instrumental and successful in urging the Ionia County commissioners to apply for an Economic Development Corporation grant to encourage countywide economic development.

Summary of the Setting

The Chrysler Plant in Lyons, Michigan, was an attractive work setting for its 900 rural employees. Paying high wages and substantial fringe benefits, it represented an excellent employment opportunity.

The local economy was therefore soundly affected by Chrysler Corporation's decision to close its Lyons plant.

Serving the large number of unemployed workers presented a monumental task for the local MESC office and for the nearby small rural community college. Each of these agencies was accustomed to responding to community needs and immediately became involved when the plant closing was announced. Individually and collectively, they began to work on solutions to resolve the massive layoff problem. Although these agencies had cooperated with each other in the past, the magnitude of the plant closing brought them closer together. With the support of TAA monies, MESC and Montcalm Community College provided services and training for 150 ex-Chrysler workers.

Definition of Terms

The following terms and acronyms are defined in the context in which they are used in this dissertation.

Emic--descriptions from the viewpoint of the informant.

Etic--descriptions from the viewpoint of the observer.

MESC--Michigan Employment Security Commission.

Participants--ex-Chrysler employees who attended Montcalm Community College with the support of TAA benefits between August 1979 and December 1981.

Propositions--statements about interrelationships among concepts.

TAA--Trade Adjustment Assistance: benefits such as trade-readjustment allowances, training and training allowances, job-search

allowances, relocation allowances, employment services, and any other benefits provided for workers adversely affected by increased imports.

TRA--trade-readjustment allowances: weekly allowances payable to workers adversely affected by increased imports, one of a number of TAA benefits.

Overview

In this chapter, the problem has been presented, the purpose and importance of the study discussed, the research approach set forth, limitations of the study identified, and the setting of the study described. Previous research is presented in Chapter II. Ten studies focusing on plant closings and displaced workers are discussed, and their conclusions are summarized. Three examples of community-college responses following plant closings are presented, and recommendations for improved services are given.

In Chapter III, the research approach used in this study is explained. The investigator discusses how he chose the particular methodology used in the study. The population of the study, the data-collection procedures, and the methods of data analysis are described. In addition, the propositions and research questions posed in the study are set forth.

Chapter IV contains an analysis of results from the study. Included are descriptions of the goals and expectations for the training, as viewed by those involved in the TAA program (MESC, Montcalm Community College, and the participants), what happened and how it happened, and the participant outcomes. Participants' reactions

to college services, their educational achievement, their current employment status, and their perceptions of program benefits are also presented. Included in the analysis are descriptions of common and conflicting expectations of the agencies and the participants, the investigator's view of what happened and how it happened, the discrepancy between the way college services were provided and the way participants thought they should have been provided, and a series of statistical procedures used to test the four propositions and eight related questions.

The fifth chapter contains a summary and recommendations. Based on the outcome of the study, the writer makes recommendations concerning future training programs and suggests further research on plant closings and community-college training.

CHAPTER II

REVIEW OF RELATED LITERATURE

Plant Closings and Displaced Workers

The primary focus of this portion of the review of the literature is on plant-closing information. However, reference is also made to research on displaced workers because of its pertinence to this study. The investigator describes, in chronological order, studies undertaken during the 1960s, 1970s, and 1980.

The Effect of Technological Change

Concerned about the need for better methods of dealing with displaced workers, Haber, Ferman, and Hudson (1963) reviewed four central research areas and presented a comprehensive report. They considered the following four topics: (1) the factors affecting reemployment of displaced workers, (2) the process of finding a job, (3) the mobility of displaced workers, and (4) the economic and non-economic consequences of job displacement.

Based on the findings from 17 job-displacement studies conducted between 1929 and 1961, the authors formulated a series of empirical propositions. Some of their propositions were that older workers find reemployment less readily than younger workers; that displaced men obtain new jobs more quickly than displaced women because of differences in attachment to the labor force and because

of certain disadvantages in hiring women, as seen by employers; that less-educated displaced workers find reemployment more difficult than displaced workers with a higher level of education; and, with some qualifications, that displaced workers with high seniority fare no better in the job market than displaced workers with low seniority. Results from the 17 studies provided sound documentation for the first proposition concerning age, substantiated the second proposition concerning sex, tended to confirm the third proposition concerning education, and provided some evidence to support the fourth proposition concerning seniority. The authors also reported that retraining had not been emphasized as a solution in the research. They indicated that when retraining had been included as an option, namely with the ex-Armour Company workers in Oklahoma City in 1961, the results had not been encouraging. On the surface, the results of retraining programs appeared to be poor. Because of the lack of sufficient information in this area, the authors indicated that further research was clearly needed.

Case Studies

In 1964, the Bureau of Labor Statistics conducted five case studies to gain an understanding of the effects of plant closings or major layoffs on displaced workers. The plants were from the following industries: petroleum refining, automotive equipment, glass jars, floor coverings, and iron foundries. The layoffs, which took place between July 1960 and June 1962, affected nearly 3,000 workers. The specific topics reported on were (1) measures to help displaced workers

find jobs, (2) job-hunting experience, and (3) job effects of displacement (U.S. Department of Labor, 1964).

Under the heading of measures to help displaced workers find jobs, early notice, placement services, interplant transfers, and employer retraining programs were discussed. Only one plant issued an early notice, nearly three years before the closing, and of the other four, six months was the longest advance notice. Placement assistance was given in two cases, in one by the union and in the other by the company. Although all five companies were multiplant firms, only two offered interplant transfers. According to the Bureau of Labor Statistics,

None of the five employers adopted programs to retrain displaced workers for jobs elsewhere. One company publicly announced the establishment of a \$100,000 retraining fund shortly after announcing the impending shutdown; but the program was not implemented. About 30 percent of the displaced workers registered for training. The company reported that for over 70 percent of the registrants, there was no reasonable prospect for job placement after retraining because of age, inadequate schooling, or low scores on aptitude tests. It stated that many were not willing to train for service jobs paying much lower wages than they had been receiving, and that few were willing to give up unemployment compensation and supplementary unemployment benefits, for which they would have been disqualified under existing regulations, while engaged in a full-time training program. (p. 4)

Under the heading of job-hunting experience, reemployment was addressed according to worker characteristics. The overall unemployment rate at the time of the study was approximately 33 percent: one out of three workers had not found employment. There was substantial long-term unemployment; in four out of five cases, more than half of the workers had been unemployed more than 16 weeks during the previous two-year period. A large number of the workers had

held no job at all during this period. Unemployment was much higher among older workers--those 45 and over. The rate of unemployment among women was even higher, almost three times as high as that of men. Since only a small number of displaced workers took any training courses, no comments were made about the effectiveness of training. Under the heading of job effects of displacement, the results were gloomy. "Besides long term unemployment, displaced workers who found jobs experienced lower earnings, work of lower skill, loss of employee benefits and loss of seniority protection" (U.S. Department of Labor, 1964, p. 8).

White- and Blue-Collar Workers

In 1968, Foltman investigated the differences in behaviors between displaced white- and blue-collar workers. His general conclusion was that white-collar workers sought to maximize the opportunities available to them following layoff, whereas blue-collar workers tended to sacrifice or settle for what appeared to be good enough. His primary goal was to determine whether there were differences in the behaviors of the two classes of workers; he concluded that, in fact, there were differences.

Foltman also studied a number of other propositions. The first was that older workers, both white- and blue-collar, find employment less readily than do younger workers. In general, he found older workers to be less successful than younger workers; he also found that older blue-collar workers had more difficulty finding jobs than did white-collar job seekers. Data from the study confirmed his second proposition, that the higher the level of education among

displaced workers, the greater their chance of reemployment. His third proposition, that skilled workers find more job opportunities after job displacement than do less-skilled workers, had been confirmed in previous studies. It was validated once again in Foltman's study. The next proposition, that community efforts to find jobs for displaced workers are generally unsuccessful, was also confirmed. The respondents tended to verify the pessimistic conclusion that efforts made by the community were not very helpful. And a company placement program ranked third in terms of helpfulness, following personal applications and the public employment service. There were, in fact, no sustained community efforts to find jobs for displaced workers.

The respondents also supported Foltman's fifth proposition, that public and private employment agencies play a relatively minor role in finding jobs for displaced workers. Findings from the study did not entirely validate Foltman's sixth proposition, that displaced workers who find new jobs perceive these jobs to be "less desirable" than their previous employment. Although 57 percent of the respondents rated job satisfaction lower on their new jobs, 43 percent rated their new jobs as being more satisfying.

The study seemed to validate a seventh proposition, that displaced blue-collar workers are strongly attached to their communities and will not consider moving away, whereas displaced white-collar workers are less attached to their communities and more likely to take jobs requiring a move. The final proposition, one that educators would like to have seen refuted, was confirmed. Foltman suggested

that displaced workers do not consider retraining or continuing their education as a realistic alternative. Findings from the study clearly validated his proposition. It should be added, however, that not many training options were made available to the Wickwire workers.

The Effect of Plant Shutdowns on Workers

From June 1970 to June 1971, the province of Ontario had more plant shutdowns and reductions in employment than at any time since the Depression of 1929. Eleen and Bernardine (1971) studied the situation by means of a survey. Among other information, they wanted to gain an understanding of the extent of the shutdowns, the number of people unemployed, what happened to the workers, and the effect of the unemployment on the community. They also wanted to propose some remedies. The information collected indicated that the situation was more severe than the investigators had expected. They compared the shutdown with being exiled to some barren wasteland. "In view of the economic climate in this country in the past year, and the high rate of unemployment in general (8.0% in January), many of the workers have, in fact, been banished to the industrial scrap heap" (p. 1). The survey showed that 138 companies had terminated more than 75 workers, and more than 16,000 had been laid off or had lost their jobs.

The authors were critical of retraining programs:

It seems an exercise in futility to train and retrain workers for jobs that don't exist; to relocate workers to other areas that are having the same problem; to give workers notice

of layoff so that they can look around for other jobs that aren't there.

Such programs are useful only conjoined with a program that provides for a buoyant economy, full employment and adequate purchasing power in the hands of the workers. (p. 13)

From their survey and a review of Canadian and American literature, Eleen and Bernardine formulated a series of recommendations. They reserved comment on retraining because they felt that, due to the slack economy and a poor labor market, it was not possible to assess such programs accurately.¹ Their proposals were as follows:

1. Responsibility of the Community--Community resources should be mobilized to provide help to the workers while they are still employed.
2. Management Must Prove Cause for Shutdown--If the enterprise is economically viable and the company persists with its decision to shut down, the ODS should take over and operate the plant for the benefit of the public treasury and to preserve the jobs of the workers involved.
3. Industry Must Bear Initial Cost of Change--The human cost of technological or other change, plant shutdown, and worker displacement must be initially borne by industry. Society through the government should absorb the rest of the cost of long range cushioning measures on behalf of the worker and the community.
4. Runaway Plants--The government should impose economic sanctions on them if they become runaway plants.
5. Labour-Management-Manpower Committees--For the phasing out of plant shutdowns.
6. Right to Strike on Change.
7. Notice of Termination--The Employment Standards Act, Section 1A, should be amended to make eligible for 6 months notice or payment in lieu of, any group of 10 or more workers whose employment is terminated or who are laid off for more than 8 weeks regardless for what reason, including if the termination or layoff takes place during a strike or lockout or during vacations.
8. Workers Must Share in Productivity.

¹It should be noted that the unemployment rate in Michigan at the time of the survey of the former Lyons/Chrysler workers was twice as high (16 percent compared to 8 percent) as that of the Ontario Province at the time of this study.

9. Right to Work--Everyone should be entitled to the preparation, education and skill training necessary to obtain employment and make a contribution to the economy.
10. Collective Bargaining--Collective bargaining, consultation, negotiations, and participation of the workers, has a role to play in arriving at solutions to the problems of technological change, plant shutdown and worker displacement.
11. Spreading Out the Work--With proper sharing-out of work and a redistribution of income, we could have worker sabbaticals, shorten the work year and have a 4-day work week.
12. Coordination and Analysis of Manpower--All placing and hiring should be done by one central government manpower agency that would know exactly what is going on in the job market.
13. Technological Change Clause--Collective agreements should have technological change and plant shutdown clauses.
14. A Conference on Ground Rules for Plant Shutdown--A conference on all levels of government, industry and labour should be convened to work out procedures and ground rules to be followed in plant shutdowns, mass layoffs and terminations of employment.
15. The Ontario Development Corporation--The ODC and the Regional Development Branch of the Department of Treasury and Economics should plan and decide jointly where new industry is located or which industry is assisted.
16. A Full-Employment Economy--A planned and expanding economy with equitable tax laws, a coordinated social welfare system and a redistribution of income, are all essentials to creating the kind of economic climate in which the bad effects of plant shutdown and unemployment can be minimized.
17. Guaranteed Annual Income--Existing benefit and social welfare programs should be integrated into a guaranteed annual income to guarantee all Canadians a decent minimal standard of living.
18. Severance Pay--Severance pay of one week's pay for each year of work should be mandatory in all enterprises.

Consequences of Plant Closure

Following the closing of the Armour Kansas City Plant, Sterns (1972) conducted a study of pre- and postshutdown earnings to measure the economic effect of plant closure on the income of workers who made different vocational choices following the shutdown. Each ex-worker was identified as belonging to one of three groups:

(1) those who elected interplant transfers, (2) those who chose

short-term training, and (3) those who sought new jobs in the local labor market.

The first major finding from Sterns's study was that interplant transfers had a very large positive and significant effect on postshutdown earnings. The effect was so great that he concluded there seemed to be "an extremely large and possibly permanent income loss associated with the decision not to transfer." Sterns had expected to find a positive correlation between interplant transfers and postshutdown wages. He had also expected to find some positive correlation between postshutdown wages and training. This second correlation did not prove to be true in the Armour study. Quite the contrary, workers who chose training did not even do as well as those who went directly to the labor market for work.

In Sterns's study, training simply did not pay off. Those who chose to transfer did well; those who chose training or the labor market did not. Sterns concluded,

Semiskilled workers and unskilled production workers will suffer a substantial long-run reduction in earnings because of a plant closure unless they have interplant transfer rights which they exercise. The price of starting over is probably higher than is generally realized even in large labor markets with unemployment rates slightly above 4 percent. (p. 19)

In 1975, McCarthy conducted a case study of the shoe industry in Massachusetts to determine the effectiveness of benefits provided under the Trade Expansion Act of 1965. Because of the limited response to use of the adjustment services, however, he changed his focus and eventually explained the adjustment problem itself. From the information he did gain, McCarthy commented about the Trade Adjustment

Assistance Program. He believed that the program had been ineffective because

(1) eligibility criteria have been too strict for the program to reach many firms and workers; (2) the time lag between application for and receipt of benefits has been so long that most applicants have been forced to adjust on their own; (3) knowledge of available benefits is not widespread; (4) workers interested in training and relocation have often faced insurmountable administrative obstacles; and (5) many impacted workers and firms have simply not been interested in the benefits. (p. ii)

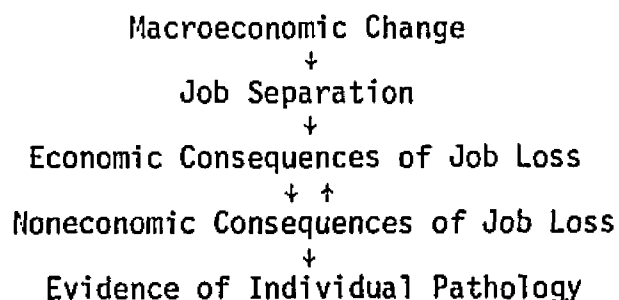
From the interviews McCarthy conducted, he found severe adjustment problems: One-fourth of the respondents had found no employment during the three-year period following layoff, only half had found full-time employment, and real wages had declined 13 percent for those who had found employment. Of the 200 sample members, only one had participated in a government training program, one had received a relocation allowance, and only five had been placed in jobs by the Division of Employment Security. The only benefit that most workers used was the Trade Readjustment Allowance, a supplement to income.

From the study of worker adjustment, McCarthy made eight observations: (1) Men adjusted more easily than women. They found jobs more quickly and suffered significantly fewer weeks of unemployment before finding jobs. They also earned significantly higher wages than their female counterparts. (2) Older workers had a more difficult time adjusting than did the young and the middle aged. (3) Those with more highly paid jobs took larger absolute cuts in wages. (4) Workers with the most seniority and experience had a more difficult time adjusting than did other sample members. (5) Workers who stayed in the shoe industry suffered less than those who chose other paths. They

had fewer weeks of unemployment and at the time of interview were earning significantly higher wages. (6) High rates and rising trends in unemployment led to long periods of unemployment before finding subsequent jobs. (7) Firm assistance and training appeared to have some effect on workers finding new jobs. (8) It appeared that with more notice of impending layoff, workers were better able to adjust. They suffered fewer weeks of unemployment and subsequently received higher wages.

The Physical and Mental Health Effects of Job Displacement

In 1980, Gordus wrote an article on the physical and mental effects of job displacement. He introduced the article with the following schematic representation of the results of job loss on individuals:



Gordus then presented, discussed, and supported a number of propositions based primarily on the Cobb and Kasl study, "Termination: The Consequences of Job Loss." The five propositions are as follows: (1) Negative physical and mental health outcomes are associated with the experience of unemployment. (2) The negative mental and physical health outcomes associated with job loss are significantly ameliorated

by the presence of a social support structure. (3) Recurrent bouts of unemployment are associated with negative outcomes to a greater degree than is a single period of prolonged unemployment. (4) Workers unemployed as a result of plant closings appear to fare better than workers unemployed under other conditions, especially if labor-market conditions are favorable to relatively rapid reemployment and if a social support structure is available and functions positively. (5) Although families are stressed significantly by the experience of unemployment, the family continues to provide a valuable source of support and resources for unemployed family members.

Stress, Primary Support Systems,
and the Blue-Collar Woman

Warren (1980) focused her study on the unique problem of the unemployed woman. Using two research methods, a baseline survey and systematic ethnographic observations, she collected information on 770 randomly selected individuals from eight suburban Detroit cities and made ethnographic observations in selected neighborhoods of those cities. Some of her findings were as follows:

1. Although women report, in general, twice the amount of stress as men, unemployed women report almost four times more stress than unemployed men.
2. Unemployed women report 50% more stress than housewives, and 100% more stress than employed women.
3. While employment status seems to show little difference in males' reported stress, for females by far the least stress is reported among those holding a steady job (17.9% for the employed female compared with 32.7% for the unemployed female!).

Warren went on to suggest why unemployment is so devastating for women. She pointed out that women (especially unemployed women)

cannot rely on traditional support systems (spouse, co-workers, unions) as men do; that blue-collar women are more tied down to their own neighborhoods, which provide virtually no support; and that blue-collar working women make less-frequent use of professional help givers than do their male counterparts.

Capitalism and Human Obsolescence

In their 1980 publication, Young and Newton shared findings from a study concerning rural economic decline. Their project was based on the theory that deterioration of rural communities was contributing to urban poverty. They intended to follow unemployed rural workers to urban settings and to observe them as, unable to cope in the urban setting, they became contributors to urban poverty. The investigators chose five rural sites in which there was community dependence on one industry and imminent displacement of workers and small producers from their jobs. The people and setting were wood workers in Oregon, miners in Arizona, pineapple workers in Hawaii, small farmers in California, and shopkeepers in Washington. The initial study, however, never took place because the displaced workers did not move. A possible response to rural economic decline is to "stay put," and that is what the studied population primarily did.

Previous researchers had described this option and some of the associated short-term problems. What had not been analyzed was the longer-term adaption, which subsequently became the focus of Young and Newton's research. Convinced that human obsolescence is an inevitable part of capitalism, the authors strongly criticized many

current economic and governmental policies and recommended alternative policies based on human needs. In addition to their main discussion, which was based mainly on economic theory, they also found that adult workers in families that remained in declining rural communities and subsisted through prolonged unemployment became increasingly unemployable. They wrote:

This may be either a labor demand or labor supply problem, or both. On the demand side, employers appear to discriminate against people who have "unstable" work histories or a long, recent period of unemployment. It is not clear whether this discrimination is based on the assumption that enforced leisure dulls the work ethic or that skills become rusty with disuse. In any case, it is demonstrable that workers' chances of employment decline when or if they experience repeated or prolonged unemployment.

On the supply side, we found that, with time, people who are unemployed begin to feel less confident about their ability to find work and question whether jobs actually exist for them. This is the essence of what economists call the "discouraged worker" phenomenon: As people lose hope of finding a job, they stop looking and drop out of the labor force. When significant numbers of people stop looking for work, economists note that the rate of labor-force participation declines. These rates tend to be relatively lower in rural areas than in urban ones, and it is easy to imagine why rural workers are easily discouraged: In a typically stagnant community there are precious few jobs to be had. (p. 4)

Capital and Communities

Bluestone and Harrison (1980) examined the causes and consequences of job loss and private disinvestment at plant closings. In their study they focused on a concern for what they called a major American crisis--the devastation of people and communities as capital moves at an ever-increasing rate. In the process of their work, they contended, they became aware of some misleading myths upon which current economic policy and practice are based. These misleading assumptions are as follows:

1. Capital flight is merely a regional problem with only limited and not very serious impact on people and communities around the nation.
2. Unregulated capital mobility, a traditional sacred cow of the American ideology, is both essential and beneficial to the entire economy.
3. Tax incentives and other government giveaways to big business will rectify in short order whatever imbalance does exist.

Bluestone and Harrison intended that their study would replace these myths with substantiated facts and figures. They did not limit their discussion solely to plant closing, which they suggested was only the tip of the iceberg. They also talked about how companies are run down, how gradual shifts of manpower and machinery are made, and how profits are reallocated from one plant to another. They pointed out the pattern of devastation that follows. When workers lose jobs, they lose more than paychecks; their social, physical, and emotional well being are also affected. Some of the additional losses they suffer are: loss of earnings in subsequent employment; failure to regain steady posttermination employment; loss of health-insurance coverage and pension benefits; decline in occupational status; exhausted family savings; mortgage foreclosure; personal bankruptcy; reduced health maintenance; increased hypertension, heart disease, ulcers, and respiratory disease; increased suicide and alcoholism; increased homicide and acute depression; increased child and spouse abuse; and loss of personal purpose.

The authors claimed that the effect does not stop with individuals, but pervades the whole society. When the plant or store closes, the ripple effect is felt by the department stores and the supermarkets. The extent of the effect on the community is limited

only by the importance of the business or industry--whether it was a major employer or an important purchaser of goods and services from other area businesses. Some of the most obvious side effects are (1) loss of other income and jobs, (2) disruption of local business linkages, (3) decline of the local tax base, (4) community anomie, and, in some instances, (5) social violence.

The writers contended that some governmental policies are needed--not to stop, but rather to regulate, the unbridled movement of capital. They suggested that government officials consider the actions taken by such European countries as Sweden, Great Britain, and West Germany. In a concluding chapter, they suggested several means for achieving a better system, including (1) negotiated contracts that would further protect workers, (2) labor-law reform, (3) plant-closing legislation, (4) a closer look at the European experience, (5) early-warning systems, (6) economic redevelopment, (7) worker/community buyouts, (8) selective nationalization in key sectors, and (9) a finance system supported by tighter corporate tax laws (Bluestone & Harrison, 1980, pp. 249-78).

Community-College Services Following Plant Closings

Training and retraining are two of the primary missions of community colleges. Community-college development and growth have been based on the need and desire for college transfer and occupational-training programs. These colleges have also been effective in dealing with community problems through such additional services as noncredit instruction, seminars, and workshops. As community-college enrollments

and programs have changed during the past 20 years, ties with vocational/technical training have assumed even greater importance. According to Gleazer (1980),

The college that enrolled late adolescent high school graduates to prepare them for upper-division work in four-year colleges now preponderantly serves people well beyond their early twenties and high school graduation, if indeed they have been graduated. Most of the participants in community college programs take a course or two while they work full-time or part-time. They are likely to be married and have children. And a majority are either preparing directly for employment or are trying to improve their job situations. (p. 3)

Consistent with the national pattern, Michigan community colleges have placed great emphasis on their ability to meet the training needs of employees in their state.

Michigan's twenty-nine community colleges comprise a state-wide network which can be the primary delivery system for job training support of the state's economic development efforts. Community colleges have a well-established record of providing occupational education for the citizens of Michigan and working with business firms to provide job training and upgrading programs. Community colleges in Michigan collectively offer a total of nearly 1,200 occupational programs. Most of Michigan's business firms are within driving distance of one of the state's community colleges, and these firms have been directly involved in formulating the occupational education programs of the colleges. Last year Michigan community colleges enrolled 126,500 students in occupationally-related courses, provided specific educational programs for nearly 2,500 business firms which resulted in improved job skills for over 30,000 employees, provided job-related instruction to approximately 12,000 apprentices, and contracted with local firms to provide special short-term training for over 19,000 employees. (Michigan Community College Association, 1981)

Given this commitment to training, one might expect to see numerous references to community colleges in the literature on plant closings. Surprisingly, however, very little has been written about the community-college response to plant closing. The writer assumed that the lack of research and writing does not indicate noninvolvement

but rather points to the fact that community colleges tend to be service rather than research institutions. The few writings that have been done on this topic are discussed on the following pages.

Virginia Highlands Community College

In 1971, Virginia Highlands Community College took an active role in response to the shutdown of an Olin Chemical plant in nearby Scottsville, Virginia. Before the actual plant closing in July 1971, the college developed a job-preparedness center, whose purpose was to provide training and counseling for workers affected by the shutdown. The center offered the following kinds of services: (1) a learning center to improve basic communication and math skills; (2) job training in specific vocational areas, such as welding, blueprint reading, electronics, graphics, and fork-lift operations; and (3) individual and group counseling to help the displaced workers make choices about their futures (Virginia Highlands Community College, 1971).

The center opened in July 1971 and soon was in full operation. A visiting journalist commented,

Walk into the center and you'll see 20 or 30 middle-aged men, and often their wives, too, busy at work on everything from math and science to typing and welding. There are no formal classes. The center uses the learning laboratory approach, relying heavily on programmed instructional material and audio-visual aids. (Worthy, 1972, p. 9)

The town of Saltville, in conjunction with Olin Chemical and the community college, supported the center and its operation. By July 1972, 255 people had used the facility for a total of 6,074 hours. Of those, 46 had received high-school-equivalent diplomas and 36 were preparing to receive diplomas (Cahill, 1972).

North Central Technical College

When the Mansfield Tire and Rubber Company shut down its operations in August 1978, approximately 1,000 people were put out of work. Using an existing organization entitled Project Care, a number of community organizations joined together to assist the Mansfield Tire employees. A key member of the organization was North Central Technical College. The college's president, Dr. Henry Fallerius, and the Ohio State University-Mansfield Branch dean, Dr. James Heck, formed an education committee to determine training needs and to formulate a retraining structure. McFarland and Fallerius (1980) wrote,

From October 16, 1978, to October 20, 1978, approximately 400 former Mansfield Tire employees registered for retraining. Employees or representatives of each of the institutions/organizations involved worked on a released time basis to assist the workers in filling out the forms. The local news media advertised the program and the locations of the registration centers.

By January 1979, training programs were under way in welding, computer programming, business and office, machine trades, carpentry, heating and air conditioning, key-punch operation, secretarial, sales and marketing, auto mechanics, nursing, electrical-commercial, and industrial maintenance (Abbot, 1979).

Altogether, 957 people registered with the project and nearly 250 graduated. During their time with the project, the ex-workers received counseling and placement services in addition to their training.

Through preparing and submitting several grant proposals, Project Care acquired nearly \$230,000 from state and federal sources to support the program. By combining efforts with other community

members, North Central Technical College was able to provide important services. In retrospect, Fallerius (1981) made several recommendations for community response to plant closings and major layoffs:

1. When a business or manufacturer is anticipating a closure, the community should be notified well in advance so as to have enough lead time to cope with the special needs that will develop. The Mansfield Tire and Rubber shut-down was a well-kept secret. Its final closing shocked not only the workers but also the community.
2. Greater emphasis should be placed on "skill assessment" of individuals. This would provide a better career match between the person's natural skills and new skills that would be gained through a retraining effort.
3. Every effort should be made to protect the project operation from excessive red-tape reporting. This should be determined before the project's actual operation.
4. Community leaders, either through the Chamber of Commerce, the Manufacturers' Council, or labor or other organizations, must have a comprehensive manpower study available to guide a retraining effort. Without such a study, individuals might be retrained for nonexistent jobs. (p. 18)

Orange County Community College

Orange County Community College of Middletown, New York, responded when the Ford Motor Company announced it was closing its Mahwah, New Jersey, plant. Following some preparatory work by a college-initiated task force, the community college planned and provided information sessions for the Ford workers. These sessions focused on career change, new jobs, retraining, and services offered by the community college and other educational institutions in the area. The college's counseling department sent letters to people who were interested in more information or retraining; they were invited to join a four-week career-planning session. The response to both the information and the career-planning session was so positive that additional meetings were scheduled.

Nearly 400 people attended the general-information sessions, and 175 participated in the career-planning offerings. According to McMahon (1981),

Of the 175 people in the counseling/guidance series, eight ultimately enrolled as full-time students at Orange County Community College in various programs approved for sponsorship in the government's Trade Readjustment Act program. Over 20 people took courses on a part-time basis for the summer and fall of 1980. Counselors estimate that 18 or 20 enrolled in Orange County BOCES classes and the remaining were referred to job placement programs at OCCC and other agencies. All worked closely with the Jobs Service Program stationed in Mahwah. Continued follow-up of those who became involved in the OCCC programs is planned. (p. 29)

Summary

The literature on plant closings and displaced workers painted a rather bleak picture: It suggested that those who lose their jobs have difficulty finding other work. When they do find employment, it is probably for less money and satisfaction than they had in their previous jobs. Many are unemployed for an extended period of time. Most of those who are unable to find work, particularly those from rural areas, do not move; the longer they remain unemployed, the more unemployable they become.

The young, the males, the educated, and the skilled are able to find employment more easily than others. If a displaced worker is willing to accept a transfer to another plant in the same industry, he/she will do better than those who look for another job or those who retrain.

Writers who conducted the studies reviewed in this chapter did not view retraining as a positive option. They described retraining

as not encouraging, an unrealistic alternative, an exercise in futility, something that simply did not pay off, or something too insignificant to be mentioned.

The literature on community-college responses to plant closings described various services provided by three community colleges (Virginia Highlands Community College, North Central Technical College, and Orange County Community College). Each of these institutions provided information, career counseling, and retraining opportunities. The first two community colleges provided special job-training courses for displaced workers.

CHAPTER III

METHODOLOGY OF THE STUDY

Restatement of Purpose

The purpose of this study was to investigate the TAA-sponsored community-college training following the Lyons/Muir Chrysler Plant closings. The investigator posed the following questions concerning the training:

1. What were the goals and expectations?
2. What happened and how did it happen?
3. What were the participant outcomes?
 - a. Educational achievement
 - b. Reactions to college services
 - c. Employment status
 - d. Perceptions of program benefit

Choosing a Research Approach

Choosing a research approach is an important, but not easy, task. Since the design determines, to a large extent, all of the following steps in a study, the investigator must make decisions about the design early on. Numerous strategies are available; there seems to be a rather distinct theoretical split between the analytical approaches (Campbell & Stanley, 1971), which focus on discrete causes and effects, and the holistic approaches (Schatzman & Strauss, 1973), which focus on complex webs of social and cultural interaction.

The pure social scientist, whose audience consists mainly of readers of professional journals, is interested in enhancing the body of knowledge in a discipline, and he/she will choose independent variables on the basis of previous theories and hypotheses. In contrast, the applied social scientist, whose audience comprises those who commission research, as well as other partisans, influentials, and policy decision makers, is interested in developing solutions to real-world problems; he/she will choose to deal with manipulable variables that are amenable to policy intervention (Rossi, Wright, & Wright, 1978).

Britan (1978) wrote that, under the experimental model, the evaluator assumes that explicit program goals can be isolated and that the results of treatment can be quantitatively measured. He suggested that investigators using the experimental model treat action programs as if they were laboratories of social change in which specific treatments are always expected to yield particular results. Contextual evaluators, on the other hand, treat action programs as ongoing social realities. By understanding program processes, contextual evaluators attempt to explain how a program has developed, what it does, and how it can be altered. Contextual evaluation often provides the basis for later experimental assessment by delineating goals and results needed for making logical inferences. According to Britan,

Instead of isolating specific causes and effects, such contextual evaluations try to comprehend larger systems and relationships. They do not seek unicausal links among one-dimensional variables, but ask a more basic question: "What is going on here?" While an experimental approach assumes that action programs can test generalizable theoretical propositions, contextual evaluations

are, first of all, exploratory, and assume that valid theoretical questions themselves must still be formulated. (p. 230)

Britan also described the purposes of each approach:

Experimental evaluations relate program treatments to program outcomes without directly examining causal processes. Judgments about program effectiveness are made through controlled comparisons of results which assume uni-dimensional program goals and treatments. As a result, findings are clear and precise, but sometimes overly simplified.

Contextual evaluations investigate causal relationships between program treatments and outcomes by directly examining the processes through which results are achieved. Program goals, treatments and results are seen as multi-dimensional, and differences in program success are expected. Thus, contextual evaluations provide in-depth (though sometimes overly subjective) findings. (p. 231)

Finally, Britan suggested that the choice of research approach can be based on such program characteristics as goals, theory, and results. If goals are narrow, theory very clear, and results specific, the program lends itself to experimental evaluation procedures. If goals are broad, theory fuzzy, and results diffuse, contextual evaluation is the reasonable procedure. Because there are a number of combinations of program characteristics between the two extremes, the researcher needs to choose the most appropriate procedure.

The TAA-sponsored community-college training following the Chrysler Plant closing was based on a number of goals, it was not based on any specific theory, and the actual as well as expected results were diffuse. These facts would indicate contextual or applied social-science research as the recommended procedure for investigation. Theoretically, the writer agreed with this thinking and was favorably inclined toward an ethnographic approach. But because the research was initiated after program completion, this presented limitations to conducting a true ethnographic study. The

major limitations were an inability to have prolonged contact with study-group members and, therefore, a restricted potential for developing an explanatory framework in the informants' own environment. According to Agar (1980), when these two aspects are missing, the study is not an ethnography. However, many field-research techniques, such as surveying, interviewing, and document reviewing, were possible and could be practically implemented through the case-design method. Because case design focuses on a particular place and time without placing stringent limitations on method, it was compatible with this researcher's desire to investigate and describe context as well as product. "Evaluators typically use case design to answer questions that ask for descriptions of a program's participants, goals and results" (Fink & Kosecoff, 1978, p. 15). Therefore, the present investigator chose the case-study approach because of its ability to support the kind of investigation needed to answer the research questions posed in this research.

Case studies may be set up in one of two ways. First, they can be arranged to test a given hypothesis on a selected system. Under this format, a particular instance is drawn from a class; the results of this type of study tend to lead toward generalizations about the class.

The second manner of arranging case studies is to choose a given system within which an issue will be indicated, discovered, or studied so that a better understanding of the case may be developed. From this type of study, generalizations tend to be made about the case. "In its most significant form, generalization about the case

promotes generalization from case to case" (Adelman, Jenkins, & Kemmis, 1976, p. 142).

The present work is an example of the second type of study, its primary purpose being to promote a full understanding of the particular case. The most logical case-to-case generalization to be drawn from this study is its applicability to other people who have been victimized by plant closings and to community colleges providing special services during and after plant shutdowns.

Population

The case-study approach allows a good deal of freedom, which can be problematic. If limitations and guidelines are not set, the study can wander endlessly. As Adelman et al. wrote, "Case studies are not easy to do. (Some of our best friends are presently trapped inside case studies, trying to get out. Almost none will escape unscathed.)" (p. 143). Therefore, limits are needed.

The displaced workers from the Lyons Chrysler Plant had numerous options because the TAA program provided a variety of services. In this study, however, the researcher looked only at the training option. Those who chose training could attend a number of institutions. This writer was concerned with the 150 workers who attended Montcalm Community College. These workers were chosen for two reasons: (1) this group included the major portion of all who chose training,¹ and (2) it was possible for the investigator to gain

¹According to statistics from the Ionia office of the Michigan Employment Security Commission, approximately 60 percent of all Lyons Chrysler trainees attended Montcalm Community College.

access to the necessary data about this population and its environment to answer the research questions. Figure 4 is a graphic representation of the focus of the study.

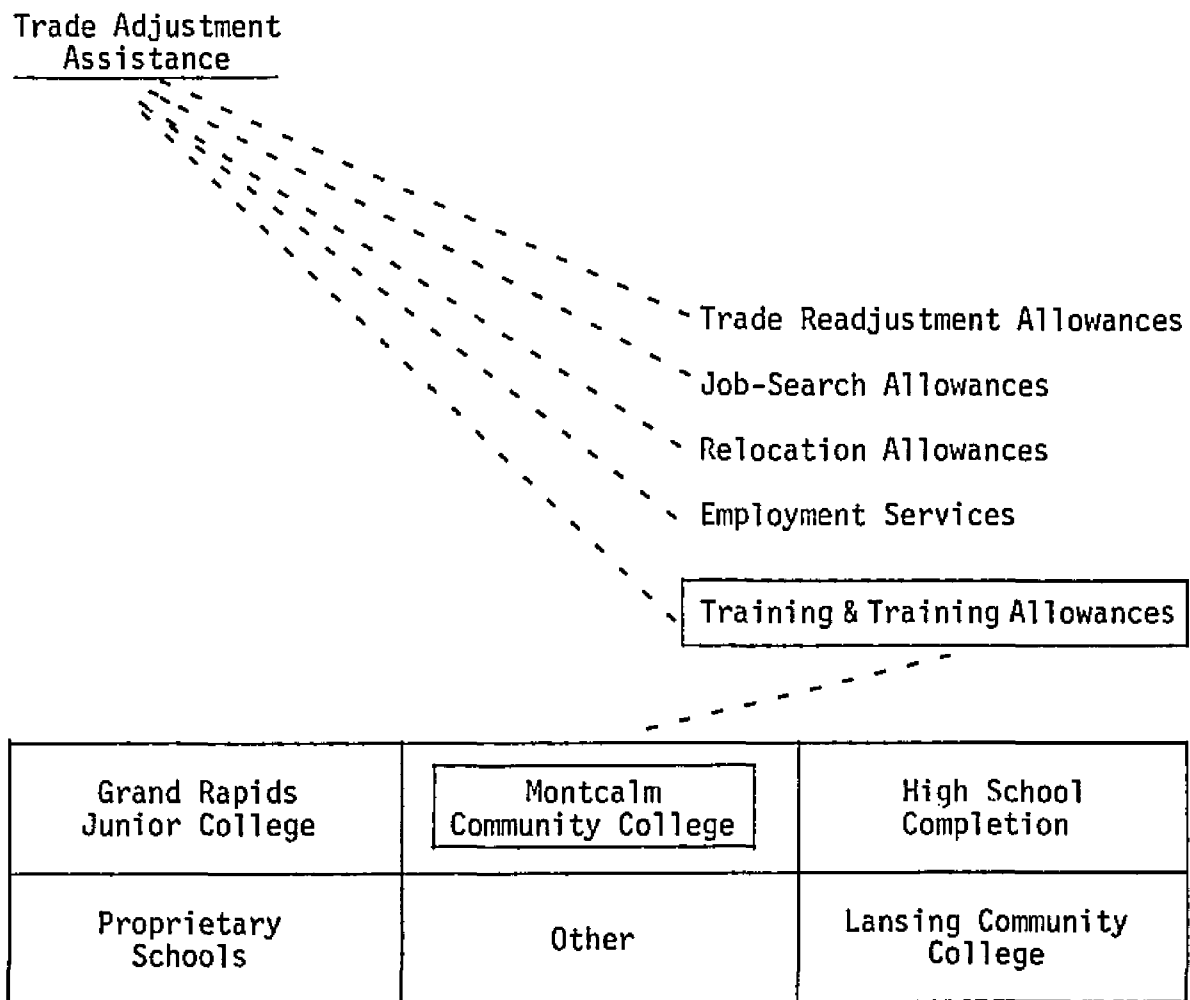


Figure 4.--The study group in relation to the total Chrysler TAA recipients.

Whereas the 150 trainees were the primary focus of the study, staff members from Montcalm Community College and the Ionia office

of the Michigan Employment Security Commission also served as central information sources for the study.

Data-Collection Procedures

The term "case study" does not indicate specific methods because it is not an inclusive name for a standard package. Rather, it is an umbrella term for a family of research methods having in common the decision to focus an inquiry on a particular instance (Adelman et al., 1976). Proceeding with the study called for the development of specific information-collection plans. As the investigator developed these plans, he used two techniques to gain maximum information and to ensure accuracy: (1) Information was gathered at three levels of specificity: first from a broad perspective, second from a more focused perspective, and third from a perspective with the most specific focus; and (2) triangulation (Gordon, 1980), i.e., using multiple methods to cross-check and supplement each other, was applied at each level. A schematic representation of these techniques is given in Figures 5 and 6.

Procedure in Level I

As shown in Figure 5, informal discussion; written documents, including meeting minutes; and news-media accounts were used to establish the setting of the study. The informal discussions were held with staff members from Montcalm Community College and MESC, as well as with program participants. MESC documents describing their services, TAA authorization, and TAA guidelines were considered, as were Montcalm Community College catalogs, program guides, and accreditation

LEVEL I
 Setting of the Study
 (Discussions, documents, and news-media excerpts)

LEVEL II
 Program Process
 (Interviews)

LEVEL III
 Outcomes
 (Survey & Records)

Figure 5.--Schematic representation of the data-gathering approach used in this study.

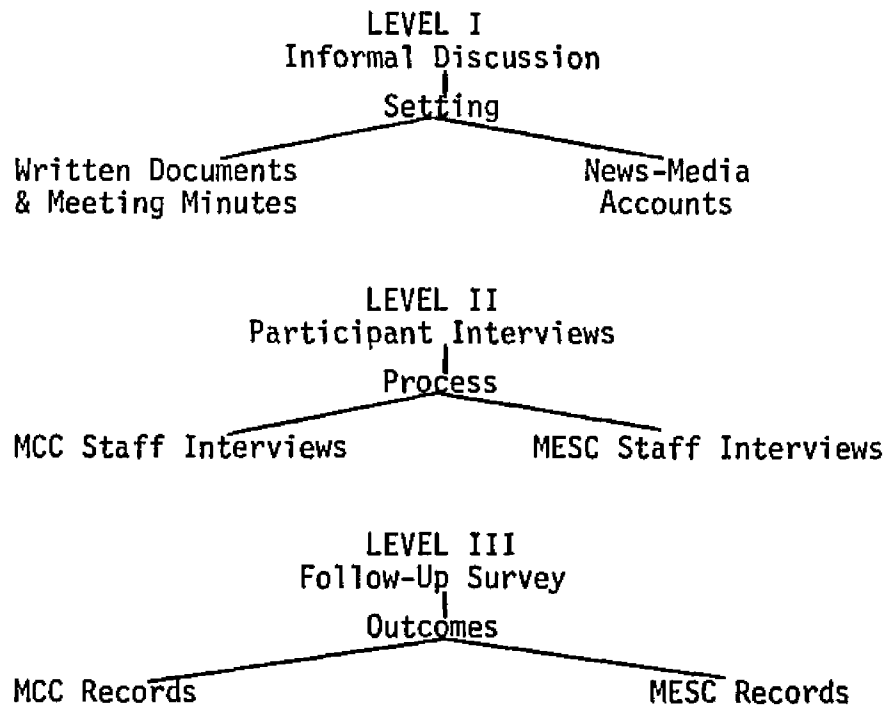


Figure 6.--Triangulation.

visit information. Since a great deal of information was collected through minutes of meetings and from newspapers, it was necessary to devise a system for reviewing these materials. Meeting minutes were categorized by subject and arranged according to their relevance to the study. In similar fashion, newspaper accounts were divided into four categories: (1) program participants, (2) Lyons, (3) Ionia County, and (4) Chrysler Corporation. These were sorted chronologically and then ordered according to their relevance to the study.

Procedure in Level II

Interviews were used to collect the information in Level II. (See Appendix B for interview questionnaires.) The program-participant sample comprised 18 people. (The investigator was able to schedule interviews with only 15 of the 18.) So that the data gained could be generalized to the total population, members of the participant sample were randomly selected. The four MESC interviewees were chosen because of their knowledge about and involvement in the TAA program. Two of them worked directly with the TAA services and the participants. When the program ended, their positions ended, and they were transferred to other agencies in Michigan. The two other MESC interviewees, the Ionia branch manager and the office manager, were responsible for overall supervision of the Ionia MESC, including the TAA. The four Montcalm Community College interviewees were also chosen because of their knowledge about and involvement in the TAA program. One had been the college's director of admissions and had served on the Lyons Chrysler Community Service Council from July 1979 through June 1981. One was the counselor who worked with the TAA participants as they

developed their plans for study and while they attended the program. Another was the instructional administrator responsible for occupational education. The final Montcalm Community College interviewee was the college president.¹

Program-participant interviewees were asked to discuss their actions, those of other participants, those of the MESC, and those of Montcalm Community College as the program progressed. Agency-staff-member interviewees were asked to list program goals and expectations and to discuss their own actions, those of their agency, those of the other agency, and those of the participants. They were also asked to make recommendations for improvements, which are included in the recommendations in Chapter V.

Procedures in Level III

Demographic and educational information on all 150 training-program participants was collected from their records. MESC records were used to verify some of this information. Included in this record review was information about sex, age, starting date, program of study, credit hours completed, and grade point average. (The results of these record reviews are contained in Appendix C.)

On February 12, 1982, 146 surveys were sent (addresses could not be obtained for four of the participants). Within two weeks, 56 completed surveys were returned. On March 1, 1982, a second mailing, including a copy of the survey, was sent to those who had not yet

¹Of the eight agency-staff interviewees, only three remained in the same jobs in March 1982 (one had retired, two had taken work with other agencies, and two had been transferred to other offices in Michigan).

responded. Within two weeks, 40 more completed questionnaires were returned. During the week of March 15-19, an attempt was made to contact the remaining 50 nonrespondents by telephone. Of the 22 people who were reached, 7 returned surveys by March 31, bringing the total to 103, for a response rate of 70.5 percent. (Copies of correspondence may be found in Appendix D.)

Data were collected in four categories: (1) goals and expectations, (2) reaction to college services, (3) employment status, and (4) perceptions of program benefits. (See Appendix E for a copy of the survey instrument.) Information on goals and expectations was gathered by asking each participant to indicate his/her primary, secondary, and tertiary reasons for deciding to participate in the community-college training program. The items in the section concerning reactions to college services were developed based on discussions with Montcalm Community College staff members, the Student Reactions to College survey instrument (Educational Testing Service, 1974), the IRC Model for Input-Output Analysis of Student Personnel Services (Wattenbarger & Nickens, 1973), and Program Review in Occupational Education (Michigan Department of Education, 1979). Items in the employment-status section were developed from the logical full- and part-time employment options available to program participants and the kinds of data typically collected in MESC studies. Items in the section on perceptions of program benefits were based primarily on initial information gathered concerning program goals and expectations.

To verify the reliability of each item concerning the perceptions of program benefit and to identify an overall alpha level for this section, a reliability test was conducted. The test showed an overall alpha of .83552, which could be raised to a higher level by deleting Items 5 and 12. Therefore, those two items were not included in the statistical computations concerning perceptions of program benefit.

To compare the demographic make-up and educational achievement of the respondent group with that of the nonrespondent group, analysis-of-variance tests were run on the age, credit-hours-completed, and grade-point-average data; chi-square tests were run on the sex and beginning-date-of-training data between the two groups. Although there was no significant difference at the .05 level between the two groups in terms of age, credit hours completed, sex, or beginning date of training, there was a significant difference between their grade-point averages.

	<u>Mean</u>	<u>S.D.</u>	<u>N</u>
Respondents	2.93	.759	101
Nonrespondents	2.59	.863	47

F = 5.8805
Sig. = .0165

Figure 7 shows the data-collection plan. By reading from left to right, one can see the development of the plan from the research questions, to sources of information, to data-collection techniques, through the population and samples.

Questions	Sources of Information	Collection Technique	Instrument	Sample
What were the goals & expectations?	V I D.O.L. E (MESC) W P Comm. O Coll. I N Partici- T pants S	Governmental documents MESC (TAA) staff Com. college documents Com. college staff Written materials Participants	Document review Interviews Document review Interviews Document review Survey	II Interview questionnaire 4 selected staff III Interview questionnaire 4 selected staff I-D survey 150 MCC-TAA students
What happened and how did it happen?	V I D.O.L. E (MESC) W P Comm. O Coll. I N T Partici- S pants	MESC records MESC (TAA) staff Com. college records Com. college staff Newspapers Participants	Record review Interview Record review Interview Newspaper reviews Interview	II Interview questionnaire 4 selected staff III Interview questionnaire 4 selected staff IV Interview questionnaire 18 random sample MCC TAA students
What were the participant outcomes?	Educational achievement Reaction to college services Employment status Perceptions of program benefit	Com. college records Participants Participants Participants	Record reviews Survey Survey Survey	File search 150 MCC TAA students I-A survey 150 MCC TAA students I-B survey 150 MCC TAA students I-C survey 150 MCC TAA students

Figure 7.--Data-collection procedures.

Data-Analysis Procedures

The researcher used several procedures to analyze the data collected in this study. From the information describing goals and expectations, he developed priority lists for each group (MESC, community college, and participants), based on the number of times topics were mentioned and the amount of emphasis placed on each topic. Using these lists, the researcher formulated common and conflicting goals and expectations among the different groups. These are discussed in Chapter IV.

In addition to the information provided by the three groups describing what happened and how it happened (emic), the writer presented a fourth point of view (etic). This approach presents the data from an observational point rather than from the view of those who were subjectively involved in the program. It should be noted that anthropological linguists have used the words "emic" and "etic" in place of "objective" and "subjective." Harris (1979) explained,

Since both the observer's point of view and the participant's point of view can be presented objectively or subjectively, depending on the adequacy of the empirical operations employed by the observer, we cannot use the words "objective" and "subjective" to denote the option in question without creating a great deal of confusion. (p. 32)

One portion of the survey used to gather information about participant outcomes dealt with reactions to college services. In response to a series of student-service goal statements, participants were asked to indicate how much importance should have been placed on each service and then to indicate how much importance was actually placed on that service. The results were considered and described in

terms of the discrepancy between what should have been and what actually was. (The relationship between the two was tested by means of a Pearson correlation.)

The first two sets of information (goals and expectations and what happened and how it happened) and the portion of the survey concerning reactions to college services were used to describe a particular TAA-sponsored community-college training program. Generalizations about the case were based on those data. Information from the remaining portions of the survey was used to test a set of propositions and to address a series of questions. The researcher intended that the results of these tests could serve as a basis for generalizing from case to case, yet he recognized the limitations concerning such generalizations. As Babbie (1973) indicated, "Ultimately, the researcher executing a case study typically seeks insights that will have a more generalized applicability beyond the single case under study, but the case study itself cannot assure this" (p. 37).

Propositions and Research Questions

The investigator did not attempt to establish causation or to measure effect because that would not be appropriate in this type of study. Instead, he posed the following propositions, based primarily on review of the literature, to indicate expected outcomes concerning displaced workers. The research questions that follow the propositions were developed to address certain issues concerning TAA-sponsored community-college training.

Propositions

1. Male displaced workers will be more successful in gaining employment than females.
2. Displaced workers who start their training early will be more successful in gaining employment than those who start late.
3. Younger displaced workers will be more successful in gaining employment than those who are older.
4. Displaced workers who attain higher community-college grade-point averages will be more successful in gaining employment than those who attain lower grades.

Questions

1. Will there be a significant difference between the community-college grade-point averages of male and female displaced workers?
2. Will there be a significant difference between the community-college grade-point averages of the displaced workers who start their training early and those who start late?
3. Will there be a significant relationship between the community-college grade-point averages and the ages of the displaced workers?
4. Will there be a significant difference between the perceptions of program benefit of male and female displaced workers?
5. Will there be a significant difference between the perceptions of program benefit of the displaced workers who start their training early and those who start late?
6. Will there be a significant difference between the perceptions of program benefit of the displaced workers who gain employment and those who do not?
7. Will there be a significant relationship between the perceptions of program benefit and the age of the displaced workers?
8. Will there be a significant relationship between the perceptions of program benefit and the community-college grade-point average of the displaced workers?

Figure 8 shows the data-analysis plan for all of the information gathered in the study. Data from three of the four sets of information regarding participant outcomes (educational achievement, employment status, and perceptions of program benefit) were used to test the four propositions and eight related questions.

Summary

In Chapter III the investigator discussed the research methods employed in this study. By raising a set of research questions, he pointed to the purpose of the study. After considering the strengths and limitations of analytical and holistic methods, he explained why the case-study approach was chosen. The investigator described the population and procedures under study and showed that they were only a portion of the total TAA recipients and services following the Lyons Chrysler Plant closing. He related how information was collected at three levels dealing with the setting, the process, and the outcomes of the TAA-sponsored training. He also told how data from the study were analyzed through the use of descriptive as well as statistical procedures.

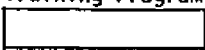
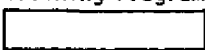
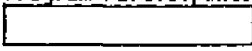
Questions	Design	Source of Information	Analysis Methods
What were the goals and expectations?	Case design Training Program 	Governmental documents MESC (TAA) staff Community-college documents Community-college staff Written materials Participants	Identification of common and conflicting expectations
What happened and how did it happen?	Case design Training Program 	MESC records MESC (TAA) staff Community-college records Community-college staff Newspapers Participants	Description of what happened and how it happened from a fourth point of view (etic)
What were the participant outcomes?	Case design Program Participants 		
Reactions to College Services	Variable: reactions to college services	Participants	Discrepancy between what was and what should have been
Employment Status	Variables: sex, age, starting date, GPA, and employment status	Participants	Chi square: relationships between variables--sex & employment status, starting date & employment status t-tests: independent variable--employment status; dependent variables--age & GPA
Educational Achievement	Variables: sex, age, starting date, and GPA	Community-college records	t-tests: independent variables--sex, starting date; dependent variable GPA Pearson correlation: age & GPA
Perceptions of Program Benefits	Variables: sex, age, starting date, GPA, employment status, & positive perceptions of program benefit	Participants	t-tests: independent variables--sex, starting date, employment status; dependent variable--positive perceptions of program benefit; Pearson correlation: age & perceptions, GPA & perceptions

Figure 8.--Data-analysis plan.

CHAPTER IV

RESULTS AND ANALYSIS

Results

During February, March, and April 1982, information was collected by interviewing 4 MESC staff members, 4 Montcalm Community College staff members, and 15 program participants and by reviewing student records and conducting a follow-up survey of the 150 participants. Information was collected so that the goals and expectations of each group could be identified, the program process could be described from the viewpoint of each group, and knowledge of four participant outcomes could be gained. These outcomes were as follows: (1) educational achievement, (2) reaction to college services, (3) employment status, and (4) perceptions of program benefit.

Goals and Expectations

Most of the data on MESC and Montcalm Community College goals and expectations came from the staff interviews. Agency documents were used as support. Three questions were raised about each agency: (1) Why did it get involved? (2) What did it intend to do for or with the TAA trainees? and (3) What kind of result did it expect from the TAA program? Data on participant goals and expectations came from the Montcalm Community College TAA-student survey and from participant interviews. Each survey respondent indicated, in order of priority,

his/her reasons for deciding to enroll in the TAA program and also provided information concerning overall program benefit. This information was supported and expanded upon by participant-interview data.

Michigan Employment Security Commission.--Why did MESC get involved in the TAA program? All the MESC interviewees pointed to the fact that MESC involvement was mandated by law. As described in Chapter I, MESC, as an arm of the federal Department of Labor, is legally responsible for implementing TAA services for displaced workers. A major goal, then, of the personnel at the Ionia office of the MESC was to meet the federal guidelines as they provided services for the former Lyons Chrysler Plant workers.

What did MESC intend to do for or with the TAA trainees? The MESC interviewees described regular employment services and the special services provided by TAA funds. The first priority was to find jobs and place displaced workers in them. It was obvious, however, that the chances of immediate success at job placement were not good. There was no identifiable need for sewing-machine operators (the skill possessed by most of the displaced workers). The second priority of the MESC was to provide supportive services. According to one respondent, "We were committed to the idea that we would give more than lip service; these people had paid taxes because of their good jobs and now they were eligible." The MESC personnel intended to inform all TAA-eligible people of available benefits, to process claims as they were presented, to arrange for payment of benefits, to make job referrals, to counsel for job seeking and relocation, to provide

employment information, and to arrange training opportunities for those unable to find work.

What kinds of results did MESc expect from the TAA program? All four respondents identified employment as the primary expectation, although three of them followed their comments with the provision that the employment would probably be at a lower rate of pay and in a different occupation than the former job. They said there had been hope that the Chrysler plant would be purchased by another firm, thereby reducing the amount of commuting or relocating necessary for new employment. The MESc staff also expected the TAA-funding allowances to help cushion the financial blow to individuals and to the local economy.

Montcalm Community College.--Why did Montcalm Community College get involved with TAA training? The interviewers mentioned two types of reasons. The first had to do with service to people and to the community. Each respondent indicated that the community college saw such retraining as part of its basic mission, i.e., serving individuals in need, helping to find the solution to a community problem, and working with other community agencies. The second reason was interest in increased enrollments. Because community-college funding is related to the number of credit hours generated, staff members were interested in the potential for an immediate increase in enrollment as well as the possibility of a new clientele (the friends, neighbors, and relatives of the former Chrysler employees).

What did Montcalm Community College intend to do for or with the TAA trainees? The respondents indicated that providing job-related

skills was the primary objective. Helping the displaced workers find new jobs was a second priority. Encouraging self-development was also described as being important.

What kinds of results did Montcalm Community College expect from the TAA training program? Responses fell into four categories: (1) improved job skills, (2) increased college enrollments, (3) improved self-images and increased general knowledge, and (4) increased mobility.

The respondents expected the participants to acquire job-related skills in technical, business, and secretarial areas. College staff members expected both short- and long-term enrollment increases. They saw such increases coming from direct TAA enrollment; from the enrollment of friends, relatives, and neighbors of those attendees because of the positive public image created by the college's involvement in the TAA program; and from possible program expansion, based on the additional students. They also expected a type of outcome they described as people with more confidence, with positive self-images, breaking away from a "sewing machine or I can do nothing" mentality, and with more open minds, which would make them more likely to accept new jobs, move to new locations, or be willing to enter other types of training.

Participants.--Of the 103 participants who responded to the Montcalm Community College survey, 94 indicated a primary reason for deciding to participate in TAA training, 66 mentioned a secondary reason, and 44 indicated a tertiary reason. Each response was placed in one of five categories:

1. Allowances--responses that emphasized the TAA funding were placed in this category.
2. Job--responses that placed emphasis directly on acquiring employment were placed in this category.
3. Skill--responses that emphasized acquiring a skill or skills were placed in this category.
4. Knowledge--responses that emphasized learning or the general acquisition of knowledge were placed in this category.
5. Other.

As Table 5 shows, skill, knowledge, allowances, and jobs, in that order, were the most important determinants for deciding to participate in TAA training. Jobs, knowledge, allowances, and skills were given as secondary reasons. Allowances, jobs, knowledge, and skills were listed as tertiary reasons. The "other" category under tertiary reasons had 22 responses, a large enough number to warrant special attention. The additional reasons most often given for participation were as follows: (1) It gave me something to do. I was accustomed to working and did not like staying home. (2) It offered me a challenge. I wanted to see if I could succeed in college. (3) It gave me time and a place to adjust to the job-loss trauma.

Data gathered from the 15 interviewees supported the survey information. After acquisition of job skills, responses were fairly evenly distributed between those interested in participating for reasons of getting a job or gaining knowledge, but nearly all of the interviewees (13 of 15) confirmed that the funding had been a major issue.

(Trade readjustment allowances had been extended an additional 26 weeks for all who were in training.)

Table 5.--Reasons for participation in TAA-sponsored training.

Reasons	Absolute Frequency	Relative Frequency (Pct)	Adjusted Frequency (Pct)	Cumulative Frequency (Pct)
<u>Most Important Reason:</u>				
Allowances	18	17.5	19.1	19.1
Job	15	14.6	16.0	35.1
Skill	25	24.3	26.6	61.7
Knowledge	23	22.3	24.5	86.2
Other	13	12.6	13.8	100.0
No response	9	8.7	..	
Total	103	100.0	100.0	
<u>Second in Importance:</u>				
Allowances	12	11.7	18.2	18.2
Job	20	19.4	30.3	48.5
Skill	6	5.8	9.1	57.6
Knowledge	18	17.5	27.3	84.8
Other	10	9.7	15.2	100.0
No response	37	35.9	..	
Total	103	100.0	100.0	
<u>Third in Importance:</u>				
Allowances	10	9.7	22.7	22.7
Job	6	5.8	13.6	36.4
Skill	2	1.9	4.5	40.9
Knowledge	4	3.9	9.1	50.0
Other	22	21.4	50.0	100.0
No response	59	57.3	..	
Total	103	100.0	100.0	

Each of the three groups had external motivation for involvement. MESC's involvement was mandated by law, Montcalm Community College was motivated by the fact that such activity is central to the community college's mission, and the participants were encouraged to participate because of the additional six months of funding benefits for those who were in training. MESC and the community college intended to provide dual services. MESC planned to provide employment services and to process TAA benefits. Montcalm Community College planned to train and to assist in the job-placement process. Each group hoped for some positive outcomes from the TAA program. MESC staff looked for employment for the displaced workers and for some stability in the local economy; the community college expected the displaced workers to become more skilled and knowledgeable and its own credit-hour enrollments to increase; and the participants themselves sought job skills, financial stability in the interim, new employment, and general knowledge.

What Happened and How It Happened

From June 1979 through December 1981, the Ionia office of the MESC, Montcalm Community College, and the former Lyons Chrysler employees joined forces in a retraining effort. During April 1982, the investigator interviewed selected agency staff members and a random sample from the 150 program participants. Each interview, which lasted approximately 45 minutes, contained questions concerning what had happened and how it had happened regarding the TAA-sponsored training. As described in Chapter III, four staff members from each agency were

selected for interviews on the basis of their knowledge about and involvement with the program. In addition, the names of 18 program participants were randomly selected for interviewing. The investigator conducted 15 interviews with program participants (3 of the 18 individuals were not available for interviews). The following paragraphs contain descriptions of the program from the viewpoint of each of the three groups.

Michigan Employment Security Commission viewpoint.--Two of the MESC interviewees were permanent staff members, and two were employees assigned specifically to assist with the TAA program. The two permanent staff members, the Ionia branch manager and the office manager, began work with the Chrysler workers before the TAA funding began and continued to work with the displaced workers after the program funding ceased. The two employees assigned specifically to the TAA program came from other MESC branch offices, and after the program funding ceased they were reassigned once again.

Response to plant closing: When the impending closure of the Lyons/Muir Chrysler Plant was announced in spring 1979, the MESC staff began preparing for what they knew would be a significant addition to their normal work load. The staff had some knowledge of what the task would entail because the Lyons Chrysler Plant had closed for nearly a year in 1974. Using a similar approach this time, MESC staff members immediately took action. Meetings were held at the plant to inform the workers of employment services and benefits. During the spring and early summer months, TAA eligibility had not been established, so the initial efforts were aimed at providing

information about unemployment insurance and job-placement services. Recognizing that the plant shutdown would cause detrimental effects on the total community, MESC staff joined with other service organizations as members of the Lyons Chrysler Community Service Council.

In August 1979, official word was given that the Lyons Chrysler workers were eligible for TAA benefits. Because of the large number of people involved and the attendant paper work requirements, it was necessary to add staff members at the Ionia branch of the MESC. Planning in conjunction with the Department of Labor officials at the state level, staff positions were expanded for claims clerks, counselors, typists, and supervisors. Decisions were made at the state level to assign staff members from other branches in the state, giving them the specific task of making the TAA program work.

The first objective was to inform all people who were potentially eligible for TAA of the benefits they might possibly receive. Numerous actions were implemented to accomplish this task. Radio, newspaper, and television presentations were made at both local and state levels. Meetings were arranged with union members, and letters were sent to all previous Lyons Chrysler workers. Since eligible people would be allowed 180 days to make decisions concerning training, which could extend their trade readjustment allowances for an additional 26 weeks beyond the basic 52 weeks, letters were sent in November 1979 encouraging the displaced workers to establish their training eligibility, even if it was only for future use.

Once the workers had been informed and in turn confirmed their requests for eligibility, the MESC staff processed each request.

Between one-fourth and one-third of all TAA-eligible people took some training, and their training requests had to be processed. In addition to establishing eligibility, a contract had to be written for each trainee. In preparation for training, MESC provided testing, made recommendations, and arranged appointments for visitations to the training schools.

The amount of financial allowance had to be computed for each TAA-eligible person. It was possible to receive allowances for relocation expenses, for job-search expenses, for training expenses, and for training-related expenses, in addition to the general trade readjustment allowance \$250/week benefit. While TAA eligibility was being established, training contracts certified, and various other benefits arranged, paperwork and procedures were being established to monitor and report on all of these events. According to one staff member, "It was a killing time, but fun and exciting because we were the first large program in the state." Before the Chrysler workers, only 25 training contracts had been written for Michigan residents since the Trade Act was established in 1974.

The TAA-eligible people, those who were in training as well as the more than 500 who were not, were also provided with employment information, job referrals, and relocation and job-search counseling. With the additional people, paperwork, and new processes to contend with, the times were hectic for the Ionia MESC office.

Agency cooperation: Because the majority of trainees attended Montcalm Community College, the previous working relationship between that agency and the MESC became much closer. Those who were eligible

for and interested in training were required to choose a specific program and to find out how much it would cost. Contracts between the Department of Labor and Montcalm Community College were based on this information. To assist in the process, MESC staff acquainted themselves with all Montcalm Community College training programs, became knowledgeable about training expenses, and made numerous trips to the campus to make program and financial arrangements with college staff members. All four interviewees indicated that the working relationship between the two agencies was very positive. Perhaps this was because of the larger numbers of displaced workers who attended Montcalm Community College or perhaps because of the geographic proximity; nevertheless, the MESC staff described Montcalm Community College as being much easier to work with than the other training institutions with which they dealt.

Participant response to services: In general, the MESC interviewees found the participants to be enthusiastic, earnest, and sincere. "They were good people who took good advantage of the services available to them, and they were appreciative." Some workers, however, were not immediately convinced of the value of training. Because the plant had closed in 1974 and later reopened, some of the displaced employees waited and hoped. Others initially were unwilling to commute for new jobs or schooling. "After a while, however, they realized that the plant was not returning and that the benefits weren't going to last." From the MESC viewpoint, the participants initially were afraid when they went to the community college, but after about four or five weeks they settled in and became good students.

MESC staff also felt that the participants were ethical and practical about financial matters. There was very little abuse of funds and few problems with documentation. "They used the opportunity to pay financial obligations--many were prudent." In addition, the trade readjustment allowance appeared to be very helpful in stabilizing the local economy.

Problems: The program was not without problems. Some of the eligible people lost benefits and time because they were convinced the plant would reopen. They didn't think seriously of training as an option until many months had passed. Increased work volume in the Ionia office created strain. It was difficult to provide real counseling in a mass-production situation. Monitoring the TAA program, which was more complex than any other MESC service, was also difficult.¹ Even though staff members were added, necessitating new room arrangements² and making the whole office crowded, there was still some staff shortage. Because of the limited types of programs available at the community college, it was difficult at times to find programs in which the people could succeed, that would help them, and that were available on the college schedule when they were needed. Continuous changes in rules and regulations from the state level created problems for the MESC counselors.³ "It was difficult to maintain a

¹To compute the trade readjustment allowance, staff had to take Chrysler subpay and unemployment insurance into account.

²The manager's office became a TAA room.

³In April 1980, the counselors were directed not to write any more contracts because training funds were no longer available. By summer 1980, some contracts were being written, whereby participants

professional, competent posture and fight the image of running people around with hassle and bungling. Sometimes we would tell people something one day, only to have the procedure changed the next." Finally, the labor market was exceptionally bad at the time the participants were completing their studies. Unemployment was more than 16 percent in Ionia County in early 1982.

Overall impressions: Despite the problems, or perhaps because of the manner in which the staff dealt with them, MESCC interviewees felt very positive about the program. They expressed satisfaction and pride about the job they had done. "We were able to accomplish all of our service objectives, and we handled many people in a competent manner." The interviewees were disappointed, however, that job placement following training was not as good as they had hoped it would be.

Montcalm Community College viewpoint.--The four Montcalm Community College interviewees represented various viewpoints from within the college setting. The director of admissions became involved at the earliest time, June 1979; he worked directly with the Lyons Chrysler Community Service Council and remained an active council member through the summer of 1981, when he left Michigan for another professional job. Although the director of admissions became involved earlier than the other community-college interviewees, the counselor who worked with participants on their course program plans and advised them

paid for their own classes and were eligible for the \$250/week training readjustment allowance. By fall 1980, many contracts had been written in this manner, which continued until October 1981.

throughout their time as college students probably spent the most time in direct contact with the participants. In spring 1982, she was still providing such service to a few participants who were completing training separate from TAA benefits. The director of occupational education at the college became involved in TAA decision making in fall 1979, when it became necessary to add more class sections for the semester beginning in January 1980, in response to the expansion in enrollment created by the TAA students. His responsibility, occupational education, was affected by TAA students through spring 1981, when he left the college for a similar position at another community college. Although the college president was less directly involved in providing services than were the other college employees, he made decisions early on concerning the college involvement and maintained program contact through his administrative staff.

Response to plant closing: As soon as the plant closing was announced in May 1979, Montcalm Community College contacted Lyons Chrysler officials and the Lyons chapter of the United Auto Workers. When Lyons Chrysler Community Service Council meetings began in June 1979 to assist those who would soon lose their jobs, the community college sent its director of admissions to let the workers know what services the college could provide. He served in a communication role, providing information to other council members and to the workers and receiving information from the workers concerning their interest in training. Biweekly meetings were held, and two information rallies were organized for the Chrysler employees during the summer months of 1979.

In August 1979, the federal Office of Trade Adjustment Assistance informed the Lyons Chrysler employees of their eligibility for benefits under the Trade Act of 1974. The announcement came during fall registration time at Montcalm Community College, and there was no time for the workers to plan coursework for the ensuing semester. However, nine workers had already enrolled in college, regardless of the TAA benefits they might receive. Because the college had participated as a charter member in the Lyons Chrysler Community Service Council, they had developed communication links and a sense of trust and mutual respect with the displaced employees and other service-agency personnel.

During fall 1979, MESC began referring potential trainees to Montcalm Community College for coursework planning; also, TAA-eligible people came directly to the college for information about training. In the latter instance, college personnel, after discussing possible training options, referred the people to MESC for eligibility certification, determination of allowances, and other TAA support.

A training contract indicating coursework and cost had to be prepared for each participant and signed by college personnel. In an attempt to improve the process, basic-skills-testing and group-orientation sessions were arranged in spring 1980. Arrangements were made for those who needed tutoring or special help in reading, writing, or math to take coursework through the college developmental-skills laboratory.

When the participants initially enrolled at Montcalm Community College, they did not know how long they could receive benefits, so

they attempted to get into training that could be completed in one year. In response to this need, some special curricula were identified, i.e., bookkeeping, carpentry, and file clerk, and certificate programs in those areas arranged so that the participants could complete a course of study without taking all of the coursework required for accounting, residential construction, or executive-secretarial degrees. Because the participants could only be funded for a limited period of time, they preferred to pursue their training at a faster rate than the normal college schedule. In response to this need, special sessions were developed during the spring and summer months of 1980; there was an additional spring offering from April to mid-May as well as two summer sessions, one from mid-May to June and the second from late June into August, rather than the normal eight-week summer session held during June and July.

Agency cooperation: Although the college personnel had knowledge of and some previous experience with MESC programs, they had not ever worked as closely with MESC as this situation required. According to the college interviewees, they were a bit apprehensive, realizing that MESC had so many federal regulations to deal with and knowing that they, themselves, were limited by college procedures. "We developed a good working relationship and cooperation after the program was underway, but there was stress at the beginning. There was so much to be done, and neither of us knew how well we would be able to accomplish our goals within the necessary guidelines."

Numerous meetings were held between staff members of the two agencies. TAA rules and regulations were discussed so that the

community college as well as MESC could communicate with the participants as they entered their college training. Joint-programming meetings were held, in which participants' course schedules and costs were determined and contracts written. Through this process, an inter-agency rapport developed that had not previously existed. "Credibility was developed in both directions. The problem was larger than either agency, so we worked together for solutions, trying to reduce the possibility of a student getting caught between two agencies."

Members from each of the agencies served on the Lyons Chrysler Community Service Council, so they were able to match their efforts with those of other agencies. It was the consensus of the interviewees that the agencies' intention to work together paid off for the participants.

Participant response to services: In general, the community-college interviewees viewed the TAA participants as positive additions to the student body. "Although there were some who put forth little effort and collected benefits, most were appreciative and took the opportunity to improve their outlook for the future." They found the participants to be apprehensive when they arrived, expressing feelings of being forced into a situation in which they were not sure that they could succeed. Many talked about feeling dumb, lost, or too old. They felt pushed because they had to make hasty decisions concerning training. Within a month, however, an obvious change had taken place. The participants became a cohesive group of students, sharing rides, concerns, and information. They soon branched out and became members of many other campus groups.

By fall 1980, with more than 120 enrolled in classes, the displaced workers became a positive influence on the college campus. They were serious students. "Overall, given the time restraints, the financial concerns, and the disruptions in their lives, they did well as students. I believe they responded much better than other special groups we have trained. They seemed to be quite motivated."

Problems: As one might expect, the increased activity on the college campus was also problematic. "Everything seemed to be happening in too much of a hurry." Participants made long-range decisions in as little time as 10 days to two weeks, they arranged their class schedules in a hurry, and they took many credits each semester so that they could finish programs while receiving financial support. Program options were limited by the fact that TAA funding would only support occupational programs; and because of its size, Montcalm Community College did not have numerous program options. Although job placement was discussed as an important concern, it was not promising except for those who entered the licensed-practical-nursing program.

The increase in student population created overcrowding in some classes, particularly the office-education courses. The normal sequence of course offerings on semester schedules was drastically affected by the additional spring and summer sessions in 1980 and by the fact that the participants were attempting to complete programs more rapidly than other students. The director of occupational education had to arrange for independent studies as well as processing course substitutions. Adjusting to the program decline in fall 1981

was also troublesome. The TAA funding ceased at the same time as other funding, such as that from CETA, was also being withdrawn. The college, which had been struggling to deal with enrollment increases, immediately found itself dealing with declining enrollments.

Overall impressions: In spite of their problems, community-college staff members expressed the belief that the program was positive and beneficial. The interviewees felt that the college had provided good services. "Montcalm Community College lived up to its end of the bargain. We really went out of our way on an individual and group basis." The college had intended to provide training for all interested participants who chose to attend, and they did provide that service.

The college did experience the increase in students and credit hours that it had hoped for, even though these increases were not sustained. Expressing disappointment about the job market and the placement of the participants immediately following program completion, staff interviewees voiced the belief that participants had gained knowledge and skills in the short run that would serve them well in the future. "Through the total package there was benefit for the participants. The combination of allowances and training provided them with a sound opportunity for positive change."

Participant viewpoint.--The participant interviews, held during April 1982, took the investigator down many dirt roads, as only 5 of the 15 interviewees lived within city or village limits (one each in Palo, Carson City, Lyons, Hubbardston, and Belding). The interviews also took him from impoverished living quarters to beautiful

country homes, from people who were optimistic about their futures to those who were very depressed, and from those who missed the good old Chrysler days to those who had put that period of their lives far behind them.

Four of the interviewees were male and 11 female. The youngest was 25, and the oldest was 51. Six was the fewest credit hours any of them had earned, and 66 was the most. Their grade-point averages ranged from 1.45 to 3.92. Whereas three were still taking college classes, six were employed full time, three worked part time, two were unemployed, and one was receiving workman's compensation benefits. All four of the males represented the sole support for their families; 8 of the 11 females provided a second income in their homes. Seven of the 15 interviewees, including all of the males, were either unemployed or underemployed to the degree that it was hard for them to maintain the bare necessities of life.

Living in a trailer near a partially built house, one man expressed little hope of ever completing his dream of building his own home. He stated, "I can't just quit. I don't want to give up, but there ain't much you can do when bad times come; they are bad." Another interviewee exhibited fatigue during an early-morning interview following her part-time, minimum-wage night job. Explaining that life was rather low right then, she told of completing her high-school-equivalency examination in 1976, when she was in her middle thirties. Shortly thereafter, she was able to get off Aid to Dependent Children by gaining employment at the Lyons Chrysler Plant. "But now the plant is closed. My clerical training is okay,

but I've not been able to find work in that field. These are the really tough times, and everything is gone--the council, the benefits, the other people."

The other eight interviewees, all of them females with either working or retired husbands, appeared to be doing quite well. Their living conditions seemed to be comfortable. Two of the three who were students indicated no interest in full-time employment in the near future. During an interview in which she described her work at a new and interesting job, one of the respondents said, "Things are really working well. Ours is a good life!"

Response to plant closing: When the plant had closed in 1974, the employees were eligible for and received allowances under TAA. Since 12 out of the 15 participant interviewees had been employees before 1974, they were aware of and expected benefits; however, since the 1974 closing had been for a short period (less than one year) and training had not been encouraged, their major expectation in 1979 was for the trade readjustment allowances. "We knew about trade readjustment allowances because of the 1974 closing. Schooling was never an item then, but the trade readjustment allowance funds were sure helpful."

In response to the interview question asking how they had found out about the TAA training program, participants gave numerous answers. Five of the interviewees indicated that they had found out from MESC, either through letters or through discussions at the MESC office. Five remembered receiving their information from the union through group meetings or directly from other union members. One

person recalled hearing about training from a friend while he was waiting in an unemployment line. After checking it out at MESC, where he was told he was probably not eligible, he went to Montcalm Community College and was told he probably would be eligible. He returned to the MESC office and began the paperwork necessary to start training. One of the interviewees had been a member of the Lyons Chrysler Community Services Council, where she found out about the program. Another, who was in a nonunion position, received her information directly from Chrysler Corporation. One received his information from the community college's admissions director. Another remembered that "We did it ourselves. Neither Chrysler, the national union [UAW], nor MESC took action. We, the local group, wrote the letters, made the contacts, and received the approval."¹

In late August 1979, the displaced workers knew that they would receive trade readjustment allowances for a one-year period. But it took several months for them to realize that training was also an important option and that if they enrolled full time in a training program, they would also receive a 26-week extension of their allowance. Thirteen of the 15 interviewees remembered late November and December of 1979 as being a very hurried and hectic time. They had

¹Although the TAA-eligibility information was conveyed through various channels, a group of the Chrysler employees made the actual application. This was not unusual, as such petitions are normally requested by affected employees.

to choose a training program, receive approval, and get registered in a hurry.¹

Agency services: Both MESC and Montcalm Community College provided services from June 1979 through the end of calendar-year 1981. However, the services provided during fall 1979 were perhaps the most crucial and the ones most remembered by the participants. Following are participant views of those and other services provided by the two agencies.

The interviewees recalled many services they received from MESC, i.e., the processing of paperwork necessary for receipt of benefits, general information about the job market, the arrangement of job interviews, help in writing resumes, testing, class schedules from several community colleges, allowance payments every two weeks, and assistance in purchasing the tools and equipment required for certain training programs. In addition to listing services, they added general comments that pointed to both strengths and flaws in the system. Although they suggested that MESC provided a lot of good information, interviewees expressed concern about lack of specific knowledge during fall 1979. Until the TAA counselors were added to the MESC, interviewees felt they couldn't get much help except for employment services. "[The MESC staff] tried, but it was new to them, too. They seemed to want to help but were limited because they didn't

¹ Each displaced worker who wanted to begin training immediately was dealing with two deadlines: 180 days from the date of plant closing for determining TAA-training eligibility and the mid-December community-college registration period for the semester beginning in early January.

have the information." Interviewees viewed the TAA counselors as being very helpful. "They were always available and would help at any time. They were really great."

When discussing community-college services, most interviewees talked about program planning and class scheduling, which they found to be helpful but hurried. Several mentioned that they wished testing could have been given as a part of the enrollment process.¹ Tutoring and developmental-skills courses were described as being plentiful and very good. Job placement was mentioned by only 2 of the 15 interviewees, and then only as a service that "others may have used."

The participants found staff members to be informative and willing to help. "Everybody was helpful. They gave you a kind of down-home, personal-help feeling. So many places you just get a run around, but we didn't get it there." Participant interviewees were particularly appreciative of the fact that information about programs, courses, books, and cost was written, so they could refer to it when necessary. A few commented that they could and did talk with counselors or teachers when they felt discouraged or depressed.

Life as a student: When asked to describe student life, many interviewees began with the word "hectic." "We had been out of school for many years--for me, 22--and out of the practice of learning. The paperwork, approvals, and then becoming a full-time student all

¹Special testing and orientation sessions were arranged in spring 1980. By then, however, approximately half of the participants had already enrolled in their classes.

happened so fast."¹ They were also afraid. "It was scary; I didn't know if I could do it or not, and I didn't know if I would be welcomed or merely tolerated." "I was scared to death; I thought I would be so embarrassed." They were not only afraid of the social setting but were also very worried about their ability to succeed. Often, interviewees expressed the feeling that they never thought they could do it. They were willing to try but were very skeptical about what the results would be.²

Interviewees were amazed at the amount of time their school work required. They attended classes from 15 to 20 hours per week, and homework took more than twice that much time. "It was much tougher than working at Chrysler had been, because from there you could go home and leave it. This was much more tiring, but also rewarding."

Because the students took so much work home, other family members and the family routine were affected. "With three children and a large house to care for, in addition to my schoolwork, I got tired. My husband did housework and cared for the children. I couldn't have made it without him." "Although a great experience, it was hard on my family. As I sat on the front porch reading one evening, I heard my son respond to the question, 'Where's Mom?' with 'Out

¹To receive full benefits, each participant had to be a full-time student. To make the most of their benefits, many students took more than the minimum 12 credits required for full-time status.

²Three of the 15 participant interviewees had never finished high school, but rather had taken high-school-equivalency exams after having been out of school for more than 20 years.

on the front porch studying--where else would she be?' But you know, I think my children will be better students because of this experience."

Along with the schoolwork came the good feeling of being with friends. "You know, some went to school to be with people from the shop. You miss people you've been with for 15 to 20 years, and you like being with them. "It was nice knowing we had a group. We Chrysler people stuck together." As mentioned earlier in the text, this camaraderie was particularly noticeable during the beginning weeks of schooling.

At some point in the description of student life, most of the participants talked about the younger people. In their work setting, the interviewees had not been close to young people, and they were apprehensive about a generation gap with fellow students. They were, however, pleasantly surprised to find out that there were a lot more older people in school than they had expected to see and that the young and old mixed easily. "Younger people helped, too. Our feelings and theirs rubbed off. We had a lot to offer each other."

Participants had had misconceptions about instructors as well. "I thought the teachers would be fuddy-duddies and the students snobs. They both turned out to be nice people. The teachers were very easy to talk with and always friendly." The participants expressed appreciation for the way they were treated and how that made them feel. "They made you feel like you were really worth something and not just a factory rat." "They didn't push but rather treated us like adults."

The participants were busy as full-time students and family members, but at least some of them took the opportunity to become involved in campus activities. "The day they had the Bluegrass group on campus, I really enjoyed it. I brought my wife, and she liked it too." Two of the 15 participated in college-sponsored one-week trips to New York City, Washington, D.C., and Chicago. "I would have never seen the United Nations, U.S. Congressmen in action, or all of those lovely museums, if it had not been for my college attendance."

In general, interviewees described their student lives as hectic, challenging, rewarding experiences with much work as well as good times. "I really liked it, felt I was doing something worthwhile. It wasn't everything, but it was good and I hated to leave when I was finished."

Problems: The training participants, like the MESC and community-college staff members, had to contend with a number of problems. Since most of the participants had been away from school a long time, it was difficult for them to redevelop study habits. Some required special classes and/or tutoring. The hurry and confusion in each agency created stress for the participants, and many felt that it was difficult to get good information. This lack of knowledge during fall 1979 and winter 1980 caused many individuals to enter programs feeling uncertain about how long or under what conditions they could train.

Participants felt they should take as much coursework as possible in the shortest period of time to get the most from their

benefits. This led to overloaded schedules and overwrought students. Adding large numbers of students to existing classes created overcrowding in some sections. "They did what they could, but it's hard when you've got so many people; we couldn't all pound nails at the same time." Overcrowding also meant extra wear on equipment, and in some courses like office education it caused students to fall behind in their lab work.

During the early part of the training, neither testing nor organized orientation sessions were provided. By the time the testing and orientation sessions were established, in spring 1980, more than half of those who would train were already taking classes. As mentioned earlier in this chapter, special short sessions were developed during spring and summer 1980 to accommodate participants who did not want to take a break in their studies. Some of the courses offered during these six-week periods were too condensed for students: Introductory accounting packed into six weeks proved to be a great strain for the majority of students.

While the participants were in training, they were also worried about finances and what they would do when their training was completed. "I was always worried about when the funding might be cut. I worried so much it hurt my schooling, always thinking about losing benefits and having to stop. It's hard supporting a family and going to school; you don't want to see any money wasted. It was so close financially and I had no set job in mind for the end--really tough."

For a number of students, this worry abruptly turned into a major problem. On October 1, 1981, funding was discontinued, causing serious trouble for students who had borrowed money to pay for the September-December fall semester. Some students, unable to continue without the allowances, had to drop their classes and lose credit for what they had done during September, whereas others continued on their own until the end of the semester. Participants also worried about what others thought of the fact that they were receiving special benefits. Although they felt they were entitled to the benefits, they were sensitive about any negative comments. Several respondents talked about being very irritated by a college clerical staff person who made negative comments and displayed displeasure while signing attendance forms.

Overall impressions: Participants expressed pride in their ability to achieve as students and to deal with the problems they faced. The most common comment they made about their accomplishment was: I didn't really think that I could do it, but I did. Through numerous statements, they exuded pride. "I completed what I started." "People respect those who succeed in education." "I'm the only one in my family with a degree." "Realizing that I could do clerical accounting made me feel proud." In addition to their sense of pride, they also spoke of other ways in which they felt college had added to their lives. "I now enjoy listening to the news, and I'm setting up the books for my sister's store. They told her to get an accountant and she said, 'I have one.'" Some spoke of confidence. "I am more self-confident and poised knowing that I am as educated as most

people that I meet." "I have confidence in myself and feel prepared now when I apply for work." Others explained how the combination of training and benefits had assisted them through a rough period. "Sure helped me keep my life together for a year, kept me in touch with people and reality; doing something rather than just wasting away."

In this final portion of the description of TAA-sponsored community-college training as viewed by the participants, focus is placed on information gathered from responses to the survey instrument. In Section D of the survey, participants were asked to respond to the following statement by circling either "was" or "was not" and then completing the sentence, "Overall the TRA training program (was was not) beneficial for me because _____."

Of the 103 respondents to the survey, 92 responded to this statement; 77 circled "was," and 15 circled "was not." Those who indicated the program was not beneficial went on to make the following kinds of comments: "I could not get a job." "I was unable to get all the classes I wanted." "I believe I trained in the wrong field." "When the funds were cut, I had to leave." "Employers want experience, and I didn't get any." "I couldn't pass my classes because of poor reading skills." Those who indicated the program was beneficial for them made these kinds of comments: "I got a job." "I gained a great deal of confidence." "I met many people and made new friends." "I gained an understanding of world events." "I never thought I could, but I learned that I can." "I wanted out and got out of the factory." "I have skills--they may not be useful now, but they will be later." "It simply opened new avenues for me." "It is something that can

never be taken away." "It helped me adjust, and I was able to pay my bills." The positive remarks greatly outnumbered the negative ones. As the 77 positive to 15 negative responses to the statement of benefit indicated, the participants appeared pleased with their involvement in the training program.

Participant Outcomes

The information in this section came from a record-file search of all 150 TAA students who attended Montcalm Community College and from the responses of the 103 participants who returned the survey conducted during February and March 1982. Following a presentation of demographic information on all 150 participants (i.e., sex, age, beginning date of training, and programs in which they trained), the number of credit hours they had completed and their community-college grade-point averages are listed. The remainder of this section, based on survey responses, presents data on participants' reactions to college services, current (February-March 1982) employment status, and perceptions of program benefit.

Educational achievement.--Of the 150 people who participated in training, 42 were male and 108 were female. Their ages ranged from 21 to 62 years, with a mean age of 38. The majority began training in 1980; only nine began in the fall of 1979, and 23 started the training in 1981. The largest enrollments were in the areas of accounting, clerical services, construction, and welding. The number of credit hours completed ranged from 0 to 91, with a mean of 31. Grade-point averages on a four-point scale (where A = 4, A- = 3.7,

B+ = 3.3, B = 3, B- = 2.7, C+ = 2.3, C = 2, C- = 1.7, D+ = 1.3, D = 1, D- = .7, and E = 0) ranged from 0.00 to 4.00, with a mean of 2.83.¹

Since the statistical data in the following sections are based on survey-respondent information, the demographic information used was also limited to that from the 103 respondents. Table 6 presents demographic data for the two groups. As discussed in Chapter III, grade-point average was the only variable on which there was a significant difference at the .05 level between the respondents and nonrespondents. (Demographic data for individual participants are included in Appendix C.)

Although the participants had been away from school for many years and had had little time to select training programs, this did not seem to affect them adversely. Taking full-time coursework, they were just as successful as other community-college students, as measured by grade-point averages.

Reaction to college services.--Section A of the survey instrument asked participants to respond to a list of college-service-goal statements in two ways:

1. Indicate how much importance they felt should have been placed on each service by choosing highest importance, very important, average importance, not very important, no importance, or no opinion.

¹Although figures for exact comparison were not available, the mean grade-point average appeared to be about the same as that of all other Montcalm Community College students during the same period of time.

Table 6.--Demographic information; respondents, nonrespondents, and total.

	Respondents	Nonrespondents	Total
<u>Sex</u>			
Male	27	15	42
Female	76	32	108
<u>Age</u>			
Range	21-57	22-62	21-62
Mean	38.5	37.5	38.2
<u>Starting date</u>			
1979	5	4	9
1980	83	35	118
1981	15	8	23
<u>Program</u>			
Accounting	18	9	27
Auto	6	4	10
Clerical	30	14	44
Construction	14	5	19
Legal secretary	2	2	4
Medical secretary	7	4	11
Nursing	5	0	5
Social work	7	0	7
Welding	14	9	23
<u>Credit hours</u>			
Range	0-91	2-66	0-91
Mean	32.3	27.1	30.7
<u>GPA</u>			
Range	.25-4.00	0-3.91	0-4.00
Mean	2.93	2.59	2.83

2. Indicate how much importance they felt was placed on each service by choosing highest importance, very important, average importance, not very important, no importance, or no knowledge.

The ten service-goal statements to which participants responded and a percentage distribution of their responses are shown in Table 7.

The participants' responses indicated that much importance should have been placed on all of the given service-goal statements. Although Items 3 and 6, dealing with testing and returning students, received slightly lower rankings than other items, at least 65 percent of the respondents rated each service goal as being very important or of highest importance.

The participants' responses also indicated that the college did place above-average importance on the service goals, with the exception of Items 3 and 10, dealing with testing and placement. At least 50 percent of the respondents stated that the college had placed average to highest importance on each of the other eight service goals.

Employment status.--Section B of the survey instrument asked participants to identify themselves as being in one of four employment categories: (1) employed full time, (2) employed part time, (3) unemployed--seeking employment, or (4) unemployed--not seeking employment. Table 8 shows the number and percentage of respondents in each employment category.

Table 7.--Reaction to college services.

Service-Goal Statements	Response ^a	Importance Placed			
		Should Have Been		Was	
		Freq.	Pct.	Freq.	Pct.
1. Prior to enrollment, students will be informed of the programs of study available at the college.	HI	56	55.4	25	25.0
	VI	27	26.7	29	29.0
	AI	7	6.9	24	24.0
	NV	1	1.0	9	9.0
	NI	6	5.9	4	4.0
	NA	4	4.0	9	9.0
Valid cases		101		100	
2. Prior to the beginning of classes, students will be informed of services available at the college, i.e., counseling, tutoring, developmental skills, library, etc.	HI	52	51.5	24	24.0
	VI	30	29.7	32	32.0
	AI	10	9.9	18	18.0
	NV	2	2.0	11	11.0
	NI	4	4.0	8	8.0
	NA	3	3.0	7	7.0
Valid cases		101		100	
3. Prior to beginning classes, students will receive testing to determine the level of their math and reading skills.	HI	45	45.5	21	21.2
	VI	19	19.2	12	12.1
	AI	18	18.2	14	14.1
	NV	4	4.0	12	12.1
	NI	5	5.1	22	22.2
	NA	8	8.1	18	18.2
Valid cases		99		99	
4. As a part of the enrollment process, students will be assisted as they select their specific courses.	HI	64	64.6	25	24.8
	VI	21	21.2	25	24.8
	AI	4	4.0	21	20.8
	NV	1	1.0	10	9.9
	NI	4	4.0	11	10.9
	NA	5	5.1	9	8.9
Valid cases		99		101	
5. During the time a student spends at college, the student will be treated with respect by faculty and staff.	HI	54	55.1	46	45.5
	VI	30	30.6	29	28.7
	AI	7	7.1	14	13.9
	NV	1	1.0	5	5.0
	NI	4	4.1	6	5.9
	NA	2	2.0	1	1.0
Valid cases		98		101	

Table 7.--Continued.

Service-Goal Statements	Response ^a	Importance Placed			
		Should Have Been		Was	
		Freq.	Pct.	Freq.	Pct.
6. The college will make a special effort to make persons returning to school after an extended absence feel welcome.	HI	36	36.4	26	25.5
	VI	28	28.3	26	25.5
	AI	15	15.2	16	15.7
	NV	4	4.0	5	4.9
	NI	3	3.0	4	3.9
	NA	13	13.1	25	24.5
	Valid cases	99		102	
7. If pre-enrollment testing indicates a student to be deficient in math skills, that student will be given assistance in math skill development.	HI	46	46.0	22	21.8
	VI	27	27.0	26	25.7
	AI	9	9.0	12	11.9
	NV	3	3.0	5	5.0
	NI	3	3.0	7	6.9
	NA	12	12.0	29	28.7
	Valid cases	100		101	
8. If pre-enrollment testing indicates a student to be deficient in reading skills, that student will be given assistance in reading skill development.	HI	43	44.3	23	23.5
	VI	26	26.8	26	26.5
	AI	10	10.3	9	9.2
	NV	4	4.1	3	3.1
	NI	3	3.1	8	8.2
	NA	11	11.3	29	29.6
	Valid cases	97		98	
9. Individual tutoring services will be available for students experiencing difficulties in one or more classes.	HI	50	50.0	32	31.7
	VI	29	29.0	23	22.8
	AI	9	9.0	16	15.8
	NV	3	3.0	8	7.9
	NI	4	4.0	3	3.0
	NA	5	5.0	19	18.8
	Valid cases	100		101	
10. As students near completion of their programs of study, the college will provide job placement assistance for those who are seeking employment.	HI	52	52.5	13	13.3
	VI	17	17.2	9	9.2
	AI	14	14.1	22	22.4
	NV	0	0.0	12	12.2
	NI	9	9.1	15	15.3
	NA	7	7.1	27	27.6
	Valid cases	99		98	

^aHI = highest importance, VI = very important, AI = average importance, NV = not very important, NI = no importance, NA = no opinion or no knowledge.

Table 8.--Employment status of respondents. (N = 102)

Employment Status	Absolute Frequency	Relative Frequency (Pct)	Adjusted Frequency (Pct)	Cumulative Frequency (Pct)
Full time	43	41.7	42.2	42.2
Part time	15	14.6	14.7	56.9
Unemployed--seeking	33	32.0	32.4	89.2
Unemployed--not seeking	11	10.7	10.8	100.0
No response	1	1.0	..	
Total	103	100.0	100.0	

Those who were employed full time were asked to give a title or description of their present position, to compare their current wages with their wages at Chrysler, to indicate whether their present employment was related to their TAA training, and to compare their current job satisfaction with their job satisfaction at Chrysler.

Thirty-nine of the full-time-employed respondents gave job-title information: 2 indicated they held professional jobs, 4 managerial, 3 sales, 4 clerical, 11 service, and 15 factory work. Forty-two compared their current wages with their wages at Chrysler: 1 person indicated current wages were much higher, 4 said higher, 4 said the same, 10 said lower, and 23 said much lower. Forty-three people responded to the question concerning whether employment was related to training: 8 indicated their employment was directly related to training, 10 said it was somewhat related, and 25 said it was unrelated.

Forty-two respondents compared their current job satisfaction with their job satisfaction at Chrysler: 6 were much more satisfied, 6 were more satisfied, 15 expressed the same satisfaction, 6 were less satisfied, and 9 were much less satisfied than they had been at Chrysler.

Those who were employed part time were asked to give a title or description of their present position, to indicate why they were employed part time, to indicate whether their present employment was related to their TAA training, and to compare their current job satisfaction with their job satisfaction at Chrysler.

Fourteen part-time-employed respondents gave job-title information: one indicated employment in a professional position, one managerial, four sales, two clerical, two crafts, three service, and one factory work. Fourteen individuals responded to the question concerning the reason for part-time employment: eight indicated that they were unable to find full-time employment, and six said they preferred to work part time. Fourteen responded to the question concerning whether employment was related to training: one stated that it was directly related, six said somewhat related, and seven said unrelated. Thirteen compared their current job satisfaction with their job satisfaction at Chrysler: three were much more satisfied, four were more satisfied, two expressed the same satisfaction, two were less satisfied, and two were much less satisfied.

Those who were unemployed and seeking employment were asked whether they would be willing to relocate if suitable employment was found for them--and if not, why not. Eight of the 33 respondents

said they would relocate, and 25 said they would not. Of the 25 who said no, 16 gave economic concerns as their reason for not moving, 6 mentioned family or social reasons, and 3 gave other reasons.

Those who were unemployed and not seeking employment were asked whether they were not seeking employment because of family obligations, discouragement due to failure in finding employment, continuing education, or for other reasons. Of the 11 respondents, 4 indicated family obligations, 1 discouragement, 4 continuing education, and 2 gave other reasons.

Some general comments can be made concerning the topic of employment status. Of those employed full time, most were working in factory or service positions--39 and 28 percent, respectively. More than 50 percent of those who compared their current wages with their Chrysler wages (23 out of 42 respondents) were making much lower wages than they had earned at Chrysler. The majority of both the part-time and full-time-employed respondents had jobs unrelated to their training. Also, the majority of this same group was at least as satisfied with their current jobs as they had been with their jobs at Chrysler.

Perceptions of program benefit.--In Section C of the survey, participants were asked to strongly agree, agree, indicate no opinion, disagree, or strongly disagree with 14 statements concerning program benefit. Each response from strongly agree to strongly disagree was assigned a number value of 1 to 5, respectively. Since Statements 2, 5, 8, 10, and 14 were presented in a negative fashion, they were scored in reverse order, where 1 = 5, 2 = 4, 3 = 3, 4 = 2, and 5 = 1. Table 9

shows the 14 statements and a frequency distribution of the responses to each statement.

Table 9.--Perceptions of program benefit.

Statement	Response ^a	Abs. Freq.	Rel. Freq. (Pct)	Adj. Freq. (Pct)	Cum. Freq. (Pct)
1. I am pleased that I participated in the TRA training program. ^b	SA	78	75.7	76.5	76.5
	A	19	18.4	18.6	95.1
	N	1	1.0	1.0	96.1
	D	3	2.9	2.9	99.0
	SD	1	1.0	1.0	100.0
Valid cases		102			
2. I feel I would be better off today if I had chosen something other than TRA training when Chrysler closed.	SA	8	7.8	7.9	7.9
	A	10	9.7	9.9	17.8
	N	20	19.4	19.8	27.7
	D	25	14.3	24.8	52.5
	SD	38	36.9	37.6	100.0
Valid cases		101			
3. I acquired valuable skills through my TRA training.	SA	50	48.5	49.0	49.0
	A	38	36.9	37.3	86.3
	N	9	8.7	8.8	95.1
	D	3	2.9	2.9	98.0
	SD	2	1.9	2.0	100.0
Valid cases		102			
4. I acquired valuable knowledge through my TRA training.	SA	62	60.2	60.8	60.8
	A	35	34.0	34.3	95.1
	N	3	2.9	2.9	98.0
	D	1	1.0	1.0	99.0
	SD	1	1.0	1.0	100.0
Valid cases		102			
5. My TRA training prepared me for a type of employment which is simply not available.	SA	24	23.3	24.5	24.5
	A	18	17.5	18.4	42.8
	N	18	17.5	18.4	61.2
	D	26	25.2	26.5	87.8
	SD	12	11.7	12.2	100.0
Valid cases		98			

Table 9.--Continued.

Statement	Response ^a	Abs. Freq.	Rel. Freq. (Pct)	Adj. Freq. (Pct)	Cum. Freq. (Pct)
6. If a friend was laid-off and could qualify, I would recommend TRA training to him/her.	SA	70	68.0	68.6	68.6
	A	24	23.3	23.5	92.2
	N	3	2.9	2.9	95.1
	D	3	2.9	2.9	98.0
	SD	2	1.9	2.0	100.0
Valid cases		102			
7. The TRA funding for training was a very important benefit.	SA	79	76.7	77.5	77.5
	A	17	16.5	16.7	94.1
	N	1	1.0	1.0	95.1
	D	4	3.9	3.9	99.0
	SD	1	1.0	1.0	100.0
Valid cases		102			
8. I feel my TRA training had little relationship to the "real world."	SA	8	7.8	7.8	7.8
	A	9	8.7	8.8	16.7
	N	14	13.6	13.7	30.4
	D	37	35.9	36.3	66.7
	SD	34	33.0	33.3	100.0
Valid cases		102			
9. My adjustment to the Chrysler plant closing was made easier (financially & emotionally) because of the availability of TRA funding.	SA	71	68.9	69.6	69.6
	A	19	18.4	18.6	88.2
	N	5	4.9	4.9	93.1
	D	4	3.9	3.9	97.1
	SD	3	2.9	2.9	100.0
Valid cases		102			
10. Most of the other TRA training participants with whom I have talked felt their TRA training was of little or no value to them.	SA	6	5.8	6.0	6.0
	A	22	21.4	22.0	28.0
	N	26	25.2	26.0	54.0
	D	32	31.1	32.0	86.0
	SD	14	13.6	14.0	100.0
Valid cases		100			

Table 9.--Continued.

Statement	Response ^a	Abs. Freq.	Rel. Freq. (Pct)	Adj. Freq. (Pct.)	Cum. Freq. (Pct)
11. Regardless of its present impact, I feel my TRA training will be helpful to me in the future.	SA	51	49.5	50.0	50.0
	A	38	36.9	37.3	87.3
	N	8	7.8	7.8	95.1
	D	2	1.9	2.0	97.1
	SD	3	2.9	2.9	100.0
Valid cases		102			
12. Because of my TRA training, I feel I am, and will continue to be, a more informed citizen.	SA	49	47.6	48.5	48.5
	A	32	31.1	31.7	80.2
	N	15	14.6	14.9	95.0
	D	3	2.9	3.0	98.0
	SD	2	1.9	2.0	100.0
Valid cases		101			
13. On the whole, I feel the money expended on TRA training was wise use of taxpayer money.	SA	54	52.4	53.5	53.5
	A	30	29.1	29.7	83.2
	N	9	8.7	8.9	92.1
	D	4	3.9	4.0	96.0
	SD	4	3.9	4.0	100.0
Valid cases		101			
14. Looking back, I wish I had accepted a transfer to another Chrysler plant. (Omit this question if no transfer offer was made.)	SA	10	9.7	12.2	12.2
	A	7	6.8	8.5	20.7
	N	8	7.8	9.8	30.5
	D	21	20.4	25.6	56.1
	SD	36	35.0	43.9	100.0
Valid cases		82			

^aSA = strongly agree, A = agree, N = have no opinion, D = disagree, SD = strongly disagree.

^bThe acronym TRA was used because the service agencies and participants referred to the TAA program in that way.

Participants' responses to statements concerning program benefit were very positive. More than 50 percent agreed or strongly agreed with the positive aspect of each statement; an exception was Statement 5, on which more than half of the respondents agreed with the negative statement that their TRA training prepared them for a type of employment that is simply not available.

The strongest positive responses to single items were given to Statement 7, which stated that the TRA funding for training was a very important benefit, and Statement 1, which stated that the participant was glad he/she had participated in the TRA program.

Analysis

As outlined in Chapter III, several procedures were used to analyze the results from this study. First, based on goals-and-expectations data collected from the three groups (MESC, community college, and participants), common and conflicting goals and expectations were described. Second, based on the information describing program process (what happened and how it happened) collected from the three groups, a fourth point of view (etic) was used to describe the findings from an observational rather than an "inside" perspective. Third, in consideration of the reaction-to-college-services data, the investigator, by means of a Pearson correlation, tested the relationship between the participants' view of how much importance should have been placed on a set of college-service goals and their view of how much importance was actually placed on these same services. Fourth, the remaining data concerning the participants'

educational achievement, employment status, and perceptions of program benefit were used to test the four propositions and eight questions.

Common and Conflicting Goals and Expectations

Each of the three groups had external motivation for becoming involved in the TAA training process. MESC's involvement was mandated by law, Montcalm Community College was directed by its basic philosophy of the college's mission, and the displaced workers were encouraged by the extended trade readjustment benefits. Although these motivators were unique to each group and not held in common, they did not appear to conflict with each other.

Each agency had a specific set of service goals in mind. MESC intended to

1. Find jobs and place workers in them
2. Provide supportive services for the displaced workers

Montcalm Community College intended to

1. Provide job-related skill training
2. Assist displaced workers in finding new jobs
3. Encourage self-development

The two agencies shared the common goal of finding jobs and placing the participants in them. This goal was a number-one priority for MESC and was of secondary interest to the community college. The two agencies also shared the common goal of training the participants and improving their job skills. This goal was a number-one priority for the community college and was of secondary interest to MESC. The final community-college service goal,

encouraging self-development, although not specifically included in the list of MESC services, was closely related to its supportive-services function.

The results that each group expected from the TAA training program, listed in order of priority, were as follows:

MESC expected

1. Employment for the displaced workers
2. Funding allowances that would soften the financial blow to individuals and the community

Montcalm Community College expected

1. Improved job skills for the displaced workers
2. Increased enrollments for the community college
3. Improved self-images and increased knowledge and mobility for the displaced workers

The participants expected

1. Improved job skills
2. Extended funding allowances
3. Employment
4. General knowledge

Although the priority listing of the expected results was not the same for all three groups, there was a great deal of commonality in their expectations. Each expected outcome the participants expressed was matched by an agency-expected outcome. Job skills and general knowledge were matched by community-college expectations, and extended benefits and employment were matched by MESC expectations.

There does not appear to have been direct conflict among the three groups in terms of expected results. Even the community college's interest in increased enrollments, which was not matched by the other two groups, did not necessarily conflict with the expectations of the others. It should be noted, however, that there was potential for conflict. This potential lay in the following areas: (1) the community college's interest in increased enrollments and (2) the participants' interest in funding allowances. If either or both of these had become single-interest concerns for the parties involved, the program would have suffered.

What Happened and How It Happened--
The Etic Point of View

Summer and fall 1979.--By late June 1979, many people--Lyons Chrysler employees, social-service agencies, and the news media--were busily attempting to deal with the fact that the Lyons Chrysler Plant would soon close. Given this common concern and the leadership of the Ionia County Departments of Social Services and Mental Health, a Lyons Chrysler Community Service Council was formed. With this council as a focal point, various groups worked toward finding solutions to the impending problem of nearly 900 additional unemployed people in a county that, at that time, had an unemployment rate of 8.4 percent.

Initial concern was for the financial, physical, and mental well being of those who would soon be unemployed. Since many of the same employees had experienced a similar situation five years earlier, they seemed to take the trouble in stride. They were concerned and, to

some degree, angry--concerned about what was going to happen to them and angry at Chrysler for moving their work to another plant and terminating their jobs.

In addition to their union-sponsored subpay, the workers hoped that they could qualify, as they had in 1974, for TAA benefits. The weekly allowances had helped greatly during their 1974 joblessness before the plant reopened.

Various agencies informed the employees of available services by compiling a service directory, organizing several mass meetings, and communicating through the local UAW union representatives. The employees prepared and submitted a letter to President Carter asking that they be recognized for benefits under the Trade Act of 1974. Because Lyons Chrysler work had been moved to Canada and because sufficient time had elapsed between the 1974 and 1979 closings, the workers were certified as being eligible for TAA benefits. They were informed of this in a letter dated August 6, 1979, and signed by Marvin M. Fooks, Director of the Office of Trade Adjustment Assistance. (See Appendix A for a copy of this letter.)

The displaced workers, as well as the service-agency personnel who served on the Community Service Council, were pleased with the positive response. With TAA eligibility, it appeared that there would be additional financial support and assistance for those who wished to train for new jobs or to relocate. Using the Community Service Council as a center for information exchange and as a base for communicating, MESCC and Montcalm Community College endeavored to make the displaced workers aware of training possibilities. Since

the announcement of benefits did not reach all of the potentially eligible people until mid- to late-August, little interest was shown in training, and only nine displaced workers registered for course-work for fall semester 1979.

During October and November, additional staff members were hired at the Ionia MESC office, and TAA rules and regulations were more specifically defined. During this time, MESC staff in conjunction with Montcalm Community College staff made an effort to inform all potentially eligible people that, not only would TAA pay for the training of displaced workers, including transportation allowances, but that those who were in full-time approved training programs could have their weekly benefits extended from 52 to 78 weeks. The former Lyons Chrysler workers were encouraged to apply for training eligibility as soon as possible. Each ex-worker had six months from the time of his/her employment-termination date to establish training eligibility. After becoming eligible, the displaced worker had to decide on a certain program of study and have that program approved and a contract signed between the training agency and a Department of Labor representative.

November and December 1979 were filled with a great deal of activity. MESC personnel informed the ex-employees and assisted them with their planning and paperwork. The displaced workers took the appropriate steps to establish their training eligibility, and those who wanted to begin training immediately decided on specific programs and registered for classes, which would begin in January 1980. Community-college staff members provided career counseling,

academic advisement, and assistance in registration. Some 100 displaced workers completed the entire process during November and December, i.e., (1) established training eligibility, (2) chose a specific training program and had it approved by means of a signed contract, and (3) registered for second-semester classes (January through May 1980).

Winter and spring 1980.--As 1980 began, with more than 100 full-time students in attendance, the two agencies had their hands full. MESC was working with several other training institutions besides Montcalm Community College and still had hundreds of displaced workers who had established training eligibility but had not yet chosen training programs. MESC was also responsible for processing the necessary paperwork to verify class attendance, travel mileage, and other college-related costs, as well as for processing the weekly trade-readjustment-allowance funds. At Montcalm Community College, class sizes expanded greatly during second semester, a time when the enrollment normally tended to be lower. Because there was no other practical method for taking attendance, the teaching faculty and college support staff devised and implemented an attendance procedure that was not used for regular college students. But perhaps the greatest amount of college-staff time was required to deal with the many ex-workers who had not yet chosen programs and signed contracts. In the meantime, the program participants, finding themselves in the role of full-time students, were concerned about their new responsibilities as students.

During February and March, orientation and testing procedures were developed to handle the nearly 100 additional former Lyons Chrysler workers who would develop specific programs in spring 1980. Some 25 of these individuals also had their contracts signed by the end of March. For those who had not had contracts signed by April 1, 1980, the process came to a halt. Official word came from the federal level through state channels to stop writing all contracts as of April 1.

To accommodate the new TAA students who desired to take as much uninterrupted coursework as possible during their 78-week eligibility period, a special session was started in April 1980, and two six-week summer-school sessions were arranged rather than the normal eight-week session.

The 1980-81 school year.--During summer 1980, a new interpretation of regulations came about, which allowed displaced workers whose eligibility for training had already been established to pay the cost of their own schooling and thereby be able to receive a 26-week extension of trade readjustment allowances, which by this time had risen from \$250 to \$289 per week. Thus, a few new TAA students began classes in fall 1980. Paying their own way might not have been as attractive as the previous arrangement, but it did provide an extension of allowances. Also, the area unemployment rate had risen to and remained above 12 percent during the summer months, so the prospects for finding employment were not good. During fall 1980, an additional 12 people chose the self-paid-training option and completed the paperwork necessary for second-semester enrollment.

The approximately 120 ex-workers who were enrolled at the community college during fall semester were an integral part of the student body. It was no longer possible to distinguish them from the others in regular college attendance. Because their TAA contracts had time limits, the displaced workers were serious students and attempted to complete their classes successfully. They became active members of student organizations and participated in extra-curricular activities. Completing the paperwork required to verify attendance, travel, and so on, became routine for both the participants and the agency staff members. Although the 1980-81 academic year was productive in the sense that the participants successfully completed many credit hours of instruction, it was not nearly as hectic as the previous year had been.

In March 1981, the Ionia MESC conducted an initial follow-up study. A questionnaire was sent to 148 individuals who had received TAA-approved training (the follow-up included but was not limited to those who attended Montcalm Community College) as well as those who had not participated in TAA-sponsored training. The employment rate for those who had trained was 42 percent. Although this figure seems low, it was nearly double the rate for all those who had been eligible for training under the TAA petition.

In May 1981, the Michigan legislature, recognizing the continuing high level of unemployment, passed legislation to support community-college involvement in TAA-sponsored training. The legislature set aside \$500,000 on a statewide basis, to be allotted to community colleges at a rate of \$10 per student credit hour for all

displaced workers enrolled after April 1, 1981. Table 10 is a compilation of data on Michigan community college TAA-related training between April and October 1981.

Table 10.--TAA recipients enrolled in Michigan community colleges:
April 1, 1981, to October 1, 1981.

Community College	Headcount	Student Credit Hours
Alpena	2	33
Bay de Noc	3	48
Delta College	786	7,860
Glen Oaks Community College	0	0
Grand Rapids Junior College	0	0
Henry Ford Community College	641	5,850
Highland Park Community College	248	2,959
Kalamazoo Valley Community College	16	249
Kirtland Community College	5	32
Lake Michigan College	0	0
Montcalm Community College	47	627
St. Clair County Community College	131	1,448
Wayne County Community College	1,500 ^a	19,000
West Shore Community College	21 ^b	...
Total	3,400	38,106

Source: Michigan Community College Association, informational memorandum, spring 1982. (Mimeographed.)

^aEstimated total individual headcount.

^bPotential students--no firm count yet.

Summer and fall 1981.--During summer 1981, unemployment remained high in Michigan and particularly high in the Ionia County area, hovering around 12 percent. At the federal level, the Reagan Administration, in the process of trimming many government programs, was talking about placing limitations on TAA.

For the participants who were enrolled at Montcalm Community College fall semester 1981, October 1 turned out to be an important date. On that date, the Reagan Administration implemented drastic changes in TAA funding. The changes caused great concern in Michigan, where many TAA dollars had already been spent and where there was hope for many more. S. Martin Taylor, state director of the MESC, expressed his concern about these changes in a September 1981 letter to two Michigan legislators.

These changes will have a devastating effect on many of the individuals currently in training and those planning to attend training under the provisions of the Trade Act.

I will list the changes in terms of the impact on current and future TRA claimants.

1. Effective October 1, 1981, the TRA payment rate will be reduced to the maximum state unemployment rate the claimant is eligible to receive. In Michigan, the upper limit of TRA is currently \$289 per week. The maximum state unemployment rate is \$182 per week. Some 24,000 TRA claimants will have their payments reduced by at least \$107 per week for a total weekly reduction of \$3.4 million to those individuals.

2. Another 8,000 TRA claimants, currently receiving up to \$289 per week during an extension of their TRA claims while attending training, will be cut off entirely after October 1, 1981. These 8,000 individuals either do not meet the new "rule" which states they cannot receive benefits beyond 78 weeks from the time they exhausted their regular state claim, or the new "rule" that states there can be no break between the TRA claim and the TRA extension. The 8,000 figure is only an estimate, albeit a conservative one, as individual determinations have to be made on every claimant. These 8,000 claimants will lose approximately \$2.3 million per week in benefits.

3. We will no longer be able to approve training programs for individuals who plan to finance their own programs. As there were very few other outlets to pay for an individual's training, we estimate that this will effectively prevent most new entrants to training. Based on our experience over the past eight weeks, about 500 individuals per week who planned self-financed tuition will be shut off from entering training. These 500 trainees would have drawn about \$140,000 per week in training benefits.

The net effect is that almost 40,000 individuals, and Michigan's economy, will lose a minimum of \$6 million per week as a result of the changes in the Trade Act.

For the 14 participants still enrolled at Montcalm Community College, the effect of the changes in TAA was troublesome. Seven of the 14 had begun school in September, borrowing money to do so. Now, their funds had been taken away. Five of those seven dropped out; the others continued through the semester on their own funds. By the end of December 1981, the TAA program had ended, although a few participants continued to complete coursework with their own funds.

During the final months of 1981, the unemployment rates in both Ionia County and in Michigan continued to rise. Ionia County unemployment rates for November and December 1981 and January 1982 were 12.2, 13.4, and 16.4 percent, respectively, and by early 1982, Michigan's unemployment had reached its highest recorded level:

Nearly one of every six Michigan workers was unemployed in January, pushing the state's jobless rate to 16 percent--the highest since 1958, the Michigan Employment Security Commission reported Friday. The January figure, which is not adjusted for seasonal fluctuations in employment, jumped from 14.4 percent in December and 13.8 in January 1981, MESC Director S. Martin Taylor said in a statement. Taylor attributed the substantial increase to the continued recession in the automobile and related industries. (The [Greenville, Michigan] Daily News, February 5, 1982)

In total, 150 former Chrysler workers had taken TAA-sponsored community-college training at Montcalm Community College. The training process had created additional activity for MESC and Montcalm Community College and had presented a new and different challenge for the displaced workers. In general, all three groups seemed to work cooperatively toward making the process reasonably productive.

Mixing governmental procedures, educational practice, and 150 displaced workers does present problems. Respondents in all three

groups described the need for more and better information during the early months of the program. The hectic pace took its toll on all involved, and not all participants could or did succeed. However, from all appearances, the problems were generally viewed as common concerns and were jointly resolved. Neither agency pointed to the other as causing problems. And the participants, who might well have been caught in the middle had the two agencies squabbled, expressed the feeling that both agencies had attempted to provide good services.

Discrepancy Between What Was and What Should Have Been: College Services

In Section I of the survey, participants were asked to indicate the amount of importance that should have been placed, and then the amount of importance that actually was placed, on a list of ten college-service goals. The results from the 103 survey respondents were shown in Table 7. As that table indicated, the overall "should have been" responses were higher than the "was" responses. This was to be expected because the "should have been" response was asking for the ideal. Although the "was" responses were lower, in eight out of ten cases they were similar to the "should have been" responses.

To consider these data more specifically, correlation coefficients were calculated and cross-tabulation tables were developed for each set of responses ("should have been" and "was") for the ten service goals. As the Pearson correlation-coefficient scores in

Table 11 show, there was a relationship between the importance that respondents said should have been placed and that which was actually placed on Service Goals 1, 2, 4, 5, 6, 7, 8, and 9. That same relationship did not exist for Service Goals 3 and 10. The cross-tabulation table for Service Goals 3 and 10 points to the same discrepancy. (See Table 12.) In both parts of Table 12, the numbers in the lower-left-hand corner show that the respondents felt "very important" to "highest important" status should have been placed on these service goals, although "no importance" to "not very important" status was actually accorded to them. In the respondents' opinions, much more importance should have been placed on pre-enrollment testing and placement services than actually was placed on them.

Statistical Analysis of the Four Propositions

In this study the investigator posed four propositions for analysis. Two statistical procedures were used to test these propositions. Chi-square tests were used on Propositions 1 and 2, and t-tests were run on Propositions 3 and 4. The decision to use the different analytical approaches was based on the types of data gathered; i.e., only categorical data were collected for Propositions 1 and 2, whereas both categorical and continuous data were collected for Propositions 3 and 4. With the four propositions as the basis for establishing the statistical hypotheses, Tables 13-16 and related information indicate the results for each proposition.

Proposition 1: Male displaced workers will be more successful in gaining employment than females.

Table 11.--Correlation between importance that should have been placed on certain college services and that which was placed.

College-Service Goal Statements	Coefficient	Cases	Significance
1. Prior to enrollment, students will be informed of the programs of study available at the College.	.3020	98	.001
2. Prior to the beginning of classes, students will be informed of services available at the College (i.e., counseling, tutoring, developmental skills, library, etc.).	.3025	98	.001
3. Prior to beginning classes, students will receive testing to determine the level of their math and reading skills.	.1450	97	.078
4. As a part of the enrollment process, students will be assisted as they select their specific courses.	.4894	98	.001
5. During the time a student spends at a college, the student will be treated with respect by faculty and staff.	.5262	98	.001
6. The college will make a special effort to make persons returning to school after an extended absence feel welcome.	.5331	99	.001
7. If pre-enrollment testing indicates a student to be deficient in math skills, that student will be given assistance in math skill development.	.4565	99	.001
8. If pre-enrollment testing indicates a student to be deficient in reading skills, that student will be given assistance in reading skill development.	.4435	96	.001
9. Individual tutoring services will be available for students experiencing difficulties in one or more courses.	.3429	99	.001
10. As students near completion of their programs of study, the College will provide job placement assistance for those who are seeking employment.	.1548	96	.066

Table 12.--Cross-tabulation between importance that was placed and importance that should have been placed on College-Service Goals 3 and 10.

Import. That Should Have Been Placed		Importance That Was Placed						Row Total
		No Importance	Not Very Important	Average Importance	Very Important	Highest Importance	No Knowledge	
Importance Rating for Service Goal 3								
No Importance	Count	2	1	0	0	0	2	5
	Row Pct	40.0	20.0	0	0	0	40.0	5.2
	Col. Pct	9.1	8.3	0	0	0	10.1	
	Tot. Pct	2.1	1.0	0	0	0	2.1	
Not Very Important	Count	0	1	1	0	1	1	4
	Row Pct	0	25.0	25.0	0	25.0	25.0	4.1
	Col. Pct	0	8.3	7.7	0	4.8	5.6	
	Tot. Pct	0	1.0	1.0	0	1.0	1.0	
Average Importance	Count	4	2	6	1	1	4	18
	Row Pct	22.2	11.1	33.3	5.6	5.6	22.2	18.6
	Col. Pct	18.2	16.7	46.2	9.1	4.8	22.2	
	Tot. Pct	4.1	2.1	6.2	1.0	1.0	4.1	
Very Important	Count	4	4	2	6	2	1	19
	Row Pct	21.1	21.1	10.5	31.6	10.5	5.3	19.6
	Col. Pct	18.2	33.3	15.4	54.5	9.5	5.6	
	Tot. Pct	4.1	4.1	2.1	6.2	2.1	1.0	
Highest Importance	Count	12	4	4	3	15	6	44
	Row Pct	27.3	9.1	9.1	6.6	34.1	13.6	45.4
	Col. Pct	54.5	33.3	30.8	27.3	71.4	33.3	
	Tot. Pct	12.4	4.1	4.1	3.1	15.5	6.2	
No Knowledge	Count	0	0	0	1	2	4	7
	Row Pct	0	0	0	14.3	28.6	57.1	7.2
	Col. Pct	0	0	0	9.1	9.5	22.2	
	Tot. Pct	0	0	0	1.0	2.1	4.1	
Missing obs. = 6	Column Total	22	12	13	11	21	18	97
	Total	22.7	12.4	13.4	11.3	21.6	18.6	100.0
Importance Rating for Service Goal 10								
No Importance	Count	3	1	2	0	1	2	9
	Row Pct	33.3	11.1	22.2	0	11.1	22.2	9.4
	Col. Pct	20.0	8.3	9.1	0	8.3	7.7	
	Tot. Pct	3.1	1.0	2.1	0	1.0	2.1	
Not Very Important	Count	2	0	8	0	0	4	14
	Row Pct	14.3	0	57.1	0	0	28.6	14.6
	Col. Pct	13.3	0	36.4	0	0	15.4	
	Tot. Pct	2.1	0	8.3	0	0	4.2	
Average Importance	Count	1	1	4	4	1	5	16
	Row Pct	6.3	6.3	25.0	25.0	6.3	31.3	16.7
	Col. Pct	6.7	8.3	18.2	44.4	8.3	19.2	
	Tot. Pct	1.0	1.0	4.2	4.2	1.0	5.2	
Very Important	Count	9	10	8	5	10	8	50
	Row Pct	18.0	20.0	16.0	10.0	20.0	16.0	52.1
	Col. Pct	60.0	83.3	36.4	55.6	83.3	30.8	
	Tot. Pct	9.4	10.4	8.3	5.2	10.4	8.3	
No Knowledge	Count	0	0	0	0	0	7	7
	Row Pct	0	0	0	0	0	100.0	7.3
	Col. Pct	0	0	0	0	0	26.9	
	Tot. Pct	0	0	0	0	0	7.3	
Missing obs. = 7	Column Total	15	12	22	9	12	26	96
	Total	15.6	12.5	22.9	9.4	12.5	27.1	100.0

Table 13.--Chi-square test results: sex by employment status.

Sex		Employment Status		Row Total
		Employed	Not Employed	
Male	Count	21	6	27
	Row Pct	77.8	22.2	26.5
	Col. Pct	36.2	13.6	
	Tot. Pct	20.6	5.9	
Female	Count	37	38	75
	Row Pct	49.3	50.7	73.5
	Col. Pct	63.8	86.4	
	Tot. Pct	36.3	37.3	
Column Total		58	44	102
		56.9	43.1	100.0

df = 1

Critical chi-square = 3.84146

 $\alpha = .05$ (one-tailed)

chi-square = 6.54846

Proposition 2: Displaced workers who start their training early will be more successful in gaining employment than those who start late.

Table 14.--Chi-square test results: starting date by employment status.

Starting Date		Employment Status		Row Total
		Employed	Not Employed	
Early (1979)	Count	3	2	5
	Row Pct	60.0	40.0	25.0
	Col. Pct	30.0	20.0	
	Tot. Pct	15.0	10.0	
Late (1981)	Count	7	8	15
	Row Pct	46.7	53.3	75.0
	Col. Pct	70.0	80.0	
	Tot. Pct	35.0	40.0	
Column Total		10	10	20
		50.0	50.0	100.0

For Proposition 2, there were insufficient numbers in the "early" cells to compute significance in a statistical manner.

Proposition 3: Younger displaced workers will be more successful in gaining employment than those who are older.

Table 15.--t-test results: age by employment status.

Employment Status	Number of Cases	Mean Age	S.D.	t-Value	df	1-tail Prob.
Employed	57	36.3509	8.647	-2.57	99	.006
Not employed	44	40.9091	9.060			

df = 99

Critical t = -1.658

$\alpha = .05$ (one-tailed)

t = -2.57

$H_0 \mu_E \geq \mu_U$

$H_1 \mu_E < \mu_U$

H_0 is rejected.

Proposition 4: Displaced workers who attain higher community-college grade-point averages will be more successful in gaining employment than those who attain lower grades.

Table 16.--t-test results: grade-point average by employment status.

Employment Status	Number of Cases	Mean Age	S.D.	t-Value	df	1-tail Prob.
Employed	56	2.9964	.799	.91	98	.1875
Unemployed	44	2.8564	.715			

df = 98

Critical t = 1.658

$\alpha = .05$ (one-tailed)

t = .91

$H_0 \mu_E \leq \mu_U$

$H_1 \mu_E > \mu_U$

H_0 is not rejected.

The following conclusions were reached concerning the four propositions:

<u>Proposition</u>	<u>Analysis</u>	<u>.05 level of significance</u>
1. Sex by employment status	chi-square	confirmed .0105
2. Starting date by employment status	chi-square	inconclusive
3. Age by employment status	t-test	confirmed .006
4. GPA by employment status	t-test	not significant .1875

Males were, in fact, more successful in gaining employment than were females. Because of the low number of participants who started early (fall 1979), it was not reasonable to compute a level of statistical significance for Proposition 2. Those who were successful in gaining employment were significantly younger than those who were not successful. In addition, although those who were successful in gaining employment had higher community-college grade-point averages than those who were not successful, the difference between the groups was not statistically significant.

Statistical Analysis of the Eight Related Questions

To test the eight questions posed by the researcher, it was again necessary to use two different statistical procedures because of the types of data collected. Questions 1, 2, 4, 5, and 6 were tested by means of t-tests because in each instance both categorical and continuous data were collected. Questions 3, 7, and 8 were tested by means of Pearson correlations because in each instance only continuous data were collected. On the following pages, each question

is restated, followed by the results of the statistical procedure used to test the data for that question.

Question 1: Will there be a significant difference between the community-college grade-point averages of male and female displaced workers?

Table 17.--t-test results: grade-point average by sex.

Sex	Number of Cases	Mean GPA	S.D.	t-Value	df	2-tail Prob.
Males	26	3.0204	1.065	.68	99	.499
Females	75	2.9029	.626			

df = 99

Critical t = 1.980

$\alpha = .05$ (two-tailed)

t = .68

$H_0: \mu_M = \mu_F$

$H_1: \mu_M \neq \mu_F$

H_0 is not rejected.

Question 2: Will there be a significant difference between the community-college grade-point averages of the displaced workers who start their training early and those who start late?

Table 18.--t-test results: grade-point average by starting date.

Starting Date	Number of Cases	Mean GPA	S.D.	t-Value	df	2-tail Prob.
Early (1979)	5	2.6720	1.238	-.51	16	.620
Late (1981)	13	2.9531	.990			

df = 16

Critical t = 2.120

$\alpha = .05$ (two-tailed)

t = -.51

$H_0: \mu_E = \mu_L$

$H_1: \mu_E \neq \mu_L$

H_0 is not rejected.

Question 3: Will there be a significant relationship between the community-college grade-point averages and the age of the displaced workers?

Table 19.--Pearson correlation results: grade-point average by age.

Grade-Point Average		
Age	Coefficient	-.0497
	Cases	100
	Significance	.312

$\alpha = .05$
 $p = .312$

No significant relationship.

Question 4: Will there be a significant difference between the perceptions of program benefit of male and female displaced workers?

Table 20.--t-test results: perceptions by sex.

Sex	Number of Cases	Mean Percent	S.D.	t-Value	df	2-tail Prob.
Males	27	2.2140	1.048	.61	101	.608
Females	76	2.1270	.622			

df = 101
 Critical t = 1.980
 $\alpha = .05$ (two-tailed)
 t = .51

$H_0: \mu_M = \mu_F$

$H_1: \mu_M \neq \mu_F$

H_0 is not rejected.

Question 5: Will there be a significant difference between the perceptions of program benefit of the displaced workers who start their training early and those who start late?

Table 21.--t-test results: perceptions by starting date.

Starting Date	Number of Cases	Mean Percent	S.D.	t-Value	df	2-tail Prob.
Early (1979)	5	2.6050	1.343	1.14	18	.270
Late (1981)	15	2.0793	.715			

df = 18

Critical t = 2.101

α = .05 (two-tailed)

t = 1.14

$H_0 \mu_E = \mu_L$

$H_1 \mu_E \neq \mu_L$

H_0 is not rejected.

Question 6: Will there be a significant difference between the perceptions of program benefit of the displaced workers who gain employment and those who do not?

Table 22.--t-test results: perceptions by employment status.

Employment Status	Number of Cases	Mean Percent	S.D.	t-Value	df	2-tail Prob.
Employed	58	2.1731	.833	.21	100	.830
Unemployed	44	2.1407	.634			

df = 100

Critical t = 1.980

α = .05

t = .21

$H_0 \mu_E = \mu_U$

$H_1 \mu_E \neq \mu_U$

H_0 is not rejected.

Question 7: Will there be a significant relationship between the perceptions of program benefit and the age of the displaced workers?

Table 23.--Pearson correlation results: perceptions by age.

		Perception
Age	Coefficient	-.1474
	Cases	102
	Significance	.070

$\alpha = .05$

$t = .07$

No significant relationship.

Question 8: Will there be a significant relationship between the perceptions of program benefit and the community-college grade-point average of the displaced workers?

Table 24.--Pearson correlation results: perceptions by grade-point average.

		Perception
GPA	Coefficient	-.2343
	Cases	101
	Significance	.009

$\alpha = .05$

$p = .009$

There is a significant relationship.

Based on the statistical analyses, the following conclusions were reached concerning the eight related questions:

<u>Questions</u>	<u>Analysis</u>	<u>.05 level of significance</u>
1. GPA by sex	t-test	not significant .499
2. GPA by starting date	t-test	not significant .620
3. GPA by age	Pearson corr.	not significant .312
4. Perceptions by sex	t-test	not significant .608
5. Perceptions by starting date	t-test	not significant .270
6. Perceptions by emp. status	t-test	not significant .830
7. Perceptions by age	Pearson corr.	not significant .070
8. Perceptions by GPA	Pearson corr.	significant .009

There were no significant differences between the community-college grade-point averages of males and females or those who started training early and those who started late. There was no significant relationship between age and community-college grade-point average. There were no significant differences between the perceptions of program benefit of males and females, those who started training early and those who started late, or those who found employment and those who did not. There was not a significant relationship between age and perceptions of program benefit at the .05 level. However, there was such a relationship at the .07 level, indicating that older students tended to perceive the program as being more beneficial than did the younger participants. Finally, there was a significant relationship

between community-college grade-point averages and perceptions of program benefit. Participants who attained higher community-college grade-point averages perceived the program as being more beneficial than did those who attained lower averages.

The results of the analysis of Questions 4, 6, and 7 seemed to suggest that participants' perceptions of the program benefit were not closely tied to employment. Question 6, employment status, dealt with the topic directly, whereas Questions 4 and 7, sex and age, dealt with the topic indirectly; i.e., both were significantly related to employment status. Interestingly, the results from the analysis of Question 7 showed that older students, those who were less successful in gaining employment, perceived the program as being much more beneficial than did the younger respondents.

Summary

Chapter IV contained the findings and the data analysis of this study. In the results portion, the goals and expectations of the program process were described from the viewpoint of each of the three groups (MESC, the community college, and the participants). Participant outcomes, including educational achievements, reactions to college services, current employment status, and perceptions of program benefit, were presented.

In the analysis portion of the chapter, goals and expectations of each of the three groups were reviewed, taking special notice of those that were held in common among the groups and those that had potential for conflict. The program process (what happened and how

it happened) was described from an observational viewpoint, taking into consideration activities at the state and national levels and the ever-worsening condition of the area and regional employment markets from June 1979 through the beginning of 1982. Results were given from the statistical testing of the relationship between the importance that should have been placed on ten college service goals and the importance that was actually placed on them. Finally, the investigator presented the results from the statistical testing of the four propositions and eight related questions concerning employment status, educational achievement, and perceptions of program benefit.

CHAPTER V

SUMMARY AND RECOMMENDATIONS

Summary

In this study the investigator described the TAA-sponsored community-college training at Montcalm Community College following the Lyons/Muir Chrysler Plant closing in July 1979. The setting for the study was presented through descriptions of the geographic area, the Chrysler Corporation Plant in Lyons, the service agencies that provided assistance, and the Trade Adjustment Assistance portion of the Trade Act of 1974. The data base for describing the setting of the study was built on informal discussions with former Chrysler employees and citizens from the Lyons area, examination of agency documents, and review of news articles written between June 1979 and December 1981.

A review of the literature on plant closings, displaced workers, and community-college response to plant closings disclosed 13 specific works related to the study. The information gathered from these studies painted a rather bleak picture for displaced workers in general and pointed to a particularly difficult situation for females and/or older workers. The literature suggested that training is not a particularly positive option for displaced workers. The writings on community-college response described services provided by three

different institutions but presented very little information about how the services were provided or what the outcomes were.

Through personal interviews with four staff members from MESC, four staff members from Montcalm Community College, and 15 people who had participated in the TAA-sponsored training; a file search of student records; and a follow-up survey of the 150 displaced workers who attended Montcalm Community College, the investigator collected data to answer the following three questions:

1. What were the goals and expectations?
2. What happened and how did it happen?
3. What were the outcomes?
 - a. educational achievement
 - b. reactions to college services
 - c. employment status
 - d. perceptions of program benefit

Information was collected from a variety of sources so that the investigator could describe goals and expectations and what happened and how it happened from three points of view (MESC, the community college, and the participants).

The collected data were used for descriptive purposes and to test the following four propositions and eight related questions.

Propositions

1. Male displaced workers will be more successful in gaining employment than females.
2. Displaced workers who start their training early will be more successful in gaining employment than those who start late.
3. Younger displaced workers will be more successful in gaining employment than those who are older.

4. Displaced workers who attain higher community college grade point averages will be more successful in gaining employment than those who attain lower grades.

Questions

1. Will there be a significant difference between the community-college grade-point averages of male and female displaced workers?
2. Will there be a significant difference between the community-college grade-point averages of the displaced workers who start their training early and those who start late?
3. Will there be a significant relationship between the community-college grade-point averages and the age of the displaced workers?
4. Will there be a significant difference between the perceptions of program benefit of male and female displaced workers?
5. Will there be a significant difference between the perceptions of program benefit of the displaced workers who start their training early and those who start late?
6. Will there be a significant difference between the perceptions of program benefit of the displaced workers who gain employment and those who do not?
7. Will there be a significant relationship between the perceptions of program benefit and the age of the displaced workers?
8. Will there be a significant relationship between the perceptions of program benefit and the community-college grade-point average of the displaced workers?

The goals and expectations of the three groups differed somewhat but did not appear to be in direct conflict with each other.

The two service agencies intended to provide the following services:

MESC intended to

1. Find jobs and place workers in them
2. Provide supportive services for the displaced workers

Montcalm Community College intended to

1. Provide job-related skill training
2. Assist displaced workers in finding new jobs
3. Encourage self-development

The three groups had the following expectations for results, listed in order of priority:

MESC expected

1. Employment for the displaced workers
2. Funding allowances that would soften the financial blow to the individuals and the community

Montcalm Community College expected

1. Improved job skills for the displaced workers
2. Increased enrollments for the community college
3. Improved self-images and increased knowledge and mobility for the displaced workers

Participants expected

1. Improved job skills
2. Extended funding allowances
3. Employment
4. General knowledge

As indicated in the analysis section of Chapter IV, each participant expectation was matched by an expectation of one of the agencies; improved job skills and general knowledge were matched by community-college expectations, and extended funding allowances and employment were matched by MESC expectations. The only two expected results that appeared to have potential for program conflict were the

community-college interest in increased enrollments and the participant interest in extended funding allowances. To the extent that the community college became exclusively interested in enrollments or the participants became exclusively interested in the funding allowances, the program would have suffered.

The descriptions of program process present a picture of two agencies and 150 displaced workers joining forces to overcome the problems created by the Lyons Chrysler Plant's closing. For both the participants and the agency staff members, life was very hectic and demanding. The agency personnel were dealing with greatly increased numbers of people, and the participants were attempting to compete successfully in what had been, for them, a strange and sudden change--a college setting. In spite of the hurried pace and the problems inherent in the process of combining government regulations and educational procedures, the process seemed to work well. All three groups spoke very positively of each other and told how they had achieved results through joint efforts. Perhaps the greatest obstacle that the three groups faced was the condensed time span within which they worked. Participants had 78 weeks, at most, to complete training programs, many of which normally take two years.

In general, the ex-Chrysler workers turned out to be competent students. They completed, on an average, just over 30 semester credit hours while maintaining a B- (2.83 grade point) average. The fact that they had been away from school for a number of years did not seem to hamper their ability to succeed in the college setting. They were quite satisfied with most of the services provided by the college.

However, they were not satisfied with the pre-enrollment testing or job-placement services.

Almost 57 percent of the displaced workers found employment following their training at Montcalm Community College, but at rates of pay much lower than what they had received at Chrysler and usually in work not related to their community-college training. Most of those who were employed, however, did indicate that they were as satisfied, or more satisfied, with their jobs as they had been with the work at Chrysler.

The majority of the participants perceived the program as having been beneficial; they responded positively to 14 statements concerning perceptions of program benefit and circled a statement in the follow-up survey indicating that, overall, the program was beneficial (77 of 92 respondents circled was rather than was not). Once again, though, the participants indicated a shortcoming--that their training did not prepare them for direct job entry.

Analyses of the four propositions confirmed findings from previous studies. The literature suggested that males and younger displaced workers would be significantly more successful than females and older workers in gaining new employment, and they were. The results did not confirm that success in finding jobs is related either to college grade-point average or to how soon a person begins training following a plant closing.

Results from analyses of the eight related questions did not show age, sex, or when a person begins training following a plant closing to be significantly related to college grade-point average.

Nor did the results show age, sex, when a person began training following a plant closing, or whether they had been successful in gaining employment as being related to their perceptions of program benefit. The results did show a positive correlation between grade-point average and perceptions of program benefit.

Some General Observations

From the survey and interview responses, one can see that many of the participants did not find employment, that those who did find new employment were not paid as well as they had been at their previous jobs, that there was room for improvement in the services provided, and that program timing was rushed. Yet the participants perceived the program as being beneficial. The mean score of the perception-of-program-benefit scale was 2.15 (where 1 = most positive and 5 = most negative). The staff members from the two service agencies most directly involved, MESC and Montcalm Community College, responded similarly.

A review of outcomes as they related to expected results helped explain why the three groups possessed such positive feelings about the program. MESC hoped that the participants would find employment and that they would receive support services. The overall economy and job market were so bad that MESC personnel found it virtually impossible to measure benefit by placement statistics. Their second expectation, that of support services, was fulfilled; with their assistance, requests were made, paperwork was processed, and required documentation was provided so that the participants were

able to train and receive allowances for a maximum period of time. The allowances were directly supportive of many individuals and indirectly were a positive addition to the local economy. Therefore, MESOC staff were pleased with the services they provided and were accepting of the outcome.

Montclair Community College staff members expected improvement in the job skills of the participants, expected their own enrollments to increase, and expected improved self-images, general knowledge, and mobility for the participants. The displaced workers were successful in learning new job skills. The community-college enrollments did increase from fall semester 1979 through spring 1981. Feedback from those workers who attended the community college indicated that their self-images and general knowledge were enhanced (no data were collected to measure mobility as such). Therefore, community-college staff felt the program had been positive and helpful.

The participants themselves hoped for improved job skills, extended funding allowances, employment, and general knowledge. They did, in fact, successfully complete many community-college credit hours of instruction in job-related coursework. Their funding allowances were extended and paid for the full 78-week period. Some but not all were able to find new employment. They were pleasantly surprised at their ability to participate and succeed in the college setting, which gave them an emotional lift as well as a feeling of being more informed and better prepared as societal members. The participants, therefore, also perceived the program as being beneficial

because they were able to achieve their primary expectations and to bolster their pride in the process.

When considering outcomes from this and many other such programs, there will always be the desire to use employment as a measurement device. Certainly, it is one factor to consider. Through the interview process, however, the investigator was made well aware of the fact that employment does not always mean salvation. The unemployed interviewees were, in most cases, uneasy and desirous of work. However, they were not always the people in the worst condition. Perhaps the most downcast were those who were forced to work on the bottom rung of a uniquely depressed economy. Their time and energy regularly spent, they appeared unable to see ways to improve their condition. In some instances, they were no longer actively trying to better their situations.

In her work dealing with stress and the blue-collar woman, Warren (1980) pointed to unique problems of unemployed women and indicated that stress from unemployment is much greater for them than it is for males. That finding may be true, or it may be true only in the urban setting, in which such studies have been conducted, but from all outward appearances the males from the closed Lyons Chrysler Plant appeared to be suffering much greater devastation than the females. Whereas the majority of unemployed females represented second incomes, the males, having been the primary or sole income source, carried the additional burden of letting their families down.

The addition of 150 displaced workers had an influence on Montcalm Community College in several ways. First, discussion with college faculty and staff seemed to indicate that their impressions of factory-workers-turned-students had greatly changed. They had not expected the kind of dedication and intellectual persistence the ex-Chrysler workers displayed. They had expected to find some levels of competence but did not expect that, as a group, the displaced workers would be as proficient as they turned out to be. Faculty members attributed participants' success to their previous work habits and their personal pride. Unlike those who had been selectively laid off or fired from their jobs, these people carried a great deal of pride in their ability to produce. Second, after dealing with the mid-year entry of a large number of students in January 1980, the college staff decided to improve orientation and testing procedures. The improvements came too late for most of the TAA-sponsored students, but they have remained in effect and have been helpful to those who have entered Montcalm Community College since 1980. Finally, the large enrollment increase during the second semester of the 1979-80 academic year did not prove to be beneficial for Montcalm Community College. Like all other Michigan community colleges, Montcalm is funded on a formula that normally recognizes growth by state-aid increments the following year. Because of the drastic downturn in Michigan's economy in 1980, the state of Michigan, unable to pay for the increased enrollment, abandoned its normal funding formula for the 1980-81 academic year. Montcalm Community College had incurred unusual expenses during 1979-80, with the expectation of

recompense the following year. It never did arrive. Although the college was successful in achieving its goal of increased enrollments, it did not gain, but in fact suffered financially.

A final observation is that the community college is an appropriate place for displaced workers to be during their period of trauma and change. The community college provides many of the services needed to support change during such a time, including skill training, general knowledge, counseling, and immediate access to others who are changing, growing, and seeking new directions. If direct employment is the only measure of program success, some people will be disappointed. But if one considers the broader environment needed to sustain those who are making mid-life career changes, the community college is a practical vehicle.

Recommendations

With the results from the study as background, several types of recommendations are in order. Following are suggestions for changes in or new actions concerning TAA guidelines, community-college involvement in training following plant closings, and additional research on plant closings, displaced workers, and community colleges.

Recommendations Concerning TAA Guidelines

Government officials should

1. Make TAA guidelines and funding more consistent
2. Schedule allowance payments (at a lower rate) and training over a longer period of time

3. Bridge the gap between TAA support and other forms of student financial aid
4. Provide financial support/incentive for community-college involvement

In addition to the normal suggestions that participants and agency staff members made about better information and greater efficiency, they expressed concern about the inordinate number of changes in guidelines from 1979 through 1981. The problem included changes in both the funding and in the guidelines regulating expenditures. Funding was supposedly stopped in April 1980 but was reinstated shortly thereafter. Funding was again cut in October 1981, followed by reinstatement. Most recently, it was cut in April 1982. Numerous small changes in the guidelines and their interpretation were made throughout the 1979-81 period, with major shifts occurring in October 1981. For the benefit of those implementing such programs as well as the recipients of service, greater consistency in funding and guidelines would be helpful.

The trade-readjustment-allowance payments and training were condensed into a 52- or 78-week period. In the words of one interviewee, "There was too much money and too much training for awhile, and then it all stopped." The relatively high rate of pay--\$250/\$289 per week--for the ex-Chrysler workers did not encourage immediate change but rather provided a cushion until "things would get better." Nor did it encourage moving or taking other lower-paying employment. The allowance payments tended to encourage hanging on rather than

change. The time limitation placed on training caused quick decisions and a hurried learning experience.

Scheduling allowance payments in smaller amounts over a longer period of time and extending the time available for training would seem to be a reasonable way of correcting the situation. Smaller payments over a longer period of time might encourage more people to take action sooner. Also, for those who were unable to find new employment, needed support payments would last longer. More time for training would create more opportunity for effective training results.

Arrangements should be made to bridge the gap between TAA-sponsored training and other forms of student financial aid. Currently, when TAA funds cease, the recipients are ineligible for other forms of student financial assistance, such as Pell Grants. The system seems to require a period of no funding and possibly no training before the potential recipient can show need and receive the support needed to continue training. That gap should be bridged. For those who have proven their ability to succeed in college and who have partially completed programs, there should be some continued financial support.

Montcalm Community College paid a price for its involvement in the TAA-sponsored program. The additional state funding that the college expected in 1980-81 did not arrive. Even if the funding had come forth, it would have been money to support normal community-college operation. Retraining large numbers of displaced workers is a uniquely demanding job, which calls for special resources. Recognizing

this problem, the state of Michigan provided funding between April and October 1981 to help support pre-enrollment career counseling and class-advisement services. Such funding should be included in TAA legislation. The community college is a practical place for retraining programs. TAA funding should encourage community-college involvement through funding to support pre-enrollment career counseling and class advisement.

Recommendations Concerning
Community-College Training
Following Plant Closings

Community-college leaders should

1. Establish channels of communication with the affected workers as soon as possible
2. Acquire or develop job-market needs-assessment data on local and regional levels
3. Recognize that the community college is one of many community-service agencies and work closely with the others
4. Emphasize pre-enrollment testing and career counseling
5. Provide special services and attention for females and older workers
6. Include the displaced workers with other college students and in student activities
7. Make job placement a high-priority item

Early warnings of plant closings are helpful. The literature on plant closings nearly always has suggested that early warning should be given. Often, however, it is not. When it is, there is still a

tendency on the part of the workers to deny the reality or at least to postpone action on it. Because the notification time is usually short, the retraining effort is a time-consuming task, and potential funding sources such as TAA are time-restricted, it is best for community-college leaders to establish channels of communication with the affected workers as soon as possible. During this early period, while the affected workers are still employed, two important issues should be addressed. First, to offset the tendency toward denial or postponement, a series of informational lectures should be presented. There is sufficient information from previous studies to indicate some harsh facts of which the workers should be aware. Second, this time could be used to gather information about the potential trainees. Before making decisions about how college training can fit into people's lives, it is best to determine what is going on in their lives. Increased knowledge about the workers and their environment will increase the probability of appropriate services as well as the most practical training options.

Knowledge about the workers should be complemented by knowledge of the local and regional job market. If a college does not possess or cannot acquire such information from employment-service personnel, a needs assessment should be implemented. It is of critical importance in the long run that such knowledge be available and be used to reduce the possibility of training people for jobs that do not exist.

A key to the accomplishments that Montcalm Community College and its TAA-sponsored students experienced from 1979 through 1981 was

their close cooperation with other service agencies. The Ionia office of the MESOC was a central part of this study, but other service agencies also played major roles in providing help for the ex-Chrysler workers. The Ionia County Departments of Social Service and Mental Health were instrumental in developing the Lyons Chrysler Community Service Council, the primary vehicle for interagency communication concerning the Lyons Chrysler Plant displaced-worker services. Cooperation with other community agencies should be an integral and continuous part of any community-college operation, but it is particularly needed in response to a plant closing.

Pre-enrollment testing and career counseling should be provided for those who show interest in retraining. This service is important to all students, but it is of special interest following plant closings because the displaced workers normally have such a short period of time in which to make decisions and a high level of anxiety about mid-life career change. Even in those instances in which testing adds very little in terms of additional information, it tends to provide the uncertain new student with a feeling of security. The testing should include assessment of learning skills, job aptitude, and career interests. Employment-service offices usually provide some of this type of testing. Community-college personnel do not necessarily need to provide all of the testing themselves, but they do need to ensure that it happens, that they have access to the results, and that they use them for planning purposes.

Previous studies have indicated that females and older workers face greater problems in finding new employment than do males or

younger workers. The present study supported that statement. Community-college personnel should recognize and remember this when dealing with displaced workers. Whenever and wherever possible, females and older workers should receive special attention and services.

Responses from those who trained at Montcalm Community College indicated that being with other students and being involved in student activities are important parts of the life-career-change process. Those who are involved in training following a plant closing should be included as much as possible with other students and in student activities.

Employment is an important goal for most people who participate in training programs. Finding and acquiring work is a challenging task, but particularly so following a plant closing. As with the pre-enrollment testing service, it is not necessary that the community college provide placement services on its own. It is important, however, that, in conjunction with local employment-service personnel, the community college ensures that placement becomes a high-priority item. If the local and/or regional job market is poor, as was the case in this study, special efforts should be made to deal with the situation. On-the-job training might be suggested because it gives trainees an edge in the job market. Or, if the local and regional job market is bad enough, out-of-area placement contacts and arrangements should be made.

Recommendations Concerning Future Research

The case-study approach is often referred to as being pre-experimental. Although it is not limited to that role, the case study can serve that purpose. Because of its ability to develop a base of understanding about a particular instance, it is an ideal method for initial examination of a topic. This methodology was chosen for studying the TAA-sponsored community-college training because of its appropriateness for answering questions about what really happened. With this information as a base, two particular types of further research would be appropriate:

1. Traditional experimental consideration of community-college training following plant closings
2. An ethnographic study of the displaced workers following plant closings

The traditional experimental approach should address such questions as: Are those who train in TAA-sponsored community-college programs less successful, as successful, or more successful in gaining new employment than those who choose other options following plant closings? What are the characteristics of displaced workers who succeed in community-college retraining programs following plant closings?

During times of economic crisis, many plants close their doors. It would seem practical to investigate the lives of workers who experience the closing of their places of employment. Through ethnographic

investigation of the plant-closing experience, important knowledge could be added to the body of research that already exists on this general topic.

Chapter Summary

In Chapter V the investigator provided an overview of the research procedures and findings concerning the TAA-sponsored community-college training following the Lyons/Muir Chrysler Plant closing. He then added several general observations about findings from the study, related research, and the effect of the training program on the community college. He concluded by directing a series of program-improvement recommendations toward governmental officials and community-college leaders and suggested several topics for further research.

APPENDICES

APPENDIX A

TAA CONFIRMATION LETTER

U.S. Department of Labor

Bureau of International Labor Affairs
Washington, D.C. 20210

Reply to the Attention of:



August 6, 1979

Ms. Kathryn Tucker
R #1
Carson City, Michigan 48811

Dear Ms. Tucker:

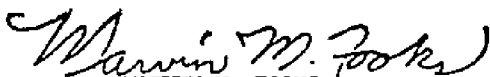
This is to inform you that the Certifying Officer issued the following notice of determination regarding eligibility to apply for worker adjustment assistance under the Trade Act of 1974:

TA-W-5663

Chrysler Corporation
Lyons Trim Plant
Lyons, Michigan

Enclosed is a copy of the notice of determination and a copy of the information flyer.

Yours truly,


MARVIN M. FOOKS
Director, Office of
Trade Adjustment Assistance

APPENDIX B

INTERVIEW QUESTIONNAIRES

INTERVIEW QUESTIONS FOR MESC STAFF MEMBERS

Why did MESC get involved with TRA training?

What did MESC intend to do for and with the TRA trainees?

What kind of results did MESC expect from the TRA program?

How did MESC get involved with TRA training?

How did MESC identify TRA trainees?

What services did MESC provide?

How did MESC provide these services?

Were the TRA participants given any special services (not provided to other clients)?

How did the trainees respond to the services and coursework provided?

Did MESC work with MCC?

How would you describe the relationship between the two agencies?

What problems were encountered in the TRA program?

How were these problems handled?

How well did MESC accomplish their goals (what they intended to do) for the TRA program?

How well did the results from the program meet with MESO's expectations?

How could the TRA program have been improved?

INTERVIEW QUESTIONS FOR MCC STAFF MEMBERS

Why did MCC get involved with TRA training?

What did MCC intend to do for and with the TRA trainees?

What kind of results did MCC expect from the TRA program?

How did MCC get involved with TRA training?

How did MCC identify TRA trainees?

What services did MCC provide?

How did MCC provide these services?

Were the TRA participants given any special services (not provided to other students)?

How did the trainees respond to the services and coursework provided?

Did MCC work with MESC?

How would you describe the relationship between the two agencies?

What problems were encountered in the TRA program?

How were these problems handled?

How well did MCC accomplish their goals (what they intended to do) for the TRA program?

How well did the results from the program meet with MCC's expectations?

How could the TRA program have been improved?

INTERVIEW QUESTIONS FOR TAA PARTICIPANTS

How did you find out about the TRA program?

When did you decide to participate?

Why did you decide to participate?

What kinds of services did MESC provide?

How did MESC provide these services?

What kinds of services did MCC provide?

How did MCC provide these services?

How would you describe your college student life?

Do you feel you received any special services because you were a TRA student?

Do you feel you encountered any special problems because you were a TRA student?

What were your greatest accomplishments as a TRA student?

What problems did you encounter as a TRA student?

How did you deal with the problems?

Why did you leave Montcalm Community College?

Do you feel that you accomplished what you wanted to accomplish as a college student?

How could the TRA program have been improved?

APPENDIX C

RECORD-REVIEW INFORMATION

<u>Code</u>	<u>Sex/Age</u>	<u>Date</u>	<u>Program</u>	<u>Cr.Hr.</u>	<u>GPA</u>
A01	F 51	F 79	BK	61	3.49
A02	F 53	Sp 80	Soc. W.	45	2.62
A03	F 41	Sp 80	CT	31	3.07
A04	F 26	Sp 80	AM	22	1.28
A05	F 50	Sp 80	CT	31	3.52
A06	F 32	Sp 80	CT	34	3.08
A07	F 28	Sp 80	ST	34	2.24
A08	F 31	Sp 80	AC	66	2.46
A09	F 23	Sp 80	ST	13	3.46
A10	M 46	Sp 80	BK	16	2.06
A11	F 34	F 79	ST	39	3.06
A12	F 40	SS 81	AC	6	3.65
A13	F 38	Sp 80	CT	25	2.04
A14	F 35	Sp 80	CT	36	2.98

<u>Code</u>	<u>Sex/Age</u>	<u>Date</u>	<u>Program</u>	<u>Cr.Hr.</u>	<u>GPA</u>
A15	F 45	Sp 80	CT	31	3.41
A16	F 35	SS 80	CT	47	3.59
A17	F 33	F 79	AC	51	3.00
A18	F 52	Sp 80	W	24	2.88
A19	F 36	Sp 80	Soc. W.	54	3.15
A20	F 32	Sp 80	AC	19	2.16
A21	M 25	Sp 80	AM	34	3.78
A22	F 35	Sp 80	AC	48	3.03
B01	F 29	Sp 80	AC	45	2.96
B02	M 27	F 79	RC	32	3.48
B03	F 39	Sp 80	CT	36	3.03
B04	M 27	Sp 80	W	31	3.04
B05	F 55	Sp 80	W	27	2.85
B06	M 23	Sp 81	AM	7	1.11

Code	Sex/Age	Date	Program	Cr.Hr.	GPA
B07	F 45	F 81	RC	6	1.35
B08	F 40	Sp 80	ST	22	1.73
B09	F 34	Sp 80	CT	22	1.50
B10	F 34	Sp 80	ST	34	2.54
B11	F 31	Sp 80	MS	12	2.83
B12	F 35	Sp 80	MS	37	2.89
B13	F 47	F 79	BA	47	2.76
B14	M 23	Sp 80	W	36	3.34
B15	F 48	F 79	AC	51	3.52
B16	F 39	Sp 80	MS	37	3.16
B17	F 52	F 80	Soc. W.	91	2.45
B18	F 49	Sp 80	CT	31	3.15
B19	F 36	Sp 80	CT	35	3.15
B20	F 35	Sp 80	CT	33	1.61

Code	Sex/Age	Date	Program	Cr.Hr.	GPA
C01	M 25	Sp 81	W	16	2.28
C02	M 50	Sp 80	RC	17	3.85
C03	F 50	F 81	LPN	21	2.35
C04	M 25	Sp 80	W	28	3.00
C05	F 52	F 81	RC	36	3.00
C06	F 34	Sp 80	MS	29	3.22
C07	F 34	Sp 80	MS	15	2.11
C08	M 30	Sp 81	RC	17	3.79
C09	F 48	Sp 80	W	21	2.35
C10	F 23	Sp 80	CT	28	2.01
C11	M 30	Sp 81	AC	65	3.66
C12	M 50	Sp 80	W	26	2.62
C13	F 38	Sp 80	CT	34	3.59
C14	F 31	Sp 80	LS	32.5	2.95

<u>Code</u>	<u>Sex/Age</u>	<u>Date</u>	<u>Program</u>	<u>Cr.Hr.</u>	<u>GPA</u>
C15	F 35	Sp 80	W	26	2.65
C16	M 40	Ss 81	CT	6	2.55
C17	M 34	Sp 80	W	18	1.86
C18	M 34	Sp 80	RC	17	3.65
C19	M 31	Sp 81	AM	13	3.67
C20	M 33	Sp 80	RC	35	3.49
D01	M *	Sp 80	AM	21	3.96
D02	F 39	Sp 81	CT	13	4.00
D03	F 29	Sp 81	CT	0	-.--
D04	F 49	Sp 80	Soc. W.	30	2.31
D05	F 24	Sp 80	CT	36	2.73
D06	F 46	Sp 80	W	30	3.31
D07	F 28	F 79	BA	51	3.34
D08	F 37	Sp 80	RC	40	3.23

Code	Sex/Age	Date	Program	Cr.Hr.	GPA
D09	F 51	F 80	LPN	49	2.28
D10	F 36	Sp 80	CT	47	3.51
D11	F 43	SS 80	CT	41	3.61
D12	F 33	Sp 80	LS	35	2.66
D13	F 46	Sp 80	MS	20	1.73
D14	F 57	SS 80	AC	27	2.38
D15	M 24	Sp 81	AC	3	0.62
D16	F 32	Sp 81	CT	12	3.13
D17	F 40	Sp 80	BK	30	2.73
D18	F 39	F 79	LS	51	2.83
D19	F 34	F 81	CT	15	3.86
D20	F 46	Sp 81	MS	7	3.33
E01	F 25	Sp 80	CT	13	3.21
E02	F 29	Sp 80	CT	38	3.84

Code	Sex/Age	Date	Program	Cr.Hr.	GPA
E03	F 55	Sp 80	AC	49	2.77
E04	M 31	Sp 80	CT	32	2.06
E05	M 31	Sp 80	AM	5	0.25
E06	M 43	Sp 80	LE	17	2.65
E07	M 21	Sp 80	CR	40	3.89
E08	F 33	Sp 80	AC	33	2.17
E09	M 53	Sp 80	AM	36	3.09
E10	F 43	Sp 80	AC	32	2.91
E11	F 56	Sp 80	CT	33	3.48
E12	M 41	Sp 80	W	29	2.39
E13	M 37	Sp 80	CR	34	3.92
E14	F 28	Sp 80	CT	31	3.22
E15	F 34	F 81	RC	6	1.85
E16	M 24	Sp 81	RC	12	2.92

Code	Sex/Age	Date	Program	Cr.Hr.	GPA
E17	M 52	Sp 80	W	31	3.52
E18	F 29	Sp 80	CT	34	3.65
E19	F 35	Sp 80	CT	38	3.58
E20	M 40	Sp 80	W	35	2.93
F01	F40	Sp 80	CT	35	3.54
F02	F 40	Sp 80	MS	37	3.06
F03	F 46	Sp 80	MS	35	1.98
F04	M 37	Sp 80	W	29	2.67
F05	M 25	Sp 80	CR	34	3.52
F06	F 45	Sp 80	AC	33	2.19
F07	M 55	Sp 80	W	34	3.00
F08	F 33	Sp 80	BK	36	1.97
F09	F 33	Sp 80	AC	37	2.78
F10	F 48	Sp 80	W	25	2.68

Code	Sex/Age	Date	Program	Cr.Hr.	GPA
F11	F 28	Sp 80	AC	39	3.33
F12	F 25	Sp 80	CT	40	2.95
F13	F 54	Sp 80	LPN	47	2.52
F14	F 49	Sp 80	MS	57	3.14
F15	F 47	F 80	LPN	49	2.30
F16	F 44	Sp 80	CT	45	2.14
F17	F 24	Sp 80	CT	12	1.75
F18	F 55	Sp 80	CT	36	3.20
F19	F 31	Sp 80	ST	16	2.47
F20	M 54	Sp 80	RC	38	3.77
G01	F 34	Sp 80	W	37	3.86
G02	F 48	Sp 80	W	35	3.91
G03	M 36	Sp 80	RC	52	3.87
G04	F 41	Sp 80	BK	30	2.08

<u>Code</u>	<u>Sex/Age</u>	<u>Date</u>	<u>Program</u>	<u>Cr.Hr.</u>	<u>GPA</u>
G05	F 49	Sp 80	AC	36	3.09
G06	F 57	Sp 81	RC	12	2.93
G07	F 44	Sp 80	Soc. W.	51	2.09
G08	M 36	Sp 80	W	28	2.74
G09	M 37	F 81	W	0	-.--
G10	F 41	Sp 81	RC	12	2.93
G11	F 22	Sp 80	CR	17	2.41
G12	F 39	Sp 80	LS	56	2.57
G13	M 35	Sp 80	CT	16	1.47
G14	F 35	Sp 80	Soc. W.	7	0.85
G15	F 32	Sp 80	AC	82	3.95
G16	M 24	F 79	AM	19	0.53
G18	F 37	Sp 81	MS	10	3.70
G19	M 59	Ss 81	AM	2	0.00

<u>Code</u>	<u>Sex/Age</u>	<u>Date</u>	<u>Program</u>	<u>Cr.Hr.</u>	<u>GPA</u>
G20	M 24	Sp 80	W	24	3.44
H01	M 32	Sp 80	W	33	3.94
H02	F 35	Sp 80	CT	34	2.80
H03	M 62	F 80	AM	13	1.09
H04	F 32	Sp 80	AC	21	2.59
H05	F 51	Sp 80	CR	34	3.06
H06	M 48	Sp 80	DP	13	3.90
H07	F 30	F 80	CT	44	3.59
H08	F 38	Sp 80	LPN	56	2.20
H09	F 34	Sp 80	CT	40	3.73

APPENDIX D
CORRESPONDENCE

January 29, 1982

Mr. David Vote
8753 Johnson
Belding, MI 48809

Dear Mr. Vote:

Following the closing of the Lyons Chrysler Trim Plant, one hundred fifty former employees attended Montcalm Community College, utilizing TRA benefits for partial support.

With the assistance of Les Morford, I am presently conducting research for the purpose of describing the TRA training program and the results of that program.

This research will involve several activities, including a survey of all of the MCC/TRA participants. As you were a student under this program, we would like to have you participate in this survey.

Within one or two weeks, you will be receiving a questionnaire in the mail. We estimate it will take about 15-25 minutes to complete all the items. Our goal is to receive a completed questionnaire from every MCC/TRA student, not just a small sample. Therefore, your participation is very important.

As you read through the questions, we believe you will not find any items which would be potentially embarrassing. Nonetheless, we want to explain our plans so that you will be assured that the confidentiality of your reply will be strictly maintained.

When you receive your questionnaire, you will notice that it does not ask for your name but that there is an identification number on it. This number will be used for one purpose -- and one purpose only -- to determine who has or has not returned a questionnaire. No further match of person with number will be made.

This research is interested in the group's responses. For example, we want to know what percent of the former TRA students are employed, not whether Mary Smith or Tom Jones is employed.

January 29, 1982

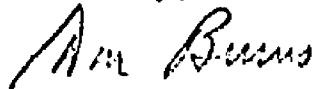
Page 2

When all questionnaires have been returned, we will compile the group totals. While we will share these group totals with several interested parties, no individual questionnaires will ever be shared with anyone.

You, too, may be interested in the group totals. Included in your questionnaire will be a form on which you can request a copy of the compiled results.

If you have any questions now or when you receive your survey form, please do not hesitate to call me at the College. Again, look for your questionnaire to arrive in a couple of weeks.

Sincerely,

A handwritten signature in cursive script that reads "Don Burns".

Donald C. Burns

DB/LM/jl

February 12, 1982

Mr. David Vote
Box 456
Ionia, MI 48846

Dear David:

Several days ago you should have received a letter from me which outlined plans for research I am conducting on those who participated in the TRA program by attending Montcalm Community College.

In that letter, I indicated that you would receive the enclosed questionnaire which we would like to have you complete.

I would like to stress a couple of items which appeared in the first letter.

First, we are very hopeful of receiving a completed questionnaire from every former TRA student. Therefore, it is very important to this study for you to complete and return these materials at your very first opportunity. We have enclosed a postage-paid return envelope and a pencil for your convenience.

Second, we would like to stress that your confidentiality will be strictly maintained. We are interested in the group's responses, not those attributed to any one individual. The identification number which appears on the questionnaire will be used to determine which questionnaires have been returned. Only group totals will be made public; no match will be made between individual people and responses.

If you have any questions whatsoever about this study or any part of the questionnaire, please feel free to contact me at the College (517/525-2111, ext. 266).

I thank you for your willingness to participate in this study.

Sincerely,

Donald C. Burns

DB/LM/jl

March 1, 1982

Rosalyn Parrish
682 New N. Dexter
Ionia, MI 48846

Dear Rosalyn:

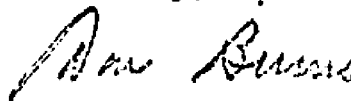
We are very pleased with the returns so far of the TRA/MCC surveys -both in the number returned and the thoroughness with which they have been filled out.

We need yours, however, before we can begin compiling the results. Won't you please take a few minutes at your very first opportunity to complete the survey form and return it? I have enclosed a second copy and a return envelope just in case you have misplaced the first.

If your completed survey has been returned within the last couple of days, please ignore this letter, of course.

Thank you for your assistance.

Sincerely,

A handwritten signature in dark ink, appearing to read "Don Burns", written in a cursive style.

Donald C. Burns

DB:jl

Enclosures

APPENDIX E

SURVEY INSTRUMENT

I

A

SURVEY

OF

MONTCALM COMMUNITY COLLEGE

TRA STUDENTS

FEBRUARY, 1982

SECTION A - YOUR REACTION TO SERVICES OFFERED YOU BY MONTCALM
COMMUNITY COLLEGE

The following is a list of services which MCC may have offered you as a TRA participant. For each item, you are asked to do two things:

1. Indicate how much importance you feel MCC should have placed on this service by circling the appropriate number from 1 through 5 on the left of the statement or by checking the box labeled "no opinion".
2. Indicate how much importance you feel was placed on this service by MCC by circling the appropriate number from 1 through 5 on the right of the statement or by checking the box labeled "no knowledge".

How much importance <u>should have been placed</u> on this service?	* * * <u>RATING SCALE</u> * * *	How much importance <u>was placed</u> on this service?
	* *5 - Highest Importance * *4 - Very Important * *3 - Average Importance * *2 - Not Very Important * *1 - No Importance * * * * * *	
1 2 3 4 5 / /	1. Prior to enrollment, a student will be informed of the programs of study available at the College.	1 2 3 4 5 / /
1 2 3 4 5 / /	2. Prior to the beginning of classes, students will be informed of services available at the College (i.e., counseling, tutoring, developmental skills, library, etc.)	1 2 3 4 5 / /
1 2 3 4 5 / /	3. Prior to beginning classes, students will receive testing to determine the level of their math and reading skills.	1 2 3 4 5 / /
1 2 3 4 5 □	4. As a part of the enrollment process, students will be assisted as they select their specific courses.	1 2 3 4 5 □
1 2 3 4 5 □	5. During the time a student spends at a college, the student will be treated with respect by faculty and staff.	1 2 3 4 5 □

No
Opinion

No
Knowledge

- 1 2 3 4 5 ☐ 6. A college will make a special effort to 1 2 3 4 5 ☐
make persons returning to school after
an extended absence feel welcome.
- 1 2 3 4 5 ☐ 7. If pre-enrollment testing indicates a 1 2 3 4 5 ☐
student to be deficient in math skills,
that student will be given assistance
in math skill development.
- 1 2 3 4 5 ☐ 8. If pre-enrollment testing indicates a 1 2 3 4 5 ☐
student to be deficient in reading skills,
that student will be given assistance
in reading skill development.
- 1 2 3 4 5 ☐ 9. Individual tutoring services will be 1 2 3 4 5 ☐
available for students experiencing
difficulties in one or more courses.
- 1 2 3 4 5 ☐ 10. As a student nears completion of his/ 1 2 3 4 5 ☐
her program of study, the College will
provide job placement assistance for
those who are seeking employment.

Please indicate how you feel Montcalm Community College could have improved or added to its services to students entering college due to the closing of the plant.

- SECTION B - YOUR CURRENT EMPLOYMENT STATUS

III. UNEMPLOYED - SEEKING EMPLOYMENT

1. If suitable employment were available elsewhere, I would be willing to relocate.

☐ Yes

☐ No

2. Even if suitable employment were available elsewhere, I would not be willing to relocate because:

IV. UNEMPLOYED - NOT SEEKING EMPLOYMENT

1. The reason I am not presently seeking employment is:

☐ family obligations

☐ discouraged due to failure to find employment

☐ continuing my education

☐ other

Please discuss below your employment activities since the Chrysler plant closed. An example of a response might be:

"I was unemployed during the first four months after the plant closed, but then found a job. However, this position lasted only six months. Since that time I have been At present, I am giving serious consideration to"

SECTION C - YOUR PERCEPTIONS OF THE BENEFIT OF THE TRA TRAINING PROGRAM

In this section you are asked to indicate by circling whether you strongly agree with the statement (SA), agree with the statement (A), have no opinion (N), disagree (D), or strongly disagree (SD). Feel free to add comments after any of the items if you wish.

1. I am pleased that I participated in the TRA training program. SA A N D SD

2. I feel I would be better off today if I had chosen something other than TRA training when Chrysler closed. SA A N D SD

3. I acquired valuable skills through my TRA training. SA A N D SD

4. I acquired valuable knowledge through my TRA training. SA A N D SD

5. My TRA training prepared me for a type of employment which is simply not available. SA A N D SD

6. If a friend was laid-off and could qualify, I would recommend TRA training to him/her. SA A N D SD

7. The TRA funding for training was a very important benefit. SA A N D SD

8. I feel my TRA training had little relationship to the "real world." SA A N D SD

9. My adjustment to the Chrysler plant closing was made easier (financially and emotionally) because of the availability of TRA training. SA A N D SD

10. Most of the other TRA training participants with whom I have talked felt their TRA training was of little or no value to them. SA A N D SD

11. Regardless of its present impact, I feel my TRA training will be helpful to me in the future. SA A N D SD

12. Because of my TRA training, I feel I am, and will probably continue to be, a more informed citizen. SA A N D SD

13. On the whole, I feel the money expended on TRA training was wise use of taxpayer money. SA A N D SD

14. Looking back, I wish I had accepted a transfer to another Chrysler plant. (Omit this question if no transfer offer was made.) SA A N D SD

Please respond to the following by circling either was or was not and then completing the sentence.

Overall the TRA training program (was was not) beneficial for me because

Please indicate any ways in which you feel the overall TRA training program could have been improved.

SECTION D - YOUR EXPECTATIONS WHEN YOU ENROLLED IN THE TRA
COMMUNITY COLLEGE PROGRAM

Please indicate your reason or reasons for originally deciding to enroll in the TRA Community College program.

1. Most important reason _____

2. Second in importance _____

3. Third in importance _____

If you wish to be put on the mailing list to receive a copy of the report,
please complete and detach this portion and return it along with your
completed survey form.

Yes, I would like to receive a copy of the report which results from this
study.

Name _____

Address _____

APPENDIX F

THE INVESTIGATOR'S PERSPECTIVE

Although he describes the training program from the viewpoints of three groups (Department of Labor, community college, and participants), the investigator was a member of one of the groups and not of the other two. Serving in two Montcalm Community College administrative roles during the time period covered by the study (1979 to 1982), he maintained contact with the TAA-sponsored training. He was Dean of Student and Community Services from the mid-1970s through June 1980, when he became the college Vice-President.

Immediately following the May 1979 plant-closing announcement, he established communication with Chrysler Corporation officials and with the employees. A charter member of the Lyons Chrysler Community Service Council, he chaired initial education and training committee meetings.

Although his involvement with the program was less direct during 1980 and 1981, contacts made during the spring and summer of 1979 were helpful in initiating the data-gathering efforts for this study.

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