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AN ANALYSIS OF THE MICHIGAN EDUCATION ALTERNATIVE TRAINING PROGRAM USING SELECTED CONCEPTS OF PROGRAM PLANNING

By

John Gregory Zappala

A DISSERTATION

Submitted to
Michigan State University
in partial fulfillment of the requirements
for the degree of

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Department of Educational Administration

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ABSTRACT

AN ANALYSIS OF THE MICHIGAN EDUCATION ALTERNATIVE TRAINING PROGRAM USING SELECTED CONCEPTS OF PROGRAM PLANNING

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This investigation sought to determine whether Adult Education Alternative Training (AEAT) providers implemented and used systematic planning for developing training or retraining programs, and what relationship that might have had on meeting program planners' satisfaction with outcomes and actual program outcomes. The researcher determined the extent to which AEAT retraining program planners used program planning concepts, the extent to which those concepts were perceived to be important and effective, and the relationship of planning to program outcomes. The study also described and explained mitigating variables affecting the planning process.

The data were gathered through a survey of the 1992-93 AEAT program planners, on-site interviews with those program planners, two focus group meetings, and reports, and Department of Education documents and reports. The survey included information about the planning process that used 50 separate concepts and planners' perceptions about the importance and effectiveness of those concepts.

The interviews provided an opportunity to obtain perspectives of the political and practical considerations in program planning. The focus group meetings suggested a context within which the planning was developed.

The researcher found that the majority of planners were satisfied with their program outcomes and that more than 90% of those surveyed used 35 or more (of 50) concepts. In addition, planners perceived developing administrative and instructional plans to be most *important*, whereas they perceived developing an administrative plan to be most *effective*. Developing a marketing plan was perceived to be least important and effective.

Program planners using 45 or more concepts had an average placement rate of 95%, as compared to program planners using 41 or fewer concepts, who had an average placement rate of 72.42%. Use or nonuse of concepts appeared to have no significant relationship to planners' satisfaction with outcomes. The interviews and focus group meetings suggested that program planners were most successful when they combined technical planning skills with political savvy.

Two considerations emerged from the study. First, constructing or planning a program is one role that planners play. Second, program planning is not a panacea. Although this is a critical first step, the complexity of program planning and outcomes requires that serious consideration be given to internal and external forces.

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CHAPTER I

BACKGROUND OF THE STUDY

For more than 25 years, federal and state governments have financially supported retraining programs to ease the labor market adjustments required of workers directly or indirectly displaced from their jobs- or underemployed in their existing jobs. The U.S. Department of Commerce publication, Statistical Abstract of the United States (1994), indicated the following:

1. National unemployment went from 6,528,000 in 1990 to 9,384,000 in 1993.

2. Nearly two million jobs were lost between 1985 and 1990.

3. Manufacturing jobs were lost because of company closings or specific positions being abolished, or there were production slowdowns.

According to Secretary of Labor, Robert Reich (1993), "the need to seek reemployment or higher paying employment in a new occupation or industry requires that displaced and under-employed workers acquire the vocational skills needed in expanding industries, and may also require the enhancement of long-forgotten job search skills" (p. 21). Retraining is broadly defined to include both.

According to Leigh (1990), the principal goals or purposes for publicly sponsored retraining programs are twofold: (a) to reduce the private and social costs associated with unnecessary delays in the reemployment process, and (b) to assist in the replacement of specific human capital lost when a permanent layoff takes place. The extent to which these two purposes are met may determine whether the retraining program worked.

In Losing Ground, Murray (1984) drew on a technical body of social science data and reported that "job training and retraining programs were expected to be a sure bet. They deal with individuals, not institutions, and teaching a person to learn is something we know how to do" (p. 37). But starting with the first evaluation reports in the mid-1960s and continuing to the present day, the data have failed to show the hoped-for results, or anything close to them. "The programs were seldom disasters; they simply failed to help many people get and hold jobs that they would not have gotten and held anyway" (Murray, 1984, p. 37).

Murray further stated that history has encouraged government to believe that educated and trained workers are abundant, but demographics continue to play a key role in dictating the priorities of business and industry. For example:

1. Most of the new job entrants will be women, minorities, and immigrants. Many of these individuals will not have the skills for new jobs.

2. The overall size of the workforce will decline at the entry level, as baby boomers move into older age.

3. The rate of the labor force growth will be slower than during the past 12 years.

Auletta (1982), in The Underclass, raised similar suspicions about government's overall effectiveness in helping individuals in job training or retraining programs. "The programs have to be intensive, and we have to be willing to experience a certain failure rate. Success is in the eyes of the beholder. It's how you define success and in the end, it has to do with values" (p. 316). Auletta's studies with the Manpower Demonstration Research Corporation (MDRC) offer ample evidence of how difficult it is to reach those who need to be trained or retrained. "There is no pink pill in this business. Progress is not measured by breathtaking touchdown passes, but by grinding out two, three and four yards at a time" (p. 316).

Similarly, Jencks (1993), in Rethinking Social Policy, argued that such government-sponsored programs were "not just ineffective, but positively harmful. The problem was that these programs cost a great deal of money and that they hurt the very people they intended to help" (p. 70). Jencks cited social, cultural, and moral indicators and suggested that these problems have steadily gotten worse, even with the intervention of the government in job training programs. He reported that intercity crime and illiteracy have not decreased, whereas teenage pregnancies and welfare recipients have increased. The long-term joblessness of 25- to 50-year-old men continues to rise, while drug use continues to be a persistent problem. "If we want to reduce poverty, joblessness, illiteracy, violence or despair, we will surely

need to change our institutions and attitudes in hundreds of small ways, not in one big way" (Jencks, 1993, p. 203).

Like Jencks, Wilson (1987) suggested that government-sponsored training programs will continue to be ineffective, unless far more comprehensive economic and social reform is included in these initiatives (p. 139). Wilson's major emphasis appears to explain the increases in joblessness in black urban communities. He recognized that many factors are at work, but his argument has three points:

1. Joblessness has increased among black men because there are fewer unskilled and semi-skilled jobs.

2. The two-parent black family is disappearing because male joblessness has made marriage less attractive.

3. Single parenthood and male joblessness have increased because the black middle class is moving out of the ghetto. Consequently, job seekers have fewer employed neighbors to help them find jobs.

As with various economic development initiatives, the findings of Murray, Auletta, Jencks and Wilson vary in detail, but not in pattern. Each suggested that efforts to solve the problems of the displaced or underemployed worker are going to be expensive, difficult, and only partly successful. For example, Murray (1984) stated, "People who were doing the helping did not succeed nearly as often as they deserved. Why, when their help was so obviously needed and competently provided, was it so often futile? In the instances when the help succeeded, what were the conditions that permitted or precluded success?" (p. 10).

Wilson (1987), in The Truly Disadvantaged, advocated that public training programs must be designed and administered in close conjunction with a nationally oriented labor market strategy to avoid becoming "enmeshed in local political patronage and being attacked as costly, inefficient, or corrupt" (p. 151).

Jencks (1993) summarized his argument as follows: "It is not just that we administered good programs improperly, or that sound concepts were sometimes converted to operations incorrectly. The error was strategic" (p. 71).

Cervero and Wilson (1994), Sims (1993), Mitchell (1993), Sork and Buskey (1986) and others have suggested that these conditions may be grounded in the use or nonuse of effective and responsible program planning concepts, such as those advanced by Boyle (1981). For example, Sims (1993) observed that federal or state funded training or retraining programs fail due to "inadequate planning or design" (p. 595) Sims added that "poor training programs also produce anxiety, resentment, budget reductions, and efforts to sabotage the program" (p. 595).

Similarly, Mitchell (1993), in The Trainer's Handbook: The AMA Guide to Effective Training, detailed the steps in the process of planning and preparing for training: preparing a needs analysis, evaluating effectiveness, researching subject matter, using aids for training, and marketing the training function. Once again, these concepts of successful program planning are similar to those of Boyle (1981), as stated in Planning Better Programs (pp. 44-60).

Sork and Buskey (1986, p. 89) reviewed a variety of prominent approaches to planning adult programs. They advanced a generic planning model, similar to that of Boyle and Mitchell, which was composed of the following steps:

1. Analysis of the planning context and client system to be served.
2. Assessment of client system needs.
3. Development of objectives.
4. Selection and ordering of content.
5. Selection, design, and ordering of instructional process.
6. Selection of instructional resources.
7. Formulation of budget and administrative plan.
8. Design of a plan for assuring participation.
9. Design of a plan for evaluating a program.

Sork and Buskey (1986) noted that successful program planning includes all of these elements and must be treated by the program planner. This position is expanded upon by Cervero and Wilson (1994), who stated that successful program planners must know how to act responsibly within relationships of power. Similarly, they suggested that "power relationships structure the terrain on which programs are planned and on which planners must act" (p. 12). The training/retraining process goes nowhere if the plan is not adequate (Boyle, 1981; Nadler, 1977). New emphases by accrediting agencies, such as the North Central Accreditation Association and the American Society for Training and Development, have recognized the need for better program planning and the necessary linkage between

the planning process and new measures of institutional or Adult Education Alternative Training effectiveness. The basis of any plan of operation, according to Boyle (1981), is the organization's *raison d'etre*.

Training and Retraining in Michigan

Eighty percent of the Michiganians who will be working in the year 2000 are working now (Nespoli, 1991, p. 18). At the rates experienced in a recent five-year period, 1 in every 12 current workers faces the risk of losing his or her existing job because of changing technology or intensifying global competition (American Association of Community and Junior Colleges [AACJC], 1990, p. v). Thus, increases in the productivity of the current Michigan workforce must be a top priority. While this restructuring of the labor market is one paramount attribute of society undergoing economic transformation, the preparation of a retrained labor force is fundamental.

The American Society for Training and Development (ASTD) reinforced this concept by confirming that there is a strong link between workforce training and the competitive life cycle of any new strategy, technology, product, or service (Carnevale, 1990, p. 48). Deficiencies in training/retraining programs undermine this cycle, and cause delays, defects, and customer rejections. Moreover, the research of Hall and Miller (1975), Brecher (1972), and Friedman and Yarbrough (1985) further indicated that the most effective methodology to provide retraining in the workplace is the applied approach, which links actual learning outcomes directly to job performance.

Although educational/training institutions are directly related to the communities they serve, the retraining role demands a different type of relationship with public and private sector agencies. It includes intricate linkages among and between agencies with similar but not always compatible interests. These linkages, such as the analysis of the planning context and client system to be served; assessment of client/system needs; development of appropriate objectives; selection, design, and ordering of an instructional process; selection of instructional resources; formulation of an administrative plan; and the design of a plan that ensures participation and evaluation are critical to the success of the training mechanism (Sork & Buskey, 1986, p. 89). The training/retraining programs previously investigated–CETA, Manpower, the Economic Opportunity Act, the JTPA, and a host of state and federally funded assistance programs--have shown that these linkages may or may not have occurred and "the programs worked in some places and not in others" (p. 247).

Recognizing the importance of skilled and adaptable workers to high-value economic development, state of Michigan policymakers looked increasingly to their educational and training institutions to help in implementing new directions in state economic policy. These institutions are variously equipped to upgrade the skills of the workforce through education and training. The Adult Education Alternative Training (AEAT) program was created by the Michigan State Legislature in 1992 specifically to enhance or better tap the resources of universities, community colleges, intermediate and local school districts, and employment consortiums for

economic development. "This program is designed to create jobs and keep Michigan's economy strong," said Doug Rothwell, CEO of the Michigan Jobs Commission (Partners, 1995, p. 1) (The Adult Education Alternative, or AEAT program in greater detail in Chapter III.)

The Problem

The recommendation that emerges most strongly from the empirical evidence analyzed by Auletta (1982), Murray (1984), Jencks (1993), and Sims (1993) is that government-funded training, retraining, or similar helping programs should be carefully developed among the program planner, the employer, the participant, and related stakeholders if the activity is to accomplish its objectives. This investigator sought to determine whether Adult Education Alternative Training (AEAT) providers implemented and used a systematic plan for developing a training or retraining program, and what relationship that might have had on meeting program planners' satisfaction with outcomes and actual program outcomes.

The literature suggests that program developers may improve the value of the training/retraining when they implement successful program planning concepts and examine program outcomes (Sims, 1993, p. 592). Without a systematic plan, a lack of emphasis on the determination of the worth of a program can mean danger in training efforts in the long run. That is, failure to systematically plan training activities leaves open the potential for growth in training without accountability. This may lead to the continuation or even proliferation of ineffective programs, or in times of budget cutbacks, the perception by top administrators that training/retraining programs are

superfluous and should be cut. If program planners are to eliminate this uncertain approach to agency support for training, systematic planning and outcome assessment must become a part of every program, whether or not key agency stakeholders require it.

Purpose of the Study

The researcher's major purpose in this study was to determine whether and the extent to which Michigan Education Alternative Training planners used selected concepts of program planning to achieve specific objectives. The writer determined the extent to which AEAT retraining program planners used concepts outlined in Cervero and Wilson's (1994) Planning Responsibly for Adult Education, Mitchell's (1993) The Trainer's Handbook, Sork and Buskey's (1986) "Descriptive and Evaluative Analysis of Program Planning Literature, 1950-83," and Boyle's (1981) Planning Better Programs. Adapting these concepts of successful programs, this investigator identified the extent to which they are perceived to be incorporated into the planning process and their potential relationship to the achievement of the planner's goals and objectives. These concepts include:

1. Analyzing the planning context and client system served.
2. Justifying and focusing of planning.
3. Developing objectives.
4. Formulating an administrative plan.
5. Formulating an instructional plan.
6. Developing a marketing plan.
7. Developing an evaluation plan.

In using these concepts of program planning, practical realities that underlie the planning process were addressed, and a context was provided for the interpretation of a program's results. A second purpose in this study was to determine whether the implementation of a planning process supports or enhances the program planner's satisfaction with outcomes, and actual program outcomes, as identified by participants' placement in jobs. The effect of mitigating variables on program outcomes, or those variables not directly related to planning, also was investigated.

In summary, this writer examined the planner's satisfaction with the program outcomes; which planning components were perceived to be incorporated into the planning design; the perceived frequency, importance, and effectiveness of their inclusion; the possible relationship of these linkages to realizing the goals of the program planner; and mitigating variables that may affect program outcomes.

Research Questions

The following research questions were examined in this study:

1. To what extent are Adult Education Alternative Training planners satisfied with the outcomes of specific 1992-93 programs?

2. To what extent do Adult Education Alternative Training program planners use planning concepts as outlined by Boyle, Mitchell, Buskey, Cervero and Wilson, and others? Are some program planning concepts used more frequently than others? If so, what are they?

3. Do program planners consider some program planning concepts to be more important than others? Is so, what are they?

4. Do program planners consider some program planning concepts to be more effective than others? If so, what are they?

5. Do associations exist between using planning concepts and planners' satisfaction with completing stated objectives and actual placement outcomes?

6. What other mitigating variables may influence the outcomes of the various training activities?

Methodology

The answers to these and other related issues were pursued through (a) the review of related documents, (b) the review and analysis of actual AEAT program plans (proposals) and outcomes, (c) the completion of an AEAT survey instrument, (d) interviews with program planners, and (e) two focus group meetings of program planners. The survey instrument (see Appendix D) was developed based on concepts of successful program planning, the extent to which these concepts of successful program planning are used, and their relationship, if any, to completing planner objectives. Themes were developed from the program development conceptual frameworks advanced by Boyle, Mitchell, and Buskey. The survey questions were constructed after testing the pilot interview questions and format with five program planners. The interview questions were refined after themes or issues had emerged from the survey results. The focus group meetings of program planners, coordinated by the Michigan Jobs team, use a failure mode and effects-

analysis technique. This technique further refines and prioritizes mitigating variables that influence individual program outcomes.

Research findings of previous government-funded training or retraining programs such as the Comprehensive Employment and Training Act (CETA), the Job Training Partnership Act (JTPA), and the Job Training and Retraining Investment Fund (JTRIF) were analyzed to compare and contrast the use or nonuse of reported programming concepts.

Significance of the Study

In this study the researcher investigated the extent to which concepts of successful program planning were perceived to be included in the AEAT program, and their relationship to the completion of program objectives. This study is significant because AEAT planners were asked what program planning concepts were used and what role the implementation (or nonimplementation) of those concepts played in programmers' satisfaction with outcomes. The study may raise questions about why some programs' objectives were completed whereas others were not.

This accountability study is the first in Michigan to document the use of program planning concepts in the AEAT initiative. Results may have future policy implications that will strengthen programs. In this study, the researcher will recommend specific planning strategies that may be used by practitioners and planners of customized training and retraining programs. The implicit belief motivating this work is that adult program planners must examine their past

experience to determine "patterns and trends before they can adequately consider future programs and policy options" (Jacobs, 1992, p. 1).

To date, no local, state, or national data have been available on the degree to which AEAT programs offered to business and industry clients have achieved specific goals related to funding requirements or program design. This study is significant in that it responds to the work of Auletta (1982), Murray (1984), Levitan and Gallo (1988), Leigh (1990), Sims (1993), and other researchers who have argued for more careful and/or critical program development.

It is anticipated that this study will make a positive contribution to the training process, recommending program guidelines for future AEAT program planners and trainers. The results, implications, and recommendations of this study are relevant to Michigan community colleges, adult high schools, intermediate school districts, and employment consortiums whose training/retraining programs should not be generalized to similar programs in other training or educational institutions.

Definition of Terms

The purpose of the Adult Education Alternative Training (AEAT or 107A) program is "to expand educational opportunities for Michigan's workforce and encourage the establishment of programs that will enable the creation of new jobs, retain existing workers for the changing workplace, and will strengthen the state's economic base" (Michigan Jobs Team, 1993, p. 1).

Assessment is the process of descriptively evaluating the product of the institution in an objective manner. Certain basic decisions must be made at the

outset for the program effectiveness process to be undertaken. Who is to do it? How is it to be done? What data are to be presented, when, and how? In what manner are conclusions to be drawn? Implied within this process is mission relevance with its attendant goals, objective strategic planning, and functions of program research (McLeod & Atwell, 1992, p. 32).

Community college refers to one of 29 state-supported institutions of higher education that typically provide two-year associate degrees, transfer courses to other institutions, or customized training/retraining programs to area residents (Michigan Department of Education, 1988).

Customized training or retraining programs are those activities designed to contribute to the economic growth of a local, regional, or state area by preparing, upgrading, and retraining individuals for participation in the workforce of a specific business or industry (Iowa Impact Study, 1991).

Economic development is the process of creating new jobs and retaining existing jobs by mobilizing resources to attract new businesses while helping other ones prosper (Goetsch, 1988, p. 48).

Effectiveness is an assessment process that determines how well an institution succeeds in accomplishing its mission. Objective verification can be of two kinds: those objectives that are either accomplished or not, and those objectives that are accomplished in some degree (McLeod & Atwell, 1992).

Failure mode and effects analysis (FMEA) is an analytical technique that identifies potential product- or outcome-related process failure modes, assesses the

effects of the failures, identifies the potential process causes, and identifies significant process variables to focus controls for the prevention or detection of the failure conditions. This process is used by the Ford Motor Company and is referred to as 8-D problem solving.

A fishbone chart is sometimes used in the FMEA process and diagrams "cause and effect" relationships.

A mission defines the fundamental, unique purpose that differentiates one organization from another. The more explicit that is, the better it will be understood by the entire organization (North Central Accreditation Association, 1993).

Planning concepts are those specific items that provide the basis or foundation for a variety of decisions for all phases of the program planning effort. In some cases in this study, the words "concept" and "component" are used synonymously.

Planning concept areas are those planning concepts/components that are grouped or clustered into one of eight areas, such as planning analysis and justification, objectives, administration, instruction, marketing, evaluation, and program delivery. Program planning is defined as "a deliberate series of actions and decisions through which problems or situations can be changed or improved" (Boyle, 1981, p. 5). According to Crosby (1989), "quality" is defined as conformance to requirements, not goodness. It's achieved through prevention, not appraisal. The quality performance standard is zero defects, not acceptable quality levels.

Successful programs were those 1992-93 AEAT activities identified by Michigan Department of Education officials "who completed program objectives" and "did what they said they would do" (MDE, 1995). These specific programs were recommended by the MDE to be surveyed.

Limitations of the Study

This study was limited by factors inherent in the use of the survey, interview, and focus group instruments. The validity of the study was affected by the honesty and accuracy with which participants responded. This study was conducted with the following specific limitations:

1. The study was limited to designated (i.e., named as a contact person for specific projects) program planners who designed, implemented, and evaluated AEAT training/retraining programs in 1992-93.

2. The study did not include input or responses from educational or training agency representatives who were not directly responsible for program planning or development. The study did not include input or responses from the businesses or industries participating in the Michigan Education Alternative Training program. Therefore, results, implications, or recommendations may not be appropriate for generalizations beyond participating practitioners.

Summary and Organization of the Study

In Chapter I, an overview of the need for AEAT program planning and project objectives assessment was provided. The problem statement and purpose of the

study were presented, as well as research questions and the study methodology. The significance and limitations of the study and definitions of key terms also were discussed.

Chapter II contains a review of the literature, focusing on models of effective and responsible program planning, and previous government-funded training or retraining programs.

The procedures used in this study and the individuals being surveyed/interviewed are explained in Chapter III. A description of the instrument and the procedures used in collecting and analyzing the data are also presented in this chapter.

The research findings are presented in Chapter IV. Conclusions of the study and recommendations for future activity are to be found in Chapter V.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

Chapter II contains a review of the related literature and is divided into two topic areas: (a) the theoretical foundations of adult program planning and (b) previous federal or state supported training/retraining programs.

Theoretical Foundations of Adult Program Planning

The purpose of this section is to review the concepts, models, and principles that form the theoretical foundations of educational planning and to suggest the types of research that will strengthen and expand those foundations. Educational planning is a decision-making process that produces the outcome and the design specifications for a systematic instructional activity that is expected to change human activity in some respect (Sork, 1990, p. 74). Planning and plans are tools to increase the amount of control exercised over events and outcomes of events. A decision to plan is a decision to control. Conventional wisdom in adult and continuing education (Boone, 1985; Boyle, 1981; Mitchell, 1993) suggests that planning should be a highly participatory activity involving representatives of the client group, and content and process experts who are familiar with both educational planning principles and relevant learning theory.

More recent literature, such as that advanced by Cervero and Wilson (1994), has suggested that although technical knowledge and skills are needed to plan well, they are not enough. Cervero and Wilson argued that ethical vision coupled with political knowledge and skill are necessary to plan responsibly for the education of adults.

Most traditional program planning models discussed in the literature appear to be based on the logic of systematic planning and are "linear in design" (Murk & Wells, 1988, p. 45). In systematic planning, the process focuses first on clarifying or defining goals or objectives, then on selecting resources and strategies to achieve the objectives.

According to Sork (1990), systematic planning is based on four assumptions:

1. The context in which planning occurs must be relatively stable economically, philosophically, politically, and socially. If stability does not exist, then systematic planning has limited utility because the ends and means are constantly changing.

2. Clarifying ends logically precedes identifying means.

3. The best plans are developed when rational choices are made about which means are most likely to produce the desired ends.

4. In order for plans to be effective, there must be modest agreement among stakeholders on what is to be achieved and how it will be achieved.

The work of Tyler (1949) is cited as providing the structure for educational planning. (Knowles indicated that, before that time, educators of adults had no

theory to support their practice, so they relied on intuition.) According to Sork and Buskey, Tyler contributed two fundamental ideas. First, he emphasized that educational activities should be based on clear objectives that describe what the learner is expected to know or be able to do. Second, he proposed that evaluation should be based on the degree to which objectives are achieved. Many educators of adults have noted that the logic of Tyler's framework has also become the classical viewpoint in program planning (Apps, 1979; Brookfield, 1986).

Houle (1972) placed primary emphasis on the planner's ability to make judgments in a specific context and to justify them. He proposed a two-part system of program design. He believed that the decision points in program planning are not a set of logical steps, but a complex of interacting elements that are dealt with at various points throughout the planning process (Cervero & Wilson, 1994). Thus, according to Houle, the quality of any particular program "depends in large measure upon the wisdom and competence of the person making the choices" (Cervero & Wilson, 1994, p. 223).

Pennington and Green (1976) suggested that educational planners employ models in only a general sense and alter planning when confronted with unanticipated constraints or opportunities. This may explain why much of the literature regarding program planning is referred to as "planning theory" consisting of how planning should be done, not how it actually is done. Still, planning models provide a framework for the application of theories that are relevant to educational design.

Apps (1979) viewed program planners as problem solvers who should rigorously apply five principles in their practice. These principles include (a) assessing learners' needs, (b) defining objectives based on these needs, (c) identifying learning experiences, (d) organizing those learning experiences, and (e) evaluating the program in terms of the objectives accomplished. According to Cervero and Wilson (1994), the planning literature has repeated this structure for so long that theorists see it as the *sine qua non* of good program planning.

Knowles (1980) expanded on the work of Tyler and asked what educators of adults do. His data suggested that adult educators help learners diagnose their needs for learning, plan a sequence of experiences that produce desired results, create conditions that will cause learners to want to learn, select effective methods and techniques, provide human and material resources to produce desired learnings, and help learners measure the outcomes of the learning experiences.

In Planning Better Programs, Boyle (1981) defined program planning as "the art of designing and implementing a course of action to achieve an effective educational program" (p. 42). This simple definition implies that the program planner is involved in reaching decisions through the implementation of a rational planning or developmental model. Like Pennington and Green (1976), Boyle recognized that a completely rational model is rarely, if ever, achieved. This concept seems to be supported by his statement that the "beliefs, attitudes and values of the programmer are very important in developing a conceptual framework for program development"

(p. 19). They provide the basis or foundation for a variety of decisions for all phases of the total programming effort.

Boyle (1981) further stated that program planning is a complex decision-making process with many variations. To simplify and bring order to this complex process, he suggested a program planning model that can be used to represent the salient characteristics of planning. Following is a brief review of 15 concepts considered important for program planning or development.

1. Establishing a philosophical base for programming: The program planner should clearly identify his or her beliefs about the program, the learner, and the planning process.

2. Situational analysis of problems or needs of clients: This component emphasizes the study, analysis, interpretations, and judgments about the community and clientele.

3. Involvement of potential clientele: This means including participants in the process and connecting them to the process.

4. Levels of intellectual and social development of clientele: The programmer must understand and provide for differences in the social and educational background of the clientele.

5. Sources to investigate and analyze in determining objectives: No single source of information is adequate to provide a basis for comprehensive decisions about educational objectives.

6. Recognition of institutional and individual constraints: Some of these constraints include organizational philosophies, resources available, beliefs, and assumptions.

7. Criteria for establishing priorities: Priority setting is a continuous process that takes place during all phases of programming, including delineating needs, specifying goals, identifying target audiences, defining resources, and determining necessary actions.

8. Degree of rigidity or flexibility: The program must be allowed to develop in order to meet the specific needs and to use the most appropriate resources.

9. Legitimation and support with formal and informal power structures: The planner, the planning agency, and the program itself may need support in order to be successful.

10. Selecting and organizing experiences: The programmer must focus on the learner and what the learner will experience.

11. Identifying instructional design: This involves the selection of the method, the techniques, and the devices needed to bring about appropriate results.

12. Using effective promotional priorities: All successful promotional efforts must start with an organized and inclusive plan that considers objectives, audience, media characteristics, and deadlines.

13. Obtaining resources necessary to support program: The planner must facilitate the organization's efforts to obtain continuity and adequate financial resources.

14. Determining the effectiveness, results, and impact: A concept of evaluation should be developed to meet the needs of the participants.

15. Communicating the value of the program to appropriate decision makers: It is essential that the individuals involved in making decisions about funding programs obtain a clear understanding of the value and limitations of the program.

In summary, Boyle (1981) defined program planning or development as "designing a course of action to achieve a quality program" (p. 51). Boyle believed that the 15 concepts discussed are the essence of ideal planning. He recommended that the planner use them as guidelines in implementing a process in a given programming situation. Boyle stated further that the ideal philosophical framework allows the planner to systematize considerations while retaining flexibility for change. In addition, the philosophy must be constantly revised and adapted to meet new situations in programming.

Sork and Buskey's (1986) evaluation of the program planning literature from 1950 to 1983 indicated that 93 planning models were advanced during that time period. After studying these program planning models, Sork and Buskey developed a generic model of seven specific steps used in completing planning tasks. These steps served as the theoretical framework for this study. This model departs from

many in the literature by beginning with an analysis of the planning context and client system. It is an interactive model in the sense that decisions made at any step can influence decisions made at other steps. It is also a linear model that is based on the logic of systematic planning in which certain elements logically precede or follow other elements. The generic model includes the following:

1. Analyze planning context and client system.
2. Justify and focus planning.
3. Develop objectives.
4. Formulate instructional plan.
5. Formulate administrative plan.
6. Develop evaluation plan.
7. Develop marketing plan.

Analyze Planning Context and Client System

In this discussion, "client" is used to designate those who are eligible for the attention of the planner because they are included within the mandate of the organization in which the planner works. Analysis of the planning context involves developing a detailed understanding of the milieu in which planning occurs (Murk, 1990, p. 77). The organization in which a planner works has a structure, leadership, policies, and procedures that may have important implications for later planning. The planning must also consider other stakeholders like professional associations, governmental agencies, special interest groups, and competing organizations.

Two fundamental components constitute analysis of the client system. First, the boundaries of the system are determined. Second, relevant client characteristics are identified. Sork (1991) stated that a relevant characteristic is one that should be taken into account to improve the plan. If a relevant characteristic is not considered, then the plan may be incomplete or faulty. Hanson (1989) believed that research findings about various clientele characteristics, such as surveys, should be incorporated into educational planning. Mitchell (1987) believed that three questions need to be asked of the trainees before training begins:

1. Are trainees ready to learn the material?

2. Have sufficient opportunities been provided for the trainees to succeed?

3. Is there sufficient opportunity to practice what has been learned?

Although this process can be costly and time consuming, the knowledge gained can be directly applied to the planning process. One purpose of the present study was to determine whether an analysis had been conducted within the planning context and with the clients to be served.

Justify and Focus Planning

Several techniques can be used to justify and focus the planning effort. Houle (1972) suggested that program ideas can emerge from a wide range of sources and situations. Houle further stated that this process includes more than an information-gathering process because identifying desired capabilities and setting priorities involve making value judgments. Other sources for justifying and focusing planning

include interest and demand inventories, practice audits, market tests, trends, problems, and situational analyses (Knox, 1986; Levine & Cordes, 1984; Sork & Fielding, 1987). Insights from these assessment tools improve a practitioner's understanding of how planning decisions are made and what consequences can be expected from allocating limited educational resources. This researcher determined the extent to which various components had been used to justify and focus the planning.

Develop Objectives

"Objectives are detailed descriptions of expected program outcomes" (Sork, 1990, p. 79). Objectives describe expected behaviors of the learner following the program. Understanding how objectives are developed and by whom, how they are related to needs or other sources of program ideas, how they are used by planners and instructors, and to what degree they are used would be important contributions to educational theory.

Mitchell (1987) stated that the development of objectives is "when the planner has pulled together all the thinking to set down exactly what the trainees will achieve so as to fulfill the goals and bring about the changes mandated by the needs analysis" (p. 161). The present researcher determined the extent to which planners developed objectives in planning AEAT programs, and the relationship this may have had to program outcomes.

Formulate Instructional Plan

All those activities that are considered "necessary and sufficient to bring about the desired learning" (Sork, 1990, p. 80) make up the instructional plan. Learning styles, motivation, instructional technique, conditions of learning, instructional design, media, and adult developmental stages are used to develop the educative structure of the program. Tracey (1992) suggested that these variables need to be strongly considered so that teaching points and learning activities can be arranged in the best sequence for learning. According to Murk and Wells (1988), selecting and sequencing instructional activities and specifying the requisite instructional resources are the essential tasks at this stage of planning. This investigator determined the extent to which an instructional plan was used and determined its perceived importance and its effectiveness in accomplishing program goals.

Formulate Administrative Plan

Boyle (1981) and Sork and Buskey (1986) stated that this step of planning involves consideration of the financial dimensions of the program, the strategy for assuring participation of the client group, and the administrative tasks required to implement the plan. Financial dimensions include estimating costs of the resources to be used in the program, determining how these costs will be recovered, and setting program fees. Break-even points and direct, indirect, and overhead costs are needed to understand the calculations and considerations involved in program finance.

Ensuring participation in the program is also a challenge when the clients are not compelled to participate. Sork (1990) recommended that adult educators review the principles of marketing research–that is, those concepts that can communicate the character of a program in such a way that is attractive and inviting to those who learn about it.

Murk and Wells (1988) stated that administrative details, such as establishing adequate, reliable administrative personnel to maintain enrollment, registration and bookkeeping functions are important to program design. Colgan (1993) referred to this component of planning as "positioning." In this phase, she suggested that this highly analytic model emphasizes economic and political considerations. For example, the planner must consider conditions that may be unique to the training institution, political issues, and other anecdotal information.

This researcher determined which of these administrative components had been used and the extent to which they were believed to be important or effective in completing AEAT program goals. The planning information obtained from staff, advisory councils, and program participants needs to be heard--and addressed.

Develop Evaluation Plan

Because the intention of most training or retraining programs is to improve performance, evaluation models that focus on determining change in practice are most relevant. Key components of this portion of the planning include formative and summative evaluation procedures. According to Murk and Wells (1988), formative evaluation measures the program's effectiveness at each phase of the planning

process relative to the overall goals and objectives of the program. Formative evaluation procedures are also vital in monitoring the overall process or identifying potential changes that may occur. This type of evaluation often generates constructive criticism that is both necessary and useful to the planners and the success of the program. Mitchell (1987) stated further that formative evaluation is also a vital function for the trainees, as it provides a source of constant feedback to develop the motivation to continue.

To determine whether the program was effective and whether the participants actually achieved their desired learning outcomes, a summative evaluation is conducted near the end of the program activities, to sum up what went well and what did not. According to Simms (1993), planners "must demonstrate that their programs get results, improve job performance, make efficient use of resources, and bring satisfactory returns on training dollars invested" (p. 592). This researcher determined whether AEAT planners had developed evaluation components so that these types of claims could be substantiated, and whether using these components was perceived to be important and effective in completing goals.

Develop a Marketing Plan

Boyle (1981), Sork (1990), and Mitchell (1993) all detailed the need for a strategic marketing plan in developing any program. It is essential that all stakeholders involved--including those individuals making decisions about funding--obtain a clear understanding of the value and limitations of the program. Mitchell (1987) suggested that several steps are essential to the marketing effort. These

steps include (a) researching and defining the target populations to be served, (b) clarifying the exact nature of the service to be delivered to all stakeholders, and (c) choosing the most effective channel to communicate the program to those involved.

The different methods available for use in advancing the program vary from the informal, face-to-face contact to the more formal research report. The program planner will need to develop this plan using the most appropriate content and medium for the various constituencies that need to have specific communication. This researcher determined whether any of these marketing elements had been used and the extent to which they were believed to be important and effective in reaching program goals.

In their comprehensive review of the literature on planning programs for adults, Sork and Caffarella (1989) concluded that there are shortcomings in the planning literature. Others involved in adult education have voiced similar concerns about the incompleteness of program planning literature (Miller, 1989; Usher & Bryant, 1989). It is for these reasons that two additional components to successful program planning were studied: (a) actual program delivery and (b) the practical and political character of planning.

Program Delivery

Building a theory that takes into account the exigencies of day-to-day responsibilities of practitioners must be undertaken if planning theories are to be taken seriously (Sork & Caffarella, 1989). Similarly, Murk and Wells (1988) documented the importance of actual program implementation. The equation for a

successful program includes continual coordinating and monitoring during the delivery of the program. Actually reaching the goals and objectives of the program may hinge on the trainer's ability to provide the necessary instructional materials, equipment and supplies. The facilities, the instructional content, and the pace of instruction should be monitored. Programming or scheduling adjustments need to be made to ensure satisfaction and optimum learning among the participants. Implementation involves accommodating the special needs of program participants and granting them appropriate credit at the conclusion of the activity. It is for these reasons that this study included questions regarding the implementation/delivery of a program, and asked program planners to comment about its overall effectiveness and importance in meeting established objectives.

Practical and Political Character of Planning

For program planners, three kinds of knowledge and skill for constructing programs are necessary (Forester, 1989; Habermas, 1971). They need technical knowledge and skill in how to construct programs effectively. This can include designing survey and evaluation instruments, organizing learning activities, writing budgets, selecting and training staff, and publicizing programs. Planners also need political knowledge and skill in order to be able to get things done with the people in the social and organizational contexts in which they work. For instance, they need to develop trust and respect, understand the formal and informal power structure of the organization, and know which strategies will and will not work in a given situation. Program planners also need ethical knowledge in terms of both the

educational programs that are constructed and the sociopolitical relationships that are reconstructed. They must focus knowledge and skill on the importance of nurturing a democratic planning process in the face of a power structure that either threatens or supports the vision of responsible planning.

In addition, Cervero and Wilson (1994) argued that, to improve practices, the program developer's attention must also be on the practical and political character of programming. Their central thesis was that pragmatic planners must be able to read organizational power relationships in order to anticipate conflict and provide support in carrying out a vision of planning that is "substantively democratic" (p. 115).

As program planners may know, the context for program planning is not always marked by consensus and cooperation in political relationships. Planners must negotiate between conflicting interests in an arena where power relationships are asymmetrical and complex. This consideration was further supported by Forester (1989), who stated, "Planning, while ignoring the opportunities and dangers of an organizational setting is like walking across a busy intersection with one's eyes closed" (p. 7).

According to Cervero and Wilson, planning a program is not simply a matter of individual mastery and intuition. It is also a social activity in which people such as planners, teachers, learners, and institutional leaders seek to construct a program together. This "social construction forms the core of planning by giving meaningful form to a program that is recognizable, coherent and attainable by a variety of

interested parties" (p. 155). It is for these reasons that this researcher included interviews and focus groups regarding the politics of program planning, as well as the source of the planners' influence as evidenced in their ability to manage and negotiate the interests of those involved.

Federal and State-Supported Training/Retraining Programs

The fact that United States business and industry face a workforce crisis has been accepted (Lane, 1992). Emerging from a period of irreversible economic change in the 1980s, the United States now confronts a new global reality. For example, several forces are reshaping the workforce and the nature of work, including increasing work diversity, competing demands of work and family, global competition, the growing importance of strategic human resource planning, the need to reeducate employees for new technologies and more demanding jobs, and renewed interest in ethics and social responsibility (Coates, Jarratt, & Mahffie, 1990). Urgent attention must be given to address these workforce needs.

A snapshot of the workforce in many American communities suggests countless areas where further training and retraining are imperative (Waddell, 1991). Kantor (1992) stated that the successful company must be designed so that "the workforce is multiply-skilled and multiply-trained and can be redeployed quickly as issues change" (p. iv). According to Saul (1990), "the workplace will be a different place everywhere" (p. 52). Work will require higher quality performance by workers, as well as more interpersonal relations among workers. Management strategies will require higher thinking and analysis skills and collaborative work patterns from all

levels of workers. New skills and values in the areas of interpersonal relations, collaborative work styles, and critical thinking will be necessary for persons at all levels of the organization. The training question, then, is how can these concerns be adequately addressed in the shortest time?

Work-based training would meet the challenges of increasing the skills and knowledge of employees and bring with it increased productivity and a respectable position in the global economy. The leaner, smaller workforce will heighten the importance of training and adaptability. If present trends continue, the "gap between need and capability will expand and prevent the U.S. from increasing its competitive edge in some industries and retaining it in others" (Lane, 1992, p. 4).

Anthony Carnevale (1990), of the American Society for Training and Development, reported that the investment in learning on the job has contributed more than half of all increases in the nation's productive capacity in the last 40 years. That is almost three times greater than the investment in machine capital has produced (Lane, 1992). The most globally competitive companies are already making the employee training/retraining investment. Through their investment in human capital and strategic development, these companies have been able to build a workforce that can make more effective use of technology, develop collaborative and efficient managers and employees, and be more readily able to solve problems through creative solutions that capture the imagination of the marketplace.

This emphasis in training and retraining has served to usher in a new activism and a new focus in federal and state-funded economic development programs

(Committee for Economic Development, 1986; Fosler, 1988; Osborner, 1988). Although the federal government has promoted the welfare of the citizenry since the earliest years of the republic, sustained employment and training efforts focusing on the displaced or underemployed emerged only a quarter century ago (Levitan & Gallo, 1988). Since 1962, the federal government and individual state governments have provided the following retraining programs to ease the labor market adjustments required of workers directly or indirectly displaced from their jobs by a mass layoff or plant closure (Leigh, 1990).

Manpower Development and Training Act (1962)

The federal government's first comprehensive attempt to provide adjustment assistance to displaced workers was the Manpower Development and Training Act (MDTA) (Leigh, 1990). Passed in 1962, the MDTA represented the response of Congress to a rising unemployment rate coupled with growing concern over the effects of technological change on the employment options of mid-career adult workers. According to Murray (1984), the Kennedy Administration saw themselves as "hardnosed idealists who would be able to get results where the social workers had failed. Their promise: the able-bodied will be on their way to permanent self-sufficiency" (p. 23).

The primary objective of this initiative was to provide retraining for workers whose skills had been made obsolete by new technology. By the mid-1960s, an improved labor market and lessened concern over automation led to a shift in

interest and funding away from the reemployment problems of displaced workers and toward the employability of disadvantaged young people and welfare recipients.

Taken as a whole, the Manpower Development and Training Act was not claimed as one of Kennedy's achievements. It is a fact, however, that "social welfare spending under his administration rose less rapidly than it had under Eisenhower's" (Murray, 1984, p. 23).

A number of evaluation studies of MDTA appeared in the late 1960s and 1970s, but early attempts at evaluation were generally hampered by the lack of a comparison or control group, as well as the absence of good information on earnings. Boyle (1981) stated that, in the evaluation of such a program, a determination must be made about what learners have achieved through program participation. The fundamental problem in program evaluation is developing a reliable methodology for assessing what would have happened to participants had they not enrolled in the program (Leigh, 1990). Without a comparison or control group, analysts interested in obtaining net impact estimates are basically limited to participants as their own control group by comparing post-program labor market outcomes, like earnings, with the level of participants' own pre-program earnings. Taggart (1981) found that participants enrolled in the MDTA program increased their earnings between $250 and $300 in the first year after termination, whereas Murray (1984) reported that this figure actually decreased by half after five years.

In summary, a panel study of the effects of this vocational training concluded that wages of program participants increased in some cases (Kiefer, 1974). The

review of the literature does not include any reference to the role of program planning and its influence, if any, on these training outcomes. The relationship between program planning and program outcomes was analyzed in this study of the Adult Education Alternative Training program.

Vocational Education Act of 1963

Before 1963, little attention was given to satisfying individual learning needs through participation in the appropriate phases of two or more occupational fields (Lamar, 1978). Efforts to improve the quality of instruction were largely confined to each occupational field. This pattern was changed with the passage of this 1963 Act. The emphasis shifted from occupational fields to serving vocational education needs. Increased emphasis was also placed on improving the quality of instruction by the use of supporting services such as administrative supervision, vocational guidance, research and curriculum development, and program evaluation. A greater level of importance was placed on developing comprehensive vocational educational programs "through cooperation and coordination in the planning process" (Lamar, 1978, p. 18).

Lamar (1978) stated that the Vocational Education Act changed the planning process for vocational education. Instead of using vertical planning, or "top down" planning dictated at the state level to the local school districts, planning moved horizontally and upward to include the federal agencies involved in vocational education. This new pattern occurred because vocational education had become a national concern and needed support at the national level. According to Lamar,

the process tended to strengthen vocational education, especially the planning process, because it:

1. Provided additional resources from federal agencies.

2. Brought about a stronger national, state, and local linkage in dealing with vocational education and thereby provided increased support to the total planning effort.

3. Extended the planning process across all facets and areas of responsibility (including the involvement of individuals, agencies, and advisory groups that have a vested interest in the planning process and the ultimate outcomes of vocational education).

The preamble to the Vocational Education Amendments of 1968 reads, "the Congress finds it necessary to reduce the continuing seriously high level of youth unemployment by developing a means for . . . better job preparation for those young people who end their education at or before the completion of high school" (Lamar, 1978, p. 245). That position statement set the tone for placing further importance on state planning, including the requirement to develop long-range program plans for vocational education. Advisory councils were established to assist boards in developing plans that were responsive to labor market needs.

In summary, the Vocational Education Act of 1963 and 1968 Amendments greatly expanded the federal role in vocational education and imposed new planning requirements on states in order to be eligible for federal funding. The Act also enabled states to broaden the scope of occupational areas to be supported by

federal funding. Federal expenditures for vocational education jumped from $55 million in 1964 to $234 million in 1966. "While the 1963 Act presented the states with vast opportunities to serve more people and to prepare them for many more occupational areas, it presented them with planning responsibilities for which they had little preparation" (Lamar, 1978, p. 78). Labor-market information necessary for sound planning was not then available to state planners, although the Act required vocational education agencies to develop cooperative arrangements with their respective employment agencies. This researcher investigated the role of program planning, such as that advanced by the passage of the Vocational Education Act of 1963, and its relationship to planner satisfaction of program outcomes.

Economic Opportunity Act: Job Corps (1964)

Several new manpower programs were added by the Economic Opportunity Act of 1964, which were designed to "declare war on poverty" (Levitan & Gallo, 1988, p. 5). The most ambitious component of the Economic Opportunity Act was the Job Corps. It aimed to interrupt the "vicious cycle of poverty" (Taggart, 1981, p. 13) by providing a structured residential environment for learning and development where poor youths aged 14 to 21 could escape from deprivation and realize their full potential. The Job Corps statutory goal was "to assist young individuals who need and can benefit from an unusually intensive program, operated in a group setting, to become more responsible, employable and productive citizens" (Levitan & Gallo, 1988, p. 123).

Work experience was also used to help needy adults, including public assistance recipients. The Economic Opportunity Act initiated job creation programs for the hard-to-employ who were left behind despite the economic growth of the mid 1960s. The act, in theory, was designed to create jobs for older workers and welfare recipients on the assumption that work was preferable to dependency. Yet, according to Levitan and Gallo (1988), the unemployment rate remained "stuck" between 5% and 6% throughout the duration of the Job Corps program.

Although the intention of the legislation was to promote "maximum feasible participation" (Levitan & Gallo, 1988, p. 5), the institutional result was the emergence of community action agencies and community-based organizations as advocates for the poor and deliverers of the services. A prominent programming concept advanced by Knowles (1980), Boyle (1981), and Sork and Caffarella (1989) is the need to involve clients in the program development process. Such a process should encourage the involvement of individuals in relation to groups. There is no evidence that the Job Corps facilitated this involvement. Boyle (1981) added that it is essential that the purpose or reasons for involvement are congruent with the methods and resources used.

The major source of program instability has been widely fluctuating funding support and attempts by Presidents Nixon and Reagan to abolish the Corps, resulting in capacity enrollment ranging from 25,000 to 40,000. In inflation-adjusted 1986 dollars, Job Corps funding reached more than $1 billion in 1966, but dropped to $300 million in the mid-1970s (Levitan & Gallo, 1988). Tyler (1949) and Boyle

(1981) stated that identification and acquisition of resources necessary to implement the learning activities is important to program success. Auletta (1982), Murray (1984) and Jencks (1992) indicated that the Job Corps did not have adequate resources to support program success.

The Nixon and Reagan Administrations' efforts to eliminate or scale back the Job Corps diminished the program's cost effectiveness (Levitan & Gallo, 1988). The program's utilization rate, a measurement of average center enrollment compared to capacity, declined more than 99% in 1983, increasing costs by about $600 per Job Corps member each year. Job Corps director Peter Rell testified before a congressional committee that the efforts to end the program "were the major reason" behind recruitment difficulties, because young people were wary of enrolling in a program which might imminently close" (Levitan & Gallo, 1988).

Labor Department staff reductions further impaired federal administration. From 1980 to 1987, federal Job Corps personnel diminished by over a third, from 294 to 190. Job Corps business representatives also noted that the Labor Department's annual program reviews, designed to improve program operations, had become "more cursory" (Levitan & Gallo, 1988, p. 127). These criticisms were substantiated by a Department of Labor memo that concluded, "It seems clear from all indications that we are not doing a fully adequate job of monitoring." Simms (1993) suggested that the ability "to modify the training program based on feedback is critical" to success (p. 595).

A further criticism of the Job Corps program centers on an apparent lack of effort to determine whether applicants could be better served by alternative programs. In 1979, the U.S. General Accounting Office concluded that the program's screening was so lax that nearly any disadvantaged youth can qualify" (Levitan & Gallo, 1988, p. 131). Boyle (1981) contended that consideration of "the level of development and the needs of the student" (p. 11) have an important effect on the outcomes of a program.

Ensuring that as many new entrants as possible complete the program is critical to the success of Job Corps. The Job Corps was a voluntary program, and participants could leave as they wished. The average stay for Job Corps participants was 7.2 months, but a third of the participants left within three months, half of these within the first month. Only a third of the enrollees completed the program in 1985 (Levitan & Gallo, I988). Corps members have indicated the following principal reasons for early departures:

1. Homesickness.
2. An inability to adjust to the Job Corps' structure and rules.
3. Insufficient pay.
4. Poor screening by recruiters.
5. Enrollees' inability to make decisions about their interests.

The Job Corps' placement-reporting practices have raised troubling questions also. Until the early 1980s, the program only reported outcomes for Corps members whom it was able to locate. It had been assumed that unlocated participants had the

same rate of placement success as the recorded group of individuals who receive no assistance from placement agencies. However, this assumption is questionable because performance standards discourage placement agencies from submitting records for individuals not placed. In addition, placement audits have not been verified. For the year ending in June 1986, using the Corps' estimation procedure, 74% of terminees were successfully placed. Based on these estimations, the Job Corps conducted a self-study and found that their efforts "convincingly demonstrate the program's worth in improving enrollees' employment prospects" (Levitan & Gallo, 1988, p. 154). According to the study, former participants had significantly greater employment and earnings, more education, better health, and less serious criminal records than the comparison group.

One way to further assess the magnitude of this training program impact is to compare the present dollar value of estimated benefits with the costs incurred to produce these results. The ratio of benefits to costs is an indicator of the rate of return on the investment in human resources.

The Job Corps is one of the programs that has been subjected to careful benefit-cost analysis that provides a framework for the assessment of other training activities. To begin with, benefits and costs can be measured from a social perspective--which includes the gains and losses for participants as well as nonparticipants. From the social perspective, costs include all operating expenses, plus the output that is foregone during the period the enrollee is in training rather than available for work. The benefits include in-program and increased post-

program output; any administrative cost savings; and reductions in criminal justice, corrections, and victimization costs to the extent crime is reduced as a result of participation. Taggart (1981, p. 61) found that 1977 participants' individual costs were $5,070, or $2,271 less than the estimated $7,343 value of benefits. "The effects from this magnitude were far from the results that had been anticipated when the program began" (Murray, 1984, p. 38). The ratio of benefits to costs was 1.45.

From the taxpayers' perspective, the benefit-cost ratio for Job Corps comes closer to a break-even ratio, or .96. This ratio is computed differently because costs include all program operating and administrative expenses, plus allowances and other expenditures.

The magnitude of other benefits from classroom training is speculative because there are no control-group studies to make the necessary careful estimates of impacts on criminal activity, reduced drug and alcohol use, and reliance on other transfer and training programs.

Despite this evidence, the National Advisory Council on Economic Opportunity, which was established by the Economic Opportunity Act of 1964, in its thirteenth report (1981), "warned that it was a myth that poverty had been abolished within the past ten years" (Auletta, 1982, p. 255) as some social scientists and politicians associated with the program had claimed.

In summary, research on the Job Corps program outcomes has varied. Levitan and Gallo documented that the screening of participants, or Boyle's concept of defining the clientele to be served, was unstructured. Sork (1990) stated that

"conventional wisdom in adult and continuing education suggests that planning should be a highly participatory activity involving, at minimum, representatives of the client group" (p. 74). It appears this involvement was lacking in these projects. This writer investigated the role of defining and involving clientele in the AEAT program, and its relationship, if any, to program outcomes.

New Careers Program (1965)

In 1965, the New Careers Program was introduced, which sought to restructure professional jobs in the public and nonprofit sectors, to train the disadvantaged to perform as paraprofessionals, and to subsidize their on-the-job learning. New Careers trained the poor and undereducated for paraprofessional jobs and employed older rural residents at conservation tasks. According to Levitan and Gallo (1988), the program failed because the training required a long-term commitment and because of resistance by professionals protective of their jobs and status. Hence the program may have lacked the legitimation and support within the formal and informal power situation. Boyle (1981) and Sork (1990) stated that legitimation needs to be applied at many different times in the program development process. For example, programmers may have to establish themselves with the client group, and the program itself may need support in order to be successful. Reactions from legitimizers range from a flat refusal to go along with program ideas to wanting to become the center of the activity. Boyle added that if legitimation is not obtained, successful programming will not be achieved. Colgan (1993) further

stated that planners must consider strategy making as a political process, promoting coalitions to promote change.

In summary, the New Careers Program may have failed because of resistance from essential stakeholders. This study of the AEAT initiative investigated the effect, if any, of legitimation and support on program outcomes.

Emergency Employment Act (1971)

The Nixon Administration came to power with this commitment in the training and employment field: to consolidate and at the same time decentralize the diverse programs that had emerged during the 1960s. The recession of 1970-71, coupled with the approaching presidential election, generated sufficient political pressure to induce President Nixon to sign the 1971 Emergency Employment Act authorizing the public employment program.

In summary, a $2.25 billion appropriation allowed state and local governments and nonprofit organizations to hire some 150,000 unemployed persons. It is not known how clients were identified, what instruction occurred, or specific evaluation criteria. This researcher determined the extent to which these program-development concepts were incorporated into the 1992-93 AEAT initiative and their relationship, if any, to program outcomes.

Comprehensive Employment and Training Act (1973)

Nixon's support of public employment may have lasted until 1973, when, amid a period of disarray in the Executive Branch, the Labor Department negotiated

directly with Congress to create the next major federal training initiative—the passage of the Comprehensive Employment and Training Act (CETA), which consolidated nine earlier programs including MDTA. The CETA compromise called for locally managed but federally funded training and public job-sector job-creation programs. This permitted local governments broad discretion to tailor job training programs to community needs.

Program services under the CETA were directed toward workers unemployed for both structural and cyclical reasons, and program participants typically received income maintenance stipends. The range of services provided included: classroom training, on-the-job training, and work experience (subsidized public-sector jobs emphasizing work habits and basic skill development designed for individuals with essentially no prior labor market experience). Under CETA, annual first-time enrollments ranged between 1.9 million and 4.0 million individuals. At its height, CETA had an annual budget of $10.6 billion.

This new employment and training program was overwhelmed by unemployment, which climbed from a 5% rate at the beginning of 1974 to more than 7% by December. By 1974, charges of careless management and enrollment of ineligible applicants led to a change in focus of CETA funding from training toward job creation. Meanwhile, unemployment continued to rise until it peaked at 9% in 1975, and averaged 7.7% in the 1976 election year.

Although CETA programs were not limited to training assistance or to serving displaced workers, the CETA evaluations are important for two reasons. First, they

provide baseline quantitative estimates to which the effects of later programs and demonstration projects can be compared. Second, a discussion of the CETA evaluations represents an opportunity to introduce some of the main methodological issues involved in program evaluation.

An important feature of CETA was that, for the first time, the U.S. Department of Labor (USDOL) funded the development of a database specifically designed for program evaluation. Termed the Continuous Longitudinal Manpower Survey (CLMS), this database included three components:

1. Data for random samples of CETA enrollees collected quarterly beginning in 1975.

2. Data from comparison groups drawn from March Current Population Survey (CPS) files.

3. Social security earnings records for each CETA enrollee and each member of the CPS comparison groups (Leigh, 1990, p. 10).

Thus, the methodological approach to program evaluation permitted by CLMS data involves the use of an externally selected comparison group. A general problem in this methodology is that differences between the treatment and comparison groups will exist because they are not drawn from the same population. The two groups are not statistically equivalent.

An advantage of the CETA evaluation format is that it allowed random assignment of program eligible workers to treatment and control groups. Leigh (1990) stated that this breaks the link between program participation and

unobservable determinants of earnings, and may allow unbiased net program effects to be obtained.

In defending the value of nonexperimental methods of program evaluation, however, Heckman, Hotz, and Dabos (1987) emphasized the costs and practical difficulties of conducting social experiments and, in their view, the limited value of experimental data. They noted, in particular, that participation in a training or retraining program entails a multistage process of application, selection, continuation in the program until completion, and job placement. An experimental assessment of the effect of training is conditional on completing each stage of the process and requires random assignment of each stage--something that is rarely done in social experiments. Hence, a case can be made that nonexperimental methods have a role to play in realistic plans of program evaluation.

Barnow (1987) provided a survey of 11 major CETA evaluations. He essentially summarized the net-impact estimates that used data for adult workers and that provided some breakdown in the results by gender, race, and type of program service. Finifter (1987) also evaluated CETA. The estimates measure the impact of CETA on first-year post-program earnings for participants enrolled in 1975 and/or 1976 net of earnings of the Current Population Study comparison group. Three conclusions appear to be warranted from the work of Barnow (1987) and Finifter (1987):

1. Most of the estimates shown for women were larger than those for men. This is consistent with Bloom and McLaughlin (1987), who indicated that the

main effect of CETA training was to facilitate labor market entry. Thus, persons out of the labor market--primarily women--enjoyed a larger program impact than those with extensive but unsuccessful labor market experience--primarily men. If Bloom and McLaughlin's suggestion is correct, the net impact estimates for women will be upwardly biased to the extent that female labor force entrants are not a random sampling of all women.

2. On-the-job training (OJT) was found to be more effective than classroom training, particularly for minority enrollees. These data were substantiated by Harlan and Hecker (1984), who indicated that employment after participation in OJT CETA programs was 4.0 times greater for white women, 3.0 times greater for white men, 2.4 times greater for black women, and 1.7 times greater for black men than those in classroom training. Boyle stated that identifying the most logical sequence for learning experiences and providing the most appropriate methods and techniques, such as OJT, is important to program success.

The larger impact for on-the-job training than classroom training may have occurred because the most job-ready of enrollees are those who are likely to be selected by employers for OJT slots. On-the-job training may have a larger impact on earnings in the short run, because job retention was usually assured for a short time after a subsidy ended.

3. The estimates for CETA's impact is "uncomfortably wide" (Leigh, 1990, p. 12). Studies using the same data to estimate the same treatment effect arrived at different estimates. For example, Dickinson (1987) found that CETA participants

had a significant negative effect on men's earnings and hours worked. However, the same experience had a positive effect on women's earnings and hours worked.

The basic problem, according to Leigh (1990), is that the absence of a classical experiment in which members are randomly assigned to either the treatment group or the control group requires Longitudinal Manpower Survey users to make a number of critical decisions. Most of these decisions involve (a) controlling for differences between members of the treatment and comparison groups and (b) coping with the selection-bias problem.

A separate finding was advanced by the General Accounting Office (1984). Their report investigated "fraud and abuse in CETA, that often occurred because of weaknesses in internal controls, particularly in accounting and reporting at the service delivery level" (p. 3). Boyle (1981) reminded successful program planners to "provide effective communication so that everyone with a role or responsibility clearly understands what is happening and when" (p. 56).

In summary, the multiplicity of such CETA findings makes it difficult to assess the extent to which differences in assessment approaches account for the wide range of net impact estimates. This investigator determined the extent to which clear program evaluation was used in the AEAT projects and its relationship, if any, to program outcomes.

Trade Act of 1974

Under the Trade Act of 1974, workers whose employment is adversely affected by increased imports may apply for Trade Adjustment Assistance (TAA).

This assistance is available to workers who lose their jobs or whose hours of work and wages are reduced as a result of increased imports.

TAA includes a variety of benefits and reemployment services to help unemployed workers prepare for and obtain suitable employment. According to the Michigan Employment Security Commission, workers may be eligible for training, a job search allowance, a relocation allowance, and other reemployment services. Additionally, weekly trade readjustment allowances (TRA) may be payable to eligible workers following their exhaustion of unemployment benefits. Usually, benefits will be paid only if an individual is enrolled in an approved training program. Approved training may include on-the-job training, vocational or technical training, and remedial education. Program participants may receive training benefits while in training, provided they continue through all training activities.

To qualify for TRA, the participant must:

1. Be covered by a certificate.

2. Be totally separated from employment.

3. Have worked at least 26 weeks at wages of $30 or more a week in adversely affected employment.

4. Have been entitled to and exhausted all rights to unemployment benefits.

5. Be enrolled in, or have completed, an approved training program.

This program is administered by the Employment and Training Administration of the U.S. Department of Labor. No details were found regarding the planning

activities of this program. This writer investigated another government-funded training program, the AETA program.

Job Training Partnership Act (1982)

The CETA program expired in 1982 (along with 300,000 CETA-funded jobs) with the national economy mired in one of the deepest recessions since the 1930s (Leigh, 1990). Rather than renew CETA programs, with their political unpopularity, President Reagan and the Congress developed the Job Training Partnership Act (JTPA) to train and place workers in private-sector jobs. No new youth-unemployment initiatives were begun by the Reagan Administration. "Government was getting out of the way, consigning disadvantaged youths to the mercies of a private job market that in years past either feared or deemed them superfluous" (Auletta, 1982, p. 245).

With the jobless rate approaching 9%, President Reagan's budget, introduced in 1982, recommended a $2.4 billion budget for job training, or a fourth of the amount appropriated before his election. This rising unemployment and increasing plant closures led the U.S. Department of Labor to begin funding a series of demonstration projects intended to test the effectiveness of alternative reemployment services in placing displaced workers in private-sector jobs.

Despite the general emphasis on reduced spending, the addition of a new program for retraining dislocated workers was not controversial. The problem of dislocated workers was viewed as increasingly acute during the early 1980s because of increased foreign economic competition, the continued relative decline

in manufacturing employment, and the deepening recession (Levitan & Gallo, 1988, p. 13). Although many dislocated workers had previously possessed good jobs, the difficulty they experienced in regaining employment was thought to justify federal intervention.

Relative to CETA, this new legislation gives increased responsibility to state governments for planning and implementing displaced worker programs (National Alliance of Business, 1982). More still, it defines a more active role for the business community in program development through the establishment of Private Industry Councils (PICs). JTPA also differs from CETA in its concentration of resources on training, and its requirement that numerical performance standards be used in assessing local program success, such as job placement rates, participants' earnings, and training costs (Leigh, 1990, p. 17). JTPA instituted mandatory national targets and established monetary awards for successful programs and sanctions against localities that performed poorly.

Congress supported increased coordination between job training and related social programs, such as employment and welfare programs. The law vested principal responsibility for coordination with the governor's office and allocated funds directly to governors for coordination activities under JTPA's principal training program.

Two other significant administrative provisions designed to avoid problems that had plagued CETA included the authorization of JTPA as a permanent program and eliminated quadrennial reauthorization debates. Second, to provide localities

with adequate lead time to plan the coming year's expenditures, JTPA's operating year was scheduled to begin in the July following the start of the federal government's fiscal year in October.

As its title connotes, the Job Training Partnership Act is designed to create a working partnership among the three levels of government and the private sector, yet it retains federal responsibility for financing, monitoring state and local compliance with the law, supplying technical assistance, assessing the program, and ensuring fiscal accountability.

Virtually all observers of the JTPA agree that the Labor Department abjured leadership of the program (Levitan & Gallo, 1988). Once again, Boyle (1981) stated that legitimation and support from the formal and informal power structure is a key element to program success. The Department of Labor's "hands off" policy does not appear consistent with garnering support from the power structure. Misguided personnel actions compounded the department's policy of distancing itself from the administration of JTPA. For example, JTPA had only 1,700 employees, 300 below the level authorized by Congress. Lost expertise left JTPA in a poor management position. Repeated reorganizations resulted in more than 200 demotions, affecting morale and efficiency. According to the U.S. General Accounting Office (1985, HRD 85-61), about 80% of the JTPA staff "had no prior training or experience for their jobs" (p. 3). According to Boyle, the program-development process must provide for the "legitimation and supportive actions that will facilitate the organization's efforts to obtain continuity and resources to support the program" (p. 50).

Levitan and Gallo (1988) also reported that "federal assistance, data collection and research and monitoring of states and localities remained inadequate" (p. 19). Little evidence seems to exist that supports Pennington and Green's (1976) or Boyle's (1981) framework of evaluation of the program, in terms of determining what the learners actually achieved. According to Simms (1993), "unless public sector trainers are committed to evaluating the effectiveness of their programs, accountability, efficiency and credibility will not be improved" (p. 593).

The Labor Department is required to submit to Congress an annual assessment of JTPA that incorporates research and evaluation findings. Until 1987, the department ignored this statutory requirement, and there is no record that Congress ever prompted the department to fulfill its responsibility.

Because of inadequate funding as well as inefficient allocation of the available research money, major gaps exist in our knowledge of JTPA outcomes. Two major field studies examined JTPA, but neither examined the role and activities of subcontractors who provide the training, or the individuals who receive it. Simms (1993) reported that "failure to work out the details of the program results in pitfalls and error" (p. 595). Because the administrative agencies infrequently provide services directly to enrollees, the failure to examine service providers is a deficiency in JTPA overall assessment. Consequently, little is known about the providers of training, their quality, the criteria used to accept or reject applicants, and the factors responsible for success or failure (Levitan & Gallo, 1988, p. 29). With such knowledge lacking, it is difficult to gauge the JTPA's success or improve the

program. This writer attempted to answer questions about training providers and determine the relationship, if any, that it may have to program outcomes.

A review of the JTPA-related literature indicated that the following inferences can be made about the JTPA outcomes:

1. That little change occurred in the area of coordinating activities from CETA to JTPA. Specifically, a number of important issues were raised, such as "a decline in service and absence of progress in implementing customized training courses" (Bailis, 1987).

2. Job search assistance services have the intended effects on a variety of labor market outcomes. These include earnings, placement, and employment rates. Given the relatively low costs per worker, the evidence suggests that Job Search assistance services are cost effective (Leigh, 1990).

3. Evidence gathered for JTPA has indicated that classroom training fails to have a sizable incremental effect on earnings and employment. It does not appear to be the case that the additional effect of classroom training is large enough to compensate for the higher cost of classroom training services. Authors of the major evaluation cited by Leigh, such as Corson et al. (1989), Bloom and Kulick (1986), and Corson, Maynard and Wichita (l984), offered a number of caveats for their findings, including the difficulty of drawing reliable inferences from small sample sizes, the problem that program participants undergoing skill training have relatively little time left to receive placement assistance, the scarcity of training providers capable of putting together high quality, short-duration training courses on short

notice, and the possibility that the classroom training provided is either not saleable in the local labor market or not of particular interest to either client population.

4. On-the-job training has not been found to consistently have a positive effect on employment rates (Committee on Labor and Human Resources, 1984).

5. JTPA participation had a small positive impact on wages for reemployed claimants. There is no evidence that program services permanently increased labor productivity (Leigh, 1990).

6. Classroom training curricula may not match the backgrounds and perceived needs of client workers (Bailis, 1984).

7. Skill training programs administered to JTPA trainees have not been found to have a significant incremental effect in improving reemployment prospects (Butler, 1988).

In summary, Levitan and Gallo (1988) concluded that, in the absence of careful oversight, JTPA contractors "cut corners on training quality to increase profits or in response to federal or local pressures to reduce costs" (p. 174). The quality of remedial education and occupational training can be improved by providing localities with funds to hire better quality instructors, purchase necessary equipment and operate programs of sufficient length. Unless enrollees acquire skills that are valued in the marketplace, JTPA is unlikely to achieve more than fleeting gains in enhancing participants' employability. Similarly, Reich (1983), in The Next American Frontier, argued that this training initiative "may have been more successful if it had been strategically planned--that included preparation for jobs in the private sector" (p.

209). Reich stated that training "had been disconnected from the process of industrial change in America" (p. 210).

This underscores Boyle's (1981) and Boone's (1985) observation that obtaining resources necessary to support programs is an important consideration in program development. Similarly, as "the selection and organization of learning experiences" are identified, it should be determined that the planned learning opportunities are related to program outcome, such as meeting employment standards (Boyle, 1981, p. 56). This researcher examined these concepts, identified the extent to which they were included in program planning, and determined what relationship, if any, they had to program outcomes.

Economic and Worker Assistance Act (1988)

This act amended JTPA and sharply increased the level of federal funds to be used by the state in establishing programs to meet the adjustment assistance needs of displaced workers. The increased level of funding was used to "support services such as outreach and orientation, job and career counseling, testing and assessment of labor market information, jobs clubs, job development, child care and commuting assistance" (Leigh, 1990, p. 4).

The act also specified that funds were not to be spent on public service employment (PSE) programs, but that needs-related payments may be provided to an eligible displaced worker who "does not qualify or has ceased to qualify for unemployment compensation in order that he or she may participate in training or education programs" (Leigh, 1990, p. 4).

Little evidence seems to exist about the overall evaluation of this program, or the inclusion of Boyle's (1981), Sork and Buskey's (1986), and Mitchell's (1993) concepts of successful program planning in its design. This study, however, investigated these roles and their relationships, if any, to program outcomes for the AEAT projects.

State Retraining Programs

Before reviewing the details of particular state programs, it is useful to draw attention to two important features that distinguish state-funded initiatives in general from those provided by state government. First, whereas only unemployed workers are currently eligible for JTPA services, state programs typically are offered in addition to employed workers at the risk of being permanently laid off if their skills are not upgraded.

Second, many states have addressed the critical issue of what to retrain displaced workers to do by tailoring training programs to meet the needs of individual employers. This means that state programs have the economic development objective of creating new jobs, in addition to the traditional view of retraining as a human capital investment intended to raise the level of workers' skills to enable them to qualify for existing jobs. Federal programs, in contrast, generally are designed to qualify program graduates for jobs in what are anticipated to be high-demand occupations. In the case of the federally funded JTPA, for example, program planners made "the explicit decision not to tailor training programs to meet firm-specific labor demands" (Leigh, 1990, p. 51).

These two changes from federally funded training or retraining programs enable program planners to define target clientele, and their levels of intellectual and social development. This will help planners identify specific content areas to be taught, identify more customized instructional approaches, and evaluate the program based on what participants have achieved, and how the results can be applied in future programming (Boyle, 1981, pp. 54-56).

Quik Start (1981-1991)

Through the Quik Start program, the Michigan Department of Education (MDE) has been working to advance economic development by providing customized training in a variety of industries throughout the state (Quik Start is Working, 1989, p. 3). According to the MDE, the effort has been possible through the development of partnerships among business, industry, education, labor, government, and other community organizations. These specific agencies include the Private Industry Councils, the Michigan Employment Security Commission, Michigan Rehabilitation Services, economic development agencies, labor organizations, and the Departments of Commerce and Labor.

Quik Start has been administered by the MDE Vocational and Technical Services. This department funds secondary and postsecondary institutions to custom design training programs that meet the job-specific needs of business and industry to train, retrain, or upgrade workers. Quik Start funds are used by the educational agency to "design, develop, and operate training programs which ultimately promote local, regional, and state economic development" (Quik Start Is

Working, p. 3). Only economic-based companies expanding or upgrading their workforce participated in this program.

In 1987, after six years of operation, the Quik Start program was evaluated by the Instructional Development Evaluation Associates, Inc. (IDEA) to evaluate the success of the program. Information was sought to determine the following:

1. Program effectiveness in terms of company satisfaction with training-related services and programs;

2. Assessment of the influence Quik Start funding had on company decisions to locate, expand, or stay in Michigan;

3. Identification of the overall benefits of the program to the companies served.

The results of that study include:

1. Seventy-nine percent of the participating employers believed that the training materials and presentations were highly relevant (Quik Start, p 4).

2. Eighty-three percent of the employers believed that the training "very much" matched their expectations.

3. Seventy-nine percent of the employers stated that available funding had influenced their decision to expand in the state.

4. Ninety percent of the employers said that the program increased productivity, increased efficiency, and improved the quality of their products.

5. Seventy-five percent of the employers surveyed had promoted workers who took part in the training.

According to the Quik Start Final Report, over the period from July 1981 to September 30, 1991, 621 grants were awarded to 84 educational institutions serving 443 companies. Funding in the amount of $13.6 million was used to train or retrain more than 44,182 employees. The average cost of training per trainee was $308. Of the 44,182 people who were trained, nearly a third were current workers who needed upgraded skills to perform their jobs.

According to the 1990 Quik Start Job Training Program statement (August 1990), "it appears that once a particular institution has applied for and received a Quik Start grant, the process becomes familiar, less intimidating, and many institutions return for more funding" (p. 2). A further benefit of involvement in Quik Start projects "seemed to be the enhancement of institutional expertise" (p. 2).

The MDE Executive Summary (1986) indicated that the benefits of the Quik Start Training program to the company, as perceived by the employers, included increased production rates, increased quality of work performed, increased production quality, and enhanced competitiveness. Because these findings were based on employers' perceptions, no quantifiable data were used to determine the extent to which the outcomes noted above were increased or enhanced.

The MDE Executive Summary added that "the institutions' ability to provide customized training which meets the needs of the employee and company was one factor which contributed to overall high ratings for the quality of training" (p. 5). Other factors included highly relevant materials and presentations, highly effective instructors, especially in their ability to communicate with the adult learner, and an

instructor who provided sufficient communication and was receptive to company needs.

The Vocational-Technical Education Services Department administered a telephone survey in 1986 to program participants. Results of the survey indicated that the "strengths of the program were characterized by good programming, bureaucratic efficiency, cooperation and commitment" (p. 2). Weaknesses of the program that acted as hindering factors could not be identified by agents of more than half of the projects. Lack of cooperation and guideline limitations were most frequently cited as hindering factors.

It was further recommended that (a) a need for assistance be offered to educational institutions in establishing a framework for customized training programs as well as coordinating programs statewide, (b) institutions be encouraged to advertise services available to companies, (c) guidelines be established for instructors and individuals be encouraged to pursue skilled trades training as a career, and (d) management/supervisor training be stressed for at least two years.

In summary, the MDE's final Quik Start Report suggested that this program has "spread financial resources through local communities to create and upgrade individual positions in companies, thereby maintaining employment in Michigan and attracting/expanding business in this State" (Quik Start Is Working, 1985, p. 5). This study focused on outcomes associated with the Michigan AEAT program (1992-93), and determined the extent to which various program planning concepts, as identified

by Boyle (1981), Sork and Buskey (1986), and others were perceived to have been included in the program design.

Job Training/Retraining Investment Fund (1983-84)

Public Act 263 of 1982 introduced a new concept in the funding of Michigan's 29 community colleges with JTRIF. This investment in the community colleges was predicated on the belief that these institutions would be significant contributors to the economic rehabilitation and development of Michigan.

In December 1983, each of the 29 community colleges prepared a proposal outlining its intention to participate in the Investment Fund program. The colleges qualified for participation in this $3.28 million program. This appropriation became an investment by the State of Michigan as it encouraged significant additional funding from both internal college sources and external sources at the federal levels. The Investment Fund allowed the expansion of college staff while providing needed human services and economic development to their people and communities (Investment Fund Projects: Impact Statement, 1984, p. 7).

The colleges reported that more than 31,000 students received direct benefits from the activities initiated by the Investment Fund program. In addition, the Impact Statement portrayed colleges as "becoming an important resource in the economic development of their community" (p. 12). The report continued by stating that "communication and cooperation between business, industry and education are crucial to maintaining a healthy economy. Community colleges have recognized this and have made assisting business and industry a major part of their mission" (p. 12).

In summary, the 1982-83 Impact Statement reported that with the initiation of JTRIF, community colleges have demonstrated that they have the expertise, credibility, and creativity to respond to the needs of Michigan's businesses, industries, and labor force (p. 12). Community colleges have maximized the financial impact of the Investment Fund program by using monies to leverage other internal and external funds to the extent that the job training and retraining investment effort more than "doubled in one year" (p. 11). The two most significant funding needs that have emerged in implementing this program are (a) for start-up costs of state-of-the-art equipment and new personnel and (b) for maintenance and supplies that compliment high technical equipment. Like the JTRIF Impact Statement, this study attempted to explain the role of appropriate personnel and equipment in the program development of the AEAT funding. This study is different from the Impact Statement information presented here in that it focused on the AEAT program, 1992-93.

Adult Education Alternative Training Program (1992)

The most recent strategy at the State of Michigan level was to create the Adult Education Alternative Training (AEAT) program to help institutions of secondary and post-secondary education become more successful in meeting its mission of "economic and workforce development through lifelong learning programs and customized training" (Wismer, 1993, p. iii). This project made it possible for state policy makers, such as the Michigan Jobs Commission, to earmark special monies for specific economic development purposes. (Twenty-five million dollars

was budgeted for this purpose in FY 1993, whereas $40 million was set aside in 1994. Only California allocates more dollars for state-sponsored training or retraining programs). This funding also enabled public- and private-sector educators and trainers to play a more direct role in state economic development while enhancing the quality of their educational programs. Simply stated, this funding initiative was used to develop human capital or people potential. For the people potential needed to fuel the State of Michigan's economy, there are only two sources: new entrants to the workplace and the current workforce.

The Michigan School Aid Act 148 of 1992, Section 107A, authorized $25 million in funds for the new AEAT Grant Program. The Act specified that the $25 million in training funds were to be allocated through a competitive application process.

As specified in Subsection I(E) of the 1992 Act, the State Board of Education was to award grants only to applicants included in the list of recommended grant recipients. The State Board awarded grants at three separate meetings:

1. December l992--47 grants awarded.
2. January l993--42 grants awarded.
3. March l993--63 grants awarded.

A total of 330 applications were processed to an Interagency Committee (comprised of Department of Labor, Commerce, Employment Security Commission, and Education officials). Of those 330 applications, 156 ultimately were approved by the State Board. It should be noted, however, that before MDE review and

absent MDE concurrence, the Interagency Committee and the Department of Management and Budget developed and mailed to the field the grant application forms. Further, these grant forms, according to the MDE "Final Report" (1994, p. 3):

1. Contained language which provided that the Interagency committee had authority over responsibilities delegated by the legislature to the MDE.

2. Conditioned payments to grantees upon performance, even though ultimate control over performance rested with the companies.

3. Disallowed career guidance and placement costs, which deterred agencies from providing new job training.

4. Omitted instructions for completing evaluation procedures.

Michigan Department of Education

Frequently, the MDE has been asked to provide written approvals for program modifications. These modifications typically related to changes in the program design or delivery due to changes in the sponsoring employer's circumstances. According to the "Final Report of Activities" (1994, p. 3), the most frequent requests for modification were substitution of coursework, substitution of employers, expansion of training, changes in the number of participants, and budget line item revisions. All requests for revisions were required to be made in writing and were confirmed in writing by the Michigan Department of Education.

Interagency Committee. As specified in Subsection 1(D) of the Act, priority in the Interagency Committee's recommendations to the State Board for the award of grants was based on the following criteria: demonstrated need, cost per pupil,

strength of commitment to guaranteed job placement, collaboration with appropriate community and business organizations, inclusion of an evaluation plan, and other criteria as determined by the Interagency Committee. In developing the grant application, the Interagency Committee failed to provide instructions for completing the narrative portions of the grant application. In addition, the reviewer's criteria/score sheet did not follow the content of the grant application. According to MDE officials, this created significant problems in attempting to provide a competitive review process.

Eligible applicants. Subsection 1(A) specified that an eligible applicant may be a school district, intermediate school district, community college, public university that awards associate degrees, nonprofit organizations, or proprietary schools.

Participant outcomes. Subsection 3 specified that not later than 90 days after completion of the program, grant recipients were to provide an evaluation report to the Department of Education on the educational and employment outcomes of the trainees. For reasons described above, the form and manner of reporting participant educational and employment outcomes did not follow the original guidelines as proposed by MDE.

"The lack of coordination among the agencies would ultimately limit the MDE's ability to conduct a meaningful evaluation of the program due to the many exceptions to reporting procedures that were made necessary by the contradictions, omissions, lack of clarity and specific instructions in the application package" (Final Report, 1994, p. 6). In defining evaluation procedures (and again without MDE

concurrence), the Interagency Committee required that follow-up forms had to be completed and signed by each of the 36,696 proposed trainees. These forms were issued without definition of instructions, and resulted in unreliable data on the participants, and no quantifiable data on the achievement of employer objectives for training. The MDE also requested that grantees provide a final narrative report of program outcomes.

Payment mechanisms. According to Section 5 of the Act, the MDE was to make three payments to the grantees as follows:

PAYMENT	PAYMENT TIMING	PAYMENT AMOUNT
First	Within 30 days of approval	25%
Second	At training midpoint	25%
Third	Conclusion of grant period	50%

Extension of training period. Provisions were made for grant recipients to continue training activities and carry over Section 107A funds beyond the fiscal year, which ended September 30, 1993. To qualify for the extension, grantees were requested to complete a "request for extension of training" and return it to the MDE for approval. Under this agreement, 78 projects were approved for extension. The following list summarizes the reasons for extension:

1. Late delivery of training materials/supplies.
2. Implementation problems due to turnover in industry.
3. Late start in training due to late notification.
4. Installation of new equipment took longer than planned.

5. The need to continue production precluded some training times;

6. Extensive demands on employees caused delays and interruptions.

7. Change in training managers delayed implementation.

Audit responsibility. Subsection 7 of the Act specified that a recipient of a grant shall "allow access for the Department to audit all records related to the grant for all entities that receive money" (Final Report, 1994, p. 10). Grant recipients were to reimburse the state for all disallowances found in an audit. Based on the reviews conducted, the actual $25 million allocation was significantly less in the total awards actually made.

This summarizes the information made available through the MDE's final report on the Adult Education Alternative Training program.

Summary

In Chapter II, the literature related to establishing a philosophical framework for program planning was reviewed. The literature related to state and federally funded training/retraining programs also was reviewed. It showed that previously funded job training/retraining does not exist in a vacuum, but may be influenced by the sophistication and completeness of the program plan. The more recent literature called for an expanded definition of planners' roles so that they negotiate in an ethically sensitive, politically astute, and technically sound manner.

CHAPTER III

METHODS AND PROCEDURES

Introduction

In Chapter II, the literature relative to successful program planning models and previous government funded training programs was reviewed. The literature included topics relating to federal and state-supported activities. It suggested that assessment of outcomes in those programs was not always clear and that the implementation of planning components was not carefully studied. The purpose of this study was to determine whether and the extent to which Michigan Education Alternative Training planners used selected concepts of program planning to achieve specific objectives. A second purpose was to determine whether the implementation of a formalized planning process supported or enhanced program planners' satisfaction with outcomes.

The methodology for the study is described in this chapter. This includes the research questions, study design, selection of the population and sample, data sources and methodology, the use of ethnography, and the survey analysis that was used.

The concept of training/retraining program planning and outcomes assessment has received widespread recognition as beneficial, but the practice of

systematic program development and its assessment has lagged behind (Bell & Kerr, 1987). Few reports of the relationship, if any, between systematic program planning and program outcomes have been published; compared to the number of programs, few assessments have been made. Lack of formalized training program planning and outcome assessments is even more evident in the public sector, and is possibly the least developed aspect of the training process in public agencies. Yet the training process is not complete until and unless effective program planning and assessment has taken place, for it is these processes that inform the training practitioner and give it meaning.

Regardless of the need, the method, or the purpose, the program planner must carry out a systematic identification and organization of important factors relative to planning and outcomes.

To demonstrate training or retraining's importance, program planners and trainers must prove that their programs get results, improved job performance, more efficient use of resources, and satisfactory returns on the dollars invested. A review of the literature indicated that planners and trainers increase the value of training when they systematically plan a program that incorporates selected concepts of program planning and implement program assessments of outcomes. Failure to systematically plan and assess training leaves open a potential for training/retraining without accountability.

Research Questions

The following general research questions were addressed in this study:

1. To what extent are Adult Education Alternative Training planners satisfied with the outcomes of specific 1992-93 programs?

2. To what extent do Adult Education Alternative Training program planners use planning concepts as outlined by Boyle, Mitchell, Buskey, Cervero and Wilson, and others? Are some program planning concepts used more frequently than others? If so, what are they?

3. Do program planners consider some program planning concepts to be more important than others? If so, what are they?

4. Do program planners consider some program planning concepts to be more effective than others? If so, what are they?

5. Do associations exist between using planning concepts and planners' satisfaction with completing stated objectives and actual placement outcomes?

6. What other mitigating variables may influence the outcomes of the various training activities?

Whereas one of the broad research questions focused on the planning concepts of the AEAT initiatives, another significant question concerned the relationship between program planning and the planner's satisfaction with completing expressed program objectives and program outcomes.

Description of Research Methods

This study combined qualitative and quantitative data. It was designed to provide a base for understanding the perceived use, importance, and effectiveness of program planning components. Data were gathered and evaluated through the:

1. Inspection of the records, planning documents, and final reports of approximately 75 Adult Education Alternative Training (AEAT) planners/deliverers maintained by the Michigan Department of Education.

2. Development of a survey instrument based on selected concepts of successful program planning.

3. Distribution of survey instruments to program planners in the AEAT activities and collection of the completed instruments.

4. Personal interviews of 10 program planners.

5. Two focus group meetings of AEAT planners, using a failure-mode and effects-analysis technique, to identify and prioritize problems associated with the AEAT program.

6. Analysis of data.

7. Synthesis and implications.

8. Conclusions.

This investigation started in March 1993, when the literature review began and a preliminary research proposal was developed. In the spring and early summer of 1995, the selected AEAT program planners were surveyed and asked their opinions on several statements taken from the literature on successful program planning concepts and outcomes. This information was compiled and served as a basis for the development of the interview instrument (see Appendix G), which was administered to 10 program planners in July 1995. Two focus groups of these program planners were then conducted by the Michigan Jobs Team. The focus

group utilized a failure mode and effects analysis technique that further refined and prioritized mitigating variables or factors that influenced specific program outcomes.

Research Design

Review of the literature on program planning models and state or federally funded training/retraining programs provided a framework to this study and helped give direction to it.

An inquiry was made of the Michigan Department of Education, Adult Extended Learning Services, in Spring 1994. Representatives of this department were asked to identify training agencies that participated in the 1992-93 AEAT programs and completed the required final report. That information, with institutional contacts, was provided to the researcher so that questionnaires could be distributed and interviews could be conducted.

The research population for this study consisted of the 71 program planners from community colleges, intermediate school districts, K-12 school districts, and employment consortiums that completed the 1992-93 AEAT training and retraining programs. Only those agencies that filed a final report with the Michigan Department of Education were provided a questionnaire. The information was analyzed in aggregate responses and by individual agencies to provide the respective training agency a measurement of program effectiveness.

Sample Selection

Ten randomly selected interviews (five from the group of individuals returning a survey, five from the group who did not return a survey) were conducted with the AEAP planners, after the survey was completed. These interviews focused on patterns that had emerged from the surveys.

Instrument Development

The purpose of the questionnaire was to assess the program planners' perceptions about the planning events that happened during a particular AEAT activity (see Appendix D). It served as a vehicle to explore differences in attitude toward the use, importance, and effectiveness of program planning components and the relationship, if any, they had to meeting the objectives of the program.

Developing the questionnaire was a six-step process:

1. A review of the literature for appropriate themes, concerns and phrases.

2. A first draft organized around a career planning assessment model developed by Cas Heilman (1992).

3. A review of the draft by a group of instructors, administrators, and state officials (Department of Education and the Michigan Jobs Commission) who had participated in the AEAT activity.

4. A second draft tested with doctoral candidates in Education.

5. A third draft reviewed by the dissertation committee.

6. A fourth draft submitted to receive study approval.

Survey questions were clustered into one of eight concept areas (planning analysis, planning justification, objectives, administration, instruction, marketing, evaluation, and program delivery). These areas and related questions were developed through:

1. A review of program planning literature.

2. Recommendations from the doctoral committee and Department of Education officials.

The mechanics of administering the survey were planned with the main institutional contact (of each institution completing an AEAT program), for one specific AEAT project, as noted in the final reports filed with the Michigan Department of Education. Surveys were mailed to that contact at the same time.

Ethnography, Visits, and Interviews

After processing the surveys, visits and interviews were scheduled with ten program planners. The interview included a structured format, with some open-ended questions (see Appendix G). Questions included two types of open-ended questions. One set was descriptive of the events that took place. The other was causal or explanatory questions. These interviews of approximately 30 minutes explored topics that related to the planners' satisfaction with the program's outcomes and the conditions that took place (or did not take place) that might have contributed to the completion of the stated objectives.

Gordon (1980) suggested that follow-up interviews such as these are important in learning people's beliefs, attitudes, values, knowledge, and any other

subjective orientation or mental content. This field research helped to expand the understanding that others had about the planning process and its outcomes. Firestone and Dawson (cited in Fetterman, 1988) suggested that subjective understanding can be fully used as a source of data, as a means to generate new hypotheses, and as a way of helping the reader develop a fuller appreciation of the phenomenon of interest. Pugh (1988) reiterated that an ethnographic approach can give a critical perspective that empowers others. The use of interviews and the focus group to gather data in "the subjects' own words helped the researcher develop insights on how subjects interpret some piece of the world" was further supported by Bogdan and Biklen (1982, p. 135).

Program Planners Focus Groups

In July 1995, two focus group meetings for planning and improving the AEAT process were conducted by the Michigan Jobs Commission and the Michigan Customized Training Association. The purpose of the focus group, consisting of 50 program planners representing 21 training institutions, was to identify and prioritize mitigating variables or factors that influenced the outcomes of the 1992-95 AEAT activities.

The process was developed on a fact-based problem-solving technique, using a failure mode and effects analysis. This specific technique, sometimes referred to as Team Oriented Problem Solving (TOPS), was developed by the Ford Motor Company to identify problems and suggest solutions. The entire process contained these specific components:

1. Use of a team approach (AEAT program planners).

2. Identification of problems associated with successfully completing AEAT programs.

3. Division of specific concerns associated with completing AEAT programs into an affinity chart that clustered problems into related areas.

4. The transfer of the affinity charts into a fishbone diagram (see Appendix H).

5. Prioritization of individual clusters of concerns, or mitigating variables.

6. Listing of all concerns related to one cluster area.

7. Discussion of possible solutions to address priority concerns.

Data Collection

A variety of research strategies was used to gather data--questionnaires, interviews, focus groups, and an examination and analysis of documents. This use of multiple methods applied to the same phenomena of program planning was necessary for a number of reasons. The various methods produced different information that supplemented each other.

However, in this investigation, program planner questionnaires, interviews and a focus group were the primary strategies used. The instruments provided information on which selected program planning concepts were perceived to be used, important, and effective in the AEAT projects. The techniques also provided specific information on mitigating variables or factors that influenced the outcomes of the activities.

Documents were also examined and analyzed. These included AEAT final reports, compiled data on AEAT programs, documents relating to the program, and related publications.

Data Analysis

Preliminary analysis began as soon as this study was undertaken. The analysis of data was an ongoing process of reviewing the related literature and existing data to discover patterns and linkages. To be able to describe successful or unsuccessful training and retraining programs, patterns in the data must be discovered because "carefully designed programs and evaluations are keys to better agency training" (Sims, 1993, p. 612).

Discovering patterns and linkages was achieved by the process of coding the questions and the data. Fieldnotes, questionnaire answers, interview responses and focus group data were read and reread to determine words and phrases that represented linkages and patterns. Certain coding characteristics were suggested by the research questions. Department of Education and Michigan Jobs Commission officials also aided in the process of analyzing these data and reporting the findings.

This study focused on a sample of all agencies who participated in the 1992-93 AEAT projects, and who finished and filed their final program report. The purpose of the survey, interview, and focus groups was to add depth and detail to the description of planning in the AEAT initiatives. Most of the data are descriptions or attempts to show correlations.

Using a 486 IBM computer, the researcher entered the data into a database spreadsheet. SPSS was used for statistical analysis.

Descriptive data for the background information entered in the AEAT final reports were printed in total and disaggregated by institution type. Descriptive data of the kinds of program planning components used were printed in tables in total and disaggregated by institution type.

Basic descriptive statistics including mean, median, mode, variance, and standard deviation were tabulated on several categories of questions. Responses were printed by institution and by overall results. The groups of questions included the following: Planning Analysis (1.1-1.5), Planning Justification (2.1-2.5), Objectives (3.1-3.4), Administration (4.1-4.7), Instruction (5.1-5.5), Marketing (6.1-6.8), Evaluation (7.1-7.7), and Program Delivery (8.1-8.9). Responses for these questions used a five-point Likert-type scale ranging from "Not Important" to "Essential" and "Did Not Use" to "Very Effectively Used."

Relationships suggested by the data were explored through the t-test, using the .05 level of significance. Results are reported in Chapter IV.

Strengths and Weaknesses of the Methodology

In summary, the strength of the methodology is that judgments about the influence and legitimacy of the AEAT were gathered from program planners in a cost-effective, timely way. Every planning and training participant had the opportunity to comment on every qualitative argument or assessment. Thus, it seemed much easier to determine the uncertainties that several responsible persons

had about the issues under study than a single survey would provide. The primary and overriding objective of the research should be to collect data that serve as a valid basis for improving the AEAT training system and maintaining quality control over its program-planning components.

The weakness of the interview/survey/focus group method, as reported by Linetones and Turoff (1975), is that it lacks a completely sound theoretical basis. The questionnaire and interview experience derive almost wholly either from studies carried out without proper experimental controls or from controlled experiments in which participants are used as surrogate experts.

Other limitations associated with using these methods include problems of questionnaire construction and the difficulty of getting each round completed without delay. Finally, care had to be taken when interpreting the results because no way had been found to sort out the effects of exogenous influences on the final results. For example, did shifts in opinions result from the participants' deliberations, or did the participants reread the questions and understand them better?

To be effective, this research strategy must be carefully planned. Failure to work out the details of the research technique, or failure to include appropriate data-collection instruments, can limit the success of the study. It is critical that specific procedures be followed throughout the investigation.

Summary

The study design was described in this chapter. The methodology combined a review of documents, survey, interview, and focus group techniques. This chapter

described the nature of the documentation used, the construction of the survey instrument, the justification of interviews, and the development of the focus groups. It included the nature of the study's questions and the portrayal of results in statistical and anecdotal treatments. The findings from the surveys, interviews, and focus group meetings are presented in Chapter IV.

CHAPTER IV

ANALYSIS OF THE DATA

Introduction

In Chapter III the methodology for the study was reviewed. Program planning concepts were identified as the unit of analysis. The process for choosing both the population and the sample was described. The methodology of the study contained three main components: surveys, interviews, and focus group meetings.

Chapter IV is divided into four parts. The first part presents a summary of planner satisfaction of program outcomes. Part two describes the planning concepts and concept areas used and the perceived importance and effectiveness of each concept. The third part explores the relationship between use of selected concepts of program planning, satisfaction with outcomes, and actual placement outcomes. The fourth part reviews information about the practical and political considerations, or mitigating variables, affecting the AEAT program.

The purpose of this study was to determine whether and the extent to which Michigan AEAT program planners used selected concepts of program planning to achieve specific objectives. A second purpose was to determine whether the implementation of a planning process supported or enhanced the program planners'

satisfaction with outcomes and/or actual outcomes (placement). The following research questions are answered in this chapter:

1. To what extent are Adult Education Alternative Training planners satisfied with the outcomes of specific 1992-93 programs?

2. To what extent do Adult Education Alternative Training program planners use planning concepts as outlined by Boyle, Mitchell, Buskey, Cervero and Wilson, and others? Are some program planning concepts used more frequently than others? If so, what are they?

3. Do program planners consider some program planning concepts to be more important than others? If so, what are they?

4. Do program planners consider some program planning concepts to be more effective than others? If so, what are they?

5. Do associations exist between using planning concepts and planners' satisfaction with completing stated objectives, and actual placement outcomes?

6. What other mitigating variables may influence the outcomes of the various training activities?

Three major steps were used to answer these research questions. These steps included the use of a 50-item questionnaire, 10 interviews, and two focus group meetings.

The survey was sent to 71 potential respondents (program planners) by the researcher through direct mailings. Forty-five program planners, or 63% of the

respondents, returned the survey. In addition, comments were submitted by the respondents (see Appendix E).

Ten face-to-face interviews were completed with program planners. A tape recording and a written transcript of each interview were completed. Field notes of the focus group meetings were taken, and a final draft of the proceedings of those meetings is included in Appendix H.

1992-93 AEAT Program Outcomes

Although these outcomes are not part of the study findings, this information does serve to provide a context for the scope of the 1992-93 AEAT program. According to the Michigan Department of Education, the administrative and evaluative agency of the 1992-93 AEAT program,

1. One hundred fifty-six training or retraining grants/projects were funded, for a total budget of $24,990,000.

2. In all, 36,696 individuals were served (32,040 individuals were retrained for additional skill acquisition; 4,656 individuals were trained for new positions);

3. Training costs per individual averaged $681.00.

The following account is a presentation of the study findings, organized around the six research questions.

Program Planners' Satisfaction With Outcomes

Research Question 1: To what extent are Adult Education Alternative Training providers satisfied with the outcomes of specific 1992-93 programs?

This particular research question is addressed in two parts. The first part provides data taken directly from the survey's first question, "To what extent were you satisfied with the outcome of this particular training activity?" (See Table 1.) It should be noted that those individuals who completed more than one project were directed to respond to their most successful program, as identified by MDE criteria. The MDE criteria for a "successful" program are those projects accomplishing stated objectives, such as placing participants in jobs and utilizing allocated training dollars. These particular projects were recommended for study by the MDE.

Table 1 shows AEAT planners' satisfaction with outcomes, based on individual planner's most successful programs.

Table 1: AEAT planners' satisfaction with program outcomes (based on their most successful program). (N = 45)

Response	Frequency	Percent
No response	1	2.2
Very satisfied	20	44.4
Satisfied	18	40.0
Neutral	3	6.7
Dissatisfied	2	4.4
Very dissatisfied	1	2.2
TOTAL	45	100.0

Results: Eighty-four percent of the respondents indicated that they were "satisfied" or "very satisfied" with their program outcomes.

The second part of Research Question 1 is addressed by summarizing comments made during the interview process with the 10 planners and 50 focus group participants regarding planner satisfaction and dissatisfaction. Selected quotes from participants are listed. These quotes were representative of the participants' reactions to the questions:

1. "In general, how satisfied were you with the outcomes of your training program?"

2. "Did you feel you accomplished the objectives of the program? Which ones? Why or why not?"

3. "Did the training do what you said it would?"

Satisfaction With AEAT Activity

The following are the findings from the interview and the focus groups. The responses were clustered around these themes:

1. Personal satisfaction.

2. Consistency with institutional mission/philosophy of service to community.

3. Opportunity for interaction with other program planners and professional colleagues.

Personal satisfaction. Program planners were asked to sort through their experiences, feelings, knowledge and learning processes to make sense out of the

AEAT program. In this process, they identified these items as being personally satisfying in providing the training or retraining activity:

> It's very gratifying to me personally to hear representatives from a company say they are getting better and more competitive because of my efforts in making the program work.
>
> Seeing what the training has done to change employees' lives for the better is very satisfying. There is a direct and positive result because of our efforts.
>
> My job has changed because of the AEAT program. Our office is doing more training than ever before. More people are getting jobs and upgrading their skills because of what we are doing.

Consistency with mission. The following comments were made regarding the relationship of the AEAT programs to the training institutions' missions:

> The AEAT program helps us realize and acknowledge that workforce training for local business and industry is one of our major missions.
>
> The AEAT program clearly fits into the mission of what our department and institution are about. Our goal is to be thought of as the preferred trainer for our area.
>
> The program is win, win, win for our college, the company trained and our community. The AEAT funding helps us to be an arm in delivering training. It's fun to see the company come back again and again for training.
>
> The AEAT program provides training to companies who may not otherwise have it. It has a positive impact on that company, making it more productive. The training helps stimulate business, upgrade the labor force, and gets teams working together.
>
> The training program gives local companies a good kick start. The training can be focused and intense. It won't be spread out like it may have been.
>
> Completing a program successfully makes money for our institution. That puts a smile on everyone's face.

Opportunity for professional interaction. Partnerships with business and community leaders was an element of satisfaction expressed by the planners.

Individual comments also reflected that the AEAT program stimulated collegial interaction. The following comments were made:

> The training program helped us develop a relationship with companies that allowed for dialogue of problems.
>
> We like the program because it keeps us and our programs current with workforce needs. The training spurs curriculum development. It gets faculty into the business and industry environment and vitalizes their instruction.
>
> We were able to share concerns about programs with other practitioners-whether we needed to find appropriate instructors or figure out state guidelines. Working with groups like the Michigan Customized Trainers helped us articulate problems, concerns and better ways of conducting programs.
>
> Developing a positive and professional relationship with the Michigan Jobs Commission helped us to answer training questions and eligibility requirements. In short, they have become a friend in our efforts. And they keep referring new clients to our institution.

Summary. The comments from the interview and focus groups provided a wider array of data and were consistent with the survey findings. This qualitative data related to personal satisfaction of the AEAT program reinforces individual, institutional and employer confidence in the AEAT activity. The comments also showed that the training was consistent with the community college mission for community economic development. The comments also reflected the importance of ongoing practitioner interaction with colleagues and other program stakeholders.

Dissatisfaction With AEAT Activity

Although 84% of those surveyed were satisfied with the AEAT program, the interviews and focus groups revealed some aspects of the program that resulted in programmer dissatisfactions with and/or ways to improve the program. These

program planners commented on the AEAT activity and discussed reasons why dissatisfaction occurred with a particular program. Again, certain themes or issues emerged from the responses. The responses were clustered around the following areas:

1. Institutional concerns.
2. Concerns with company receiving training or retraining.
3. Concerns with local agencies.
4. Concerns with state policies/procedures.

Institutional concerns. Institutional politics was expressed as a concern of program planners. Suggestions made by the respondents in the interview and focus groups indicated that institutional support for programs was unrealistic, such as:

> Our office frequently had pressure from the Dean or even the President for having program quantity, not always program quality. This pressure sometimes resulted in a scrambled effort to get a proposal submitted and funded.
>
> We would get to the point where we couldn't do any more projects, unless we could hire additional staff. That was not allowed to happen.

Other program planners described a lack of clarity of what department would be responsible and/or accountable for duties related to completing the project, such as:

> Sometimes it was unclear about what office was to plan and execute a particular program. At our institution, three separate offices each wrote training proposals. This put different offices and personnel in a competitive environment.
>
> It was frustrating getting other offices to complete their responsibilities. For instance, we experienced problems with our business office because some state billing procedures were ignored. This resulted in delays of payments.

Some planners reported problems associated with forming collaborations with local agencies:

> You need to work with the local Service Delivery Area (SDA), the Intermediate and local school districts, adult education programs, and the Michigan Employment and Security Commission. Not all of these groups played by the same rules, so it was hard to know who the taskmaster was, and where your loyalty should lie.
>
> Our trouble with local agencies was the existence of two or more agendas to negotiate.
>
> The state wants the local players to collaborate and get along nicely, yet those players were constantly changing. It seemed like we were being socially punished for past sins that were committed by someone else.

Company concerns. Although one element of dissatisfaction was expressed for the institution conducting the training and the local agencies involved, most of the comments made were focused around problems with the company to be trained.

> We sink if we don't get complete and responsible commitment from the company. Unless we get that commitment for follow through, things will go wrong--and then get worse.
>
> You need to deal, negotiate and side-bar agreements with union members, nonunion members, management and corporate headquarters.
>
> Sometimes our training team ended up in the middle of management and labor disagreement over training--what it should be, when it should be held, and who should be involved. We took a lot of hits.
>
> The political fallout was enormous. Company officials--management, union, and corporate headquarters--each had their own agendas and were frequently pulling in different directions.
>
> We had some companies who said, "Get us the money, we'll figure out a training plan." In other instances, a few companies saw the AEAT program as a way to get free money and subsidize training programs.

Concerns with state policies/procedures. Concerns with state policies and procedures were expressed in the interviews and focus groups. For example, the focus group identified "meeting established criteria requirements" and "making program modifications" as especially frustrating. Related comments included the following:

> It seems harder and harder to be successful because the state guidelines and priorities for the (AEAT) program seem to be changing monthly. I sometimes feel like the state and legislators are tying our hands and shackling our ankles, expecting us to do a quality job. The state really needs to stabilize its rules and guidelines.
>
> The amount of paperwork and paper chasing is staggering. And there's no one else that can be assigned to do that but me.
>
> The guidelines have changed so that it is becoming harder for the small businesses (the mom and pop companies) to receive this grant-funded training. This is especially true because the state requires a significant in-kind company match.
>
> I'm concerned with legislators trying to micromanage our projects. After all, they've drafted the language for the program guidelines. They've allowed the program to become a political zing-zing activity. That is hampering our success.
>
> Making a program modification was cumbersome, and slowed the training program considerably. My program needed modification and it took seven months for it to be approved. By that time, the training was no longer needed.
>
> Much of our planning involved countless hours of firefighting. The constant solving of problems was often the result of unclear directions from the state regrading program modification.

Other comments were more general, but expressed overall dissatisfaction aimed at state agencies:

I'm frustrated with the entire program because the state requirements are extremely burdensome. We're thinking of getting out of the (AEAT) business altogether.

The state and its analysts don't seem to understand the realities associated with training and retraining. They don't understand production problems or schedules, company shutdowns, or even the effects of a hunting season on the training. Maybe the state needs to completely rethink the AEAT program and the types of grants that should be funded.

Sometimes when you do things for the right reasons, it doesn't work. You always have to consider the personalities and characteristics of the people involved.

Program planning is a piece of cake when you compare it to keeping the state--and everyone else--happy.

Summary. Again, the interview and focus group comments provided additional qualitative data regarding planners' dissatisfaction with the AEAT program. These comments reflected the political and practical implications of program planning. Specific concerns were expressed about the lack of clear communication between state offices, the company to be served, community agencies, and the training institution. Problems were also associated with the difficulty in meeting stated objectives, particularly when the company to be trained was not committed to the program, or when the state changed program rules and guidelines.

Use of Planning Concepts

Research Question 2: To what extent do Adult Education Alternative Training program planners use planning concepts as outlined by Boyle, Mitchell, Buskey, Cervero and Wilson, and others? Are some program planning concepts used more frequently than others? If so, what are they?

Forty-five program planners responded to a 50-item survey regarding the use of specific planning concepts. A planning concept provides the basis or foundation for a variety of decisions for all phases of the total programming effort. An example of a planning concept is "establishing a planning or advisory committee." Data gathered from this survey instrument are displayed in Table 2.

Table 2: Program planning concepts used.

Concepts Used	Frequency	Percent
50	0	0.0
45-49	25	55.6
35-44	17	37.7
34 or fewer	3	6.7
Did not respond	0	0.0

Results.

1. The data indicated that more than one-half or nearly 56% of the program planners used 45 or more program planning concepts.

2. The data also indicated that approximately 93% of the program planners used 35 or more planning concepts.

Table 3 illustrates frequency of program planning concepts used; these are ranked in descending order. Each concept is also identified in a concept area, or a grouping of related concepts. There are eight concept areas, including Planning

Analysis, Planning Justification, Objectives, Administration, Instruction, Marketing, Evaluation, and Program Delivery.

Table 3: Frequency of program planning concepts used. (N = 45)

No.	Program Planning Concept	Concept Area	Freq.	%
8.6	Participants applied concepts and skills	Program Delivery	45	100
1.5	Consideration was provided for social/educational backgrounds of learner	Planning Analysis	44	98
2.4	Identified program priorities based upon employer needs	Planning Justification	44	98
4.2	Administrator was in charge of program	Administration	44	98
4.4	Selected instructional staff with documented expertise in content area	Administration	44	98
4.7	Developed a budget covering all anticipated resource costs	Administration	44	98
5.1	Developed instructional plan	Instruction	44	98
7.1	Developed evaluation plan	Evaluation	44	98
8.7	Participants could apply skills on real work material	Program Delivery	44	98
1.4	Problem area/needs studied and analyzed	Planning Analysis	43	96
3.2	Objectives were established prior to program implementation	Objectives	43	96
4.3	Determined criteria for selecting instructional staff	Administration	43	96
5.2	Determined methods of presentation appropriate to job performance objectives	Instruction	43	96
5.3	Selected instructional materials appropriate to job performance objectives	Instruction	43	96
5.5	Utilized methods of interactive learning in instructional activities	Instruction	43	96

Table 3: Continued.

No.	Program Planning Concept	Concept Area	Freq.	%
6.5	Oriented administrative and instructional staff to all aspects of program	Marketing	43	96
8.4	Participants were provided opportunity to ask questions or seek clarification in training session	Program Delivery	43	96
8.5	Instructors were prepared for classes	Program Delivery	43	96
8.8	Instructors provided for participant understanding	Program Delivery	43	96
1.3	Identified target population for program	Planning Analysis	42	93
2.3	Identified program priorities based on employer needs	Planning Justification	42	93
4.6	Clearly defined administrative roles/ responsibilities	Administration	42	93
6.6	Informed prospective participants of program	Marketing	42	93
7.2	Developed evaluation instruments for effectiveness	Evaluation	42	93
8.2	Attendance was monitored	Program Delivery	42	93
3.3	Objectives related to company's job performance	Objectives	41	91
2.2	Selected subject areas related to performance deficits	Planning Justification	40	89
3.4	Objectives related to interests/needs of trainees	Objectives	40	89
6.2	Communicated value of program to appropriate employer	Marketing	40	89
7.6	Analyzed/reported results of evaluation	Evaluation	40	89
2.1	Identified specific job deficits to be addressed	Planning Justification	39	87
4.1	An administrative plan was developed	Administration	39	87

Table 3: Continued.

No.	Program Planning Concept	Concept Area	Freq.	%
4.5	Arranged appropriate facilities and services	Administration	39	87
7.3	Administered evaluative instruments based on criteria	Evaluation	39	87
7.4	Observed participants during instruction	Evaluation	39	87
2.5	Identified program priorities based on trainee needs	Planning Justification	38	84
3.1	Selected objectives that implied changes in behavior	Objectives	38	84
6.3	Employer power structure supported training	Marketing	38	84
7.5	Evaluated objectives/methods constantly	Evaluation	38	84
6.8	Oriented participants to program	Marketing	37	82
1.2	All stakeholders were represented on the committee	Planning Analysis	36	80
5.4	Developed pre-training activities helping learner to anticipate ideas and concepts to be presented	Instruction	36	80
1.1	Established planning/advisory committee	Planning Analysis	34	76
7.7	Developed post-training and appropriate follow-up activities	Evaluation	33	73
6.7	Recruited participants for program	Marketing	32	71
8.1	Program planner participated in delivery of program	Program Delivery	29	64
6.1	Developed marketing plan	Marketing	27	60
6.4	Marketing effort was organized and inclusive	Marketing	26	58
8.3	Support classes were also offered to help students learn	Program Delivery	23	51
8.9	A placement component was implemented as part of the training program	Program Delivery	19	42

Results.

1. All program planners used the concept "participants applied concepts and skills" (concept number 8.6).

2. Concepts were used in various levels of intensity, with use rates from a low of 42% to a high of 100%.

Table 4 indicates frequency of concepts used. These are listed by concept areas.

Table 4: Frequency of concept use by concept area. (N = 45)

Concept Area	No.	Program Planning Concept	Freq.
1. Planning: Analysis	1.5	Consideration was provided for social/educational backgrounds of learner	44
	1.4	Problem areas/needs studied and analyzed	43
	1.3	Identified target population for the program	42
	1.2	All stakeholders were represented on the committee	36
	1.1	Established planning/advisory committee	34
2. Planning: Justification	2.4	Identified program priorities based upon employer needs	44
	2.3	Identified program priorities based upon trainees' interests and needs	42
	2.2	Selected subject areas related to identified performance deficits	40
	2.1	Identified specific job performance deficits to be addressed	39
	2.5	Identified program priorities based upon provider's institution's preparedness/availability	38

Table 4: Continued.

Concept Area	No.	Program Planning Concept	Freq.
3. Objectives	3.2	Objectives were established prior to program implementation	43
	3.3	Objectives were related to the company's job performance deficits	41
	3.4	Objectives were related to the interests/needs of trainees	40
	3.1	Selected objectives that implied changes in behavior of individuals	38
4. Administra-tion	4.2	Administrator was in charge of program	44
	4.4	Selected instructional staff with documented expertise in content area	44
	4.7	Developed a budget covering all anticipated resource costs	44
	4.3	Determined criteria for selecting instructional staff	43
	4.6	Clearly defined administration roles and responsibilities	42
	4.1	An administrative plan was developed	39
	4.5	Arranged appropriate institutional facilities and services	39
5. Instruction	5.1	Developed instructional plan	44
	5.2	Determined methods of presentation appropriate to job performance objectives	43
	5.3	Selected instructional materials appropriate to job performance objectives	43
	5.5	Utilized methods of interactive learning in instructional activities	43
	5.4	Developed pre-training activities helping learner to anticipate ideas and concepts to be presented	36

Table 4: Continued.

Concept Area	No.	Program Planning Concept	Freq.
6. Marketing	6.5	Oriented administrative and instructional staff to all aspects of program	43
	6.6	Informed prospective participants of program	42
	6.2	Communicated value of program to appropriate employer decision makers	40
	6.3	The power structure within participating employer supported training program	38
	6.8	Oriented participants to program	37
	6.7	Recruited participants for program	32
	6.1	Developed marketing plan	27
	6.4	Marketing effort was organized and inclusive	26
7. Evaluation	7.1	Developed evaluation plan	44
	7.2	Developed evaluation instruments to measure program effectiveness	42
	7.6	Analyzed and reported results of evaluation	40
	7.3	Administered evaluative instruments based upon established criteria	39
	7.4	observed participants during instructional activities	39
	7.5	Evaluated objectives and methods constantly	38
	7.7	Developed post-training and appropriate follow-up activities	33
8. Program Delivery	8.6	Participants applied skills and concepts	45
	8.7	Participants could apply skills on real work material	44
	8.4	Participants were provided opportunity to ask questions or seek clarification in training session	43

Table 4: Continued.

Concept Area	No.	Program Planning Concept	Freq.
8. Program Delivery (cont'd)	8.5	Instructors were prepared for classes	43
	8.8	Instructors provided for participant understanding	43
	8.2	Attendance was monitored	42
	8.1	Program planner participated in delivery of program	29
	8.3	Support classes were also offered to help students learn	23
	8.9	A placement component was implemented as part of the training program	19

Results. Although all concept areas were used, certain concepts within those areas were used more frequently than others. Concept areas may have had both low and high use. The following concepts were used by 98% or more of those planners surveyed:

8.6: Participants applied skills and concepts (Program Delivery)

2.4: Identified program priorities based upon employer needs (Planning Justification)

1.5: Consideration provided for social/educational backgrounds of the learner (Planning Analysis)

4.2: Administrator in charge of program (Administration)

4.4: Selected instructional staff with documented expertise (Administration).

4.7: Developed budget covering anticipated resource costs (Administration)

5.1: Developed instructional plan (Instruction)

7.1: Developed evaluation plan (Evaluation)

8.7: Participants could apply skills on real work material (Program Delivery).

Research Question 3: Do program planners consider some planning concepts to be more important than others? If so, what are they?

Data were gathered from the 50-item survey that specifically asked program planners to respond to the question, "How important was this planning concept to an effective program?" Table 5 displays the specific concepts considered to be important in program planning. Concepts are listed in rank order of importance.

Table 5: Importance of program planning concepts. (1 = not important; 5 = essential)

No.	Program Planning Concept	Function	Mean
8.7	Participants could apply skills on real work materials	Program Delivery	4.62
8.6	Participants applied concepts and skills	Program Delivery	4.62
8.5	Instructors were prepared for classes	Program Delivery	4.60
4.7	Developed a budget covering all anticipated resource costs	Administration	4.47
8.4	Participants were provided opportunity to ask questions or seek clarification in training session	Program Delivery	4.47
4.4	Selected instructional staff with documented expertise in content area	Administration	4.44
8.8	Instructors provided for participant understanding	Program Delivery	4.44
5.1	Developed instructional plan	Instruction	4.40
2.4	Identified program priorities based upon employer needs	Planning Justification	4.38
1.3	Identified target population for the program	Planning Analysis	4.33
3.2	Objectives were established prior to program implementation	Objectives	4.29
8.2	Attendance was monitored	Program Delivery	4.24

Table 5: Continued.

No.	Program Planning Concept	Function	Mean
3.3	Objectives related to company's job performance deficits	Objectives	4.18
5.3	Selected instructional materials appropriate to job performance objectives	Instruction	4.18
1.4	Problem areas/needs studied and analyzed	Planning Analysis	4.13
4.2	Administrator was in charge of program	Administration	4.02
4.3	Determined criteria for selecting instructional staff	Administration	4.00
5.2	Determined methods of presentation appropriate to job performance objectives	Instruction	3.98
7.2	Developed evaluation instruments to measure program effectiveness	Evaluation	3.98
7.1	Developed evaluation plan	Evaluation	3.96
7.6	Analyzed/reported results of evaluation	Evaluation	3.89
6.6	Informed prospective participants of program	Marketing	3.87
4.6	Clearly defined administrative roles/responsibilities	Administration	3.80
6.2	Communicated value of program to appropriate employer decision makers	Marketing	3.78
6.3	Power structure within participating employer supported training program	Marketing	3.78
5.5	Utilized methods of interactive learning in instructional activities	Instruction	3.76
6.5	Oriented administrative/instructional staff to all aspects of program	Marketing	3.73
4.5	Arranged appropriate institutional facilities/services	Administration	3.71
1.5	Consideration provided for social/educational backgrounds of learner	Planning Analysis	3.69
2.2	Selected subject areas related to identified performance deficits	Planning Justification	3.69
7.3	Administered evaluative instruments basEd upon established criteria	Evaluation	3.64

Table 5: Continued.

No.	Program Planning Concept	Function	Mean
1.2	All stakeholders were represented on committee	Planning Analysis	3.60
5.4	Developed pre-training activities helping learner anticipate ideas/concepts to be presented	Instruction	3.60
6.8	Oriented participants to program	Marketing	3.58
7.4	Observed participants during instructional activities	Evaluation	3.51
7.5	Evaluated objectives/methods constantly	Evaluation	3.51
4.1	An administrative plan was developed	Administration	3.49
2.3	Identified program priorities based upon trainees' interests/needs	Planning Justification	3.40
3.4	Objectives related to interests/needs of trainees	Objective	3.47
2.1	Identified job performance deficits	Planning Justification	3.47
1.1	Established planning/advisory council	Planning Analysis	3.47
7.7	Developed post-training follow-up activities	Evaluation	3.40
6.7	Recruited participants for program	Marketing	3.33
3.1	Selected objectives that implied changes in individual behavior	Objective	3.31
8.1	Planner participated in delivery of program	Program Delivery	2.96
2.5	Identified program priorities based on institution's preparedness/availability	Planning Justification	2.96
8.3	Support classes offered to help students learn	Program Delivery	2.76
6.1	Developed marketing plan	Marketing	2.51
6.4	Marketing effort organized/inclusive	Marketing	2.47
8.9	Placement component implemented	Program Delivery	2.42

Results. Of the 17 concepts having a mean score of 4.00 or higher, six were in the Program Delivery area, four were in the Administration area, two were in Planning Analysis, two were in Instruction, and two were in Objectives. Of the six concept areas having a mean score of 3.00 or less, three were in Program Delivery, two were in Marketing, and one was in Planning Justification. The data indicated that certain concepts within a concept area were perceived to be more important than other concepts within the same concept area.

Table 6 illustrates program planning concept areas and importance mean scores. Again, a concept area was a grouping of related planning concepts. There were eight concept areas.

Table 6: Importance of planning concept areas by mean scores. (1 = not important; 5 = essential)

Concept Area	No. of Items	Mean of Means	Std. Dev.
Planning: Analysis	5	3.84	.37
Planning: Justification	5	3.58	.52
Objectives	4	3.81	.49
Administration Plan	7	3.99	.36
Instructional Plan	5	3.98	.32
Marketing Plan	8	3.38	.57
Evaluation	7	3.70	.24
Program Delivery	9	3.90	.91
TOTAL	50		

Results.

1. The data indicated that developing an administrative (3.99) and instructional plan (3.98) had the highest mean scores when comparing concept areas' perceived importance.

2. Developing a marketing plan (3.38) had the lowest concept area mean score.

The next section, Research Question 4, examined the perceived effectiveness of using selected planning concepts within an AEAT program.

Research Question 4: Do program planners consider some concepts more effective than others? If so, what are they?

Data were gathered through the 50-item survey in which planners were asked to respond to the question, "To what degree were you effective in using this in your program?" A summary of their responses is provided in Table 7. The table shows specific program planning concepts that were perceived to be more effective than others. Concepts are listed in rank order.

Table 7: Effectiveness of program planning concepts. (1 = did not use, 2 = not effectively used, 3 = somewhat effectively used, 4 = effectively used, 5 = very effectively used)

No.	Program Planning Concept	Function	Mean
8.5	Instructors were prepared for class	Program Delivery	4.38
4.4	Selected instructors with documented expertise in content area	Administration	4.36
2.4	Identified program priorities based upon employer needs	Planning Justification	4.31

Table 7: Continued.

No.	Program Planning Concept	Function	Mean
8.4	Participants could ask questions/seek clarification	Program Delivery	4.31
8.8	Instructors provided for participant understanding	Program Delivery	4.20
8.7	Participants could apply skills on real work material	Program Delivery	4.20
8.6	Participants applied concepts and skills	Program Delivery	4.18
8.2	Attendance was monitored	Program Delivery	4.16
1.3	Identified target population for program	Planning Analysis	4.13
4.7	Developed budget covering anticipated costs	Administration	4.07
5.1	Developed instructional plan	Instruction	4.04
4.2	Administrator in charge of program	Administration	4.02
3.2	Objectives established prior to program implementation	Objective	4.00
4.3	Determined criteria for selecting instructional staff	Administration	4.00
5.3	Selected instructional materials appropriate to job performance objectives	Instruction	3.96
1.4	Problem areas/needs studied/analyzed	Planning Analysis	3.82
3.3	Objectives related to company's job performance deficits	Objective	3.78
6.6	Informed prospective participants of program	Marketing	3.73
5.2	Determined methods of presentation appropriate to job performance objectives	Instruction	3.71
2.2	Selected subject areas related to identified performance deficits	Planning Justification	3.69
5.5	Utilized methods of interactive learning in instructional activities	Instruction	3.69
7.1	Developed evaluation plan	Evaluation	3.69

Table 7: Continued.

No.	Program Planning Concept	Function	Mean
1.5	Consideration provided for social/educational backgrounds of learners	Planning Analysis	3.67
4.5	Arranged appropriate institutional facilities/services	Administration	3.67
4.6	Clearly defined administrative roles/responsibilities	Administration	3.67
7.2	Developed evaluation instruments based upon established criteria	Evaluation	3.64
6.2	Communicated value of program to appropriate employer decision makers	Marketing	3.58
6.5	Oriented administrative/instructional staff to all aspects of program	Marketing	3.56
7.6	Analyzed/reported results of evaluation	Evaluation	3.56
2.3	Identified program priorities based upon trainees' interests/needs	Planning Justification	3.44
3.4	Objectives related to interests/needs of trainees	Objective	3.40
6.8	Oriented participants to program	Marketing	3.40
2.1	Identified specific job performance deficits to be addressed	Planning Justification	3.38
2.5	Identified program priorities based upon provider's institution's preparedness/availability	Planning Justification	3.38
4.1	Administrative plan developed	Administration	3.36
7.3	Administered evaluative instruments based upon established criteria	Evaluation	3.33
7.4	Observed participants during instructional activities	Evaluation	3.27
3.1	Selected objectives that implied changes in behavior of individuals	Objective	3.24
5.4	Developed pre-training activities	Instruction	3.18
6.3	Power structure within participating employer supported training program	Marketing	3.16

Table 7: Continued.

No.	Program Planning Concept	Function	Mean
1.2	All stakeholders represented on advisory committee	Planning Analysis	3.13
6.7	Recruited participants for program	Marketing	3.09
1.1	Established planning/advisory committee	Planning Analysis	3.04
7.5	Evaluated objectives/methods constantly	Evaluation	3.02
8.1	Planner participated in delivery of activities	Program Delivery	2.84
7.7	Developed post-training/follow-up activities	Evaluation	2.78
6.1	Developed marketing plan	Marketing	2.44
8.3	Support classes offered to help students learn	Program Delivery	2.31
6.4	Marketing effort was organized/inclusive	Marketing	2.22
8.9	Placement component implemented in training program	Program Delivery	2.07

Results.

1. Of the 14 concepts having a mean score of 4.00 or higher, six were in the Program Delivery area and four were in Administration.

2. Of the six planning concepts with a mean score of 3.00 or less, three occurred in Program Delivery and two occurred in Marketing.

A summary of planning concept areas and effectiveness mean scores are presented in Table 8.

Table 8: Planning concept areas and effectiveness mean scores. (1 = did not use, 2 = not effectively used, 3 = somewhat effectively used, 4 = effectively used, 5 = very effectively used)

Concept Area	No. of Items	Mean of Means	Std. Dev.
Planning: Analysis	5	3.56	.46
Planning: Justification	5	3.64	.40
Objectives	4	3.61	.35
Administration Plan	7	3.88	.33
Instructional Plan	5	3.72	.34
Marketing Plan	8	3.15	.55
Evaluation	7	3.33	.34
Program Delivery	9	3.63	.94
TOTAL	50		

Results.

1. The data indicated that Administration (3.88) has the highest mean score when comparing concept areas' perceived effectiveness.

2. Developing a marketing plan (3.15) had the lowest concept area mean score.

Information will now be presented on the correlation between each concept's importance and effectiveness. Although this information does not address a particular research question, it does provide the reader with additional data regarding the association between what is perceived to be both important and effective.

Using the data from the survey instrument, a statistical analysis was completed to determine the correlation between perceived importance and effectiveness of planning concepts. It should be noted that a high correlation does not always mean that a planning concept is important or effective. A high correlation does illustrate that a relationship does exist. For example, "marketing" was rather consistently ranked low for importance and effectiveness. However, the correlation for this concept area was ranked high.

Table 9 illustrates planning concepts that were most highly correlated between perceived importance and effectiveness to the .001 level of significance.

Table 9: Correlation: Importance and effectiveness by rank order correlation.

No.	Program Planning Concept	Concept Area	Corr.
4.5	Arranged appropriate institutional facilities and service	Administration	.9265**
8.5	Instructors were prepared for class	Program Delivery	.9129**
2.2	Selected subject areas related to identified performance deficits	Planning Justification	.9006**
6.7	Recruited participants for program	Marketing	.8965**
6.3	Power structure within participating employer supported training program	Marketing	.8821**
6.8	Oriented participants to program	Marketing	.8810**
6.2	Communicated value of program to appropriate employer decision makers	Marketing	.8637**
4.4	Selected instructional staff with documented expertise in content area	Administration	.8609**

Table 9: Continued.

No.	Program Planning Concept	Concept Area	Corr.
3.1	Selected objectives that implied changes in behavior of individuals	Objectives	.8560**
8.8	Instructors provided for participant understanding	Program Delivery	.8549**
8.4	Participants provided opportunity to ask questions or seek clarification	Program Delivery	.8571**
6.1	Developed marketing plan	Marketing	.8520**
8.9	Placement component implemented as part of training program	Program Delivery	.8485**
5.4	Developed pre-training activities helping learner to anticipate ideas/concepts presented	Instruction	.8392**
6.4	Marketing effort organized and inclusive	Marketing	.8347**
1.2	All stakeholders were represented on the committee	Planning Analysis	.8310**
2.3	Identified program priorities based upon trainees' interests/needs	Planning Justification	.8138**
8.3	Support classes offered to help students learn	Program Delivery	.8122**
8.1	Program planner participated in delivery of program	Program Delivery	.8106**
6.6	Informed prospective participants of program	Marketing	.8079**
2.5	Identified program priorities based upon provider's institution's preparedness/availability	Planning Justification	.8066**
1.1	Established planning/advisory committee	Planning Analysis	.7983**
4.3	Determined criteria for selecting instructional staff	Administration	.7845**
5.5	Utilized methods of interactive learning in instructional activities	Instruction	.7780**
7.4	Observed participants during instructional activities	Evaluation	.7634**
4.1	Administrative plan was developed	Administration	.7616**
2.1	Identified specific job performance deficits to be addressed	Planning Justification	.7573**

Table 9: Continued.

No.	Program Planning Concept	Concept Area	Corr.
1.3	Identified target population for program	Planning Analysis	.7549**
4.7	Developed budget covering all anticipated resource costs	Administration	.7529**
3.3	Objectives related to company's job performance deficits	Objectives	.7512**
2.4	Identified program priorities based upon employer needs	Planning Justification	.7356**
3.4	Objectives related to interests/needs of trainees	Objectives	.7001**
8.2	Attendance was monitored	Program Delivery	.6989**
6.5	Oriented administrative/instructional staff to all aspects of program	Marketing	.6823**
1.5	Consideration provided for social/educational backgrounds	Planning Analysis	.6679**
8.7	Participants could apply skills on real work material	Program Delivery	.6641**
1.4	Problem areas/needs studied and analyzed	Planning Analysis	.6634**
7.3	Administered evaluative instruments based on established criteria	Program Delivery	.6610**
4.2	Administrator was in charge of program	Administration	.6574**
7.7	Developed post-training and appropriate follow-up activities	Program Delivery	.6565**
4.6	Clearly defined administrative roles/responsibilities	Administration	.6536**
3.2	Objectives established prior to program implementation	Objectives	.6494**
7.5	Evaluated objectives/methods constantly	Evaluation	.6323**
5.3	Selected instructional materials appropriate to job performance objectives	Instruction	.5001
7.6	Analyzed/reported results of evaluation	Evaluation	.4889

Table 9: Continued.

No.	Program Planning Concept	Concept Area	Corr.
5.2	Determined methods of presentation appropriate to job performance objectives	Instruction	.4862
5.2	Developed instructional plan	Instruction	.4701
7.2	Developed evaluation instruments	Evaluation	.4405
7.1	Developed evaluation plan	Evaluation	.4178
8.6	Participants applied concepts and skills	Program Delivery	.3060

Results. The perceived importance and effectiveness of arranging appropriate facilities and services, having instructors prepared for class, and selecting subject areas related to performance deficits had correlations higher than .9000.

The following concepts had mean importance and effectiveness scores of over 4.0, and are ranked by correlation:

1. Instructors were prepared for class (Program Delivery).
2. Selected instructional staff with documented expertise in the content area (Administration).
3. Instructors provided for participant understanding (Program Delivery).
4. Participants provided opportunity to ask questions or seek clarification (Program Delivery).
5. Determined criteria for selecting instructional staff (Administration).
6. Identified target population for program (Planning Analysis).

7. Objectives related to company's job performance deficits (Objectives).

8. Identified program priorities based upon company needs (Planning Justification).

9. Attendance was monitored (Program Delivery).

10. Participants could apply skills on real work material (Program Delivery).

11. Administrator was in charge of program (Administration).

12. Selected instructional materials appropriate to job performance objectives (Instruction).

13. Participants applied concepts and skills (Program Delivery).

Program planners also recommended specific strategies that they found to be important and effective. They are reviewed in the next several pages.

Important and Effective Concepts That Work:
Recommendations From Planners

The data gathered in the interviews and focus group meetings indicate that the 1992-93 program planners actually utilized additional planning concepts that were not included in the questionnaire's 50 concepts. Questions such as "Are there some things you might have done differently in this project?" and "Is there any advice you would give to future program planners wanting to implement a training/retraining program?" were asked. These questions were suggested by the Michigan Department of Education and the Michigan Jobs Commission to determine specific program planning recommendations that actual planners perceive to be important and effective. The responses are grouped in one of the eight concept

are similar to those existing concepts with that area. A summary of program planners suggestions to enhance program outcomes is presented:

1. **CONCEPT AREA: PLANNING ANALYSIS**

   Approach AEAT programs from the business point of view.

   Make sure everyone who needs to be involved in the planning is involved.

   Ask questions and get firm answers before beginning training.

   Do an assessment of participants' basic skills before training.

   Provide appropriate classes/activities to prequalify participants before training.

2. **CONCEPT AREA: PLANNING-JUSTIFICATION**

   Determine that the AEAT is compatible with the company's real training needs.

   Make certain that training requested is legitimate, fundable, and meets state eligibility requirements.

   Validate/verify that the training is needed at the plant level (don't assume that corporate headquarters can dictate blanket training at all plants).

   Training must be consistent with training institution mission.

   Determine that trainers understand what the company expects--and what the anticipated results should be.

   Provide an orientation to participants before starting program.

   Enhance two-way communication between company to be trained and state officials. (State needs to better understand training and production problems; company needs to better understand strict conditions and procedures associated with the AEAT program.)

3. CONCEPT AREA: OBJECTIVES

Have companies start with a wish list of training they would like to have done. Then convert that list, with company officials, into a reality list of training that can actually be provided.

Make sure that the company and the college are comfortable with realistic objectives. The company needs to accept them; the college must be able to deliver them.

After the objectives are drafted, provide opportunity for company to review and modify, if necessary. Then, have colleagues from your institution (including business office) review for accuracy and do-ability.

4. CONCEPT AREA: ADMINISTRATION

Involve everyone who needs to be involved at the earliest possible occasion.

Make sure the company to be trained is familiar with the stringent state requirements and procedures for training.

Delineate specific responsibilities in writing.

Develop a trusting and open relationship with other area agencies: Michigan Employment and Security Commission, the Service Delivery Area, and local schools.

Sidebar agreements with companies to recover unallowable expenses. Charging the company for services tends to make the service worth more (in the eyes of the company).

Be honest in all accounting principles; otherwise this will haunt you.

Establish and maintain a systematic pattern of evidence that demonstrates what your program accomplishes.

5. CONCEPT AREA: INSTRUCTION

Hand pick your instructors/trainers. Make sure they know their content and adult learning theory.

Have instructors get on the company site to meet designated company representatives. This will enhance their understanding of what is expected of them.

6. CONCEPT AREA: MARKETING

Develop and maintain an ongoing professional relationship with the Michigan Jobs Team. Attend their seminars, focus group meetings, and other functions. Call them routinely. Involve the account representative from the Commission at every possible occasion.

Maintain and nurture ongoing company contact before, during, and after the training.

Learn from other program planners. Participate in training institutes and share resources.

Recognize and praise instructors, program advocates, and participants who advance the training initiatives.

Inform your legislators and other area leaders about the training conducted and its effect.

Develop a prospect file for potential companies to be served.

7. CONCEPT AREA: EVALUATION

Provide opportunity for informal assessment and evaluation by participants.

Program participants, instructors, and company officials need to have ongoing opportunity to assess and evaluate the training.

Do everything possible to have company commit to training and to providing the necessary follow-up.

8. MONITORING PROGRAM DELIVERY

Start program delivery as soon as training proposal is approved.

Deal with instructional/training problems openly, honestly, and when they occur.

Try to never say "no" to company requests for training. Be creative in developing a training program.

Results. The preceding practical suggestions were recommended to improve program outcomes by the AEAT planners. These suggestions, although similar to those planning concepts surveyed, offer the AEAT planner additional information in developing a program plan.

The next research question explored the relationship between planning programmers' satisfaction and actual outcomes.

Relationship Between Planning/Satisfaction/Outcomes

Research Question 5: Do associations exist between using planning concepts and planners' satisfaction with completing stated objectives, and actual placement outcomes?

Data were gathered from the survey instrument (extent of satisfaction with program) and frequency of planning concepts used. This information was merged with data from the final program reports provided to the Department of Education (placement percentages into actual jobs). Some training institutions trained and/or placed more participants than was indicated in the program objectives. For this reason, their placement percentages may be higher than 100%. A summary of this data is presented in Table 10. This table indicates the number of program planning concepts used by each planner. It also shows the level of satisfaction (1 = very satisfied; 5 = very dissatisfied) and the job placement percentage of program participants. A complete summary table of concepts used, importance and effectiveness of concepts, and correlations is included in Appendix I.

Table 10: Program satisfaction/percentage placed in job. (1 = very satisfied, 2 = satisfied, 3 = neutral, 4 = dissatisfied, 5 = very dissatisfied)

Satisfaction Rate	Training Institution	Planning Concepts Used	Placement %
1	Garden City	49	73.08
1	LMCC	49	183.33
1	Lansing P	49	100.00
1	COOR	48	200.00
1	Allegan	47	100.00
1	So. Kent	47	87.18
1	SCCC	46	0.00
1	SWM	46	116.27
1	OCC	46	109.75
1	Washtenaw	46	66.67
1	Davenport	44	100.00
1	Kellogg	43	106.45
1	Eaton	42	74.78
1	Ottawa ISD	42	76.96
1	Glen Oaks	42	116.25
1	Washtenaw	41	89.11
1	Davenport	39	100.00
1	Detroit P	36	0.00
1	Monroe	36	87.10
1	Ferris	35	48.00
1	**AVERAGE**	**43.65**	**91.75**

Table 10: Continued.

Satisfaction Rate	Training Institution	Planning Concepts Used	Placement %
2	SW Mich	49	116.27
2	Newaygo	49	108.33
2	Saginaw P	49	103.95
2	Alpena	49	127.20
2	Coldwater	49	91.11
2	Montcalm	48	118.18
2	Wayne CC	48	0.00
2	H Ford	47	90.00
2	Tuscola ISD	47	16.35
2	KVCC	47	77.68
2	No. Central	46	174.77
2	H Ford	46	90.00
2	H Ford	46	130.77
2	Kent ISD	43	33.33
2	CS Mott	41	0.00
2	Macomb	41	100.00
2	Montcalm	41	20.00
2	Jackson	40	93.33
2	**AVERAGE**	**45.89**	**82.85**

Table 10: Continued.

Satisfaction Rate	Training Institution	Planning Concepts Used	Placement %
3	Wyoming	48	97.81
3	Macomb	33	80.00
3	Service Industries	20	100.00
3	**AVERAGE**	**33.67**	**92.60**
4	White Pigeon	44	24.00
4	Bay	43	100.00
4	**AVERAGE**	**43.5**	**62.00**
5	MCCC	46	0.00

Results. Table 10 shows that the planners used 20 to 49 program planning concepts, ranged in the satisfaction response from "very dissatisfied" to "very satisfied," and had placement rates ranging from 0% to 200%.

1. Those planners with a satisfaction rate of "1" (very satisfied) used an average of 43.65 concepts, with a mean placement score of 91.75%.

2. Those planners with a satisfaction score of "2" (satisfied) utilized an average of 45.89 concepts and had a placement mean of 82.85%.

3. Three planners had a satisfaction score of "3" (neutral), used 33.67 concepts and had a mean placement of 92.6%.

4. Two planners had a satisfaction score of "4" (dissatisfied), utilized an average of 43.5 concepts and had a placement rate of 62%.

5. One planner had a satisfaction score of "5" (very dissatisfied), used 46 concepts, and had 0% placement.

Table 11 illustrates more composite data of satisfaction scores and placement percentages, as compared to actual concepts used.

Table 11: Satisfaction/placement means.

No. of Concepts Used	No. of Planners Using Concepts	Planner Satisfaction With Program--Mean[a]	Placement Outcomes--Mean	Placement Range Low High
49	8	1.63	112.91	73.08 - 183.33
48	4	2.00	104.00	0.00 - 200.00
47	5	1.60	74.24	16.35 - 100.00
46	8	1.88	86.03	0.00 - 174.77
44	2	2.50	62.00	24.00 - 200.00
43	3	2.33	79.93	33.00 - 106.45
42	3	1.00	89.33	74.78 - 116.25
41	4	1.75	52.28	0.00 - 100.00
40	1	2.00	93.33	93.33
39	1	1.00	100.00	100.00
36	2	1.00	43.55	0.00 - 87.10
35	1	1.00	48.00	48.00
33	2	1.50	90.00	80.00 - 100.00
20	1	3.00	100.00	100.00

[a] 1 = high, 5 = low.

Results.

1. Planners using 48 or 49 concepts had the highest placement outcome mean (104% and 112.91%, respectively).

2. Planners using 48 or 49 concepts had a placement range of 0% to 200%.

3. Planners using 46 to 47 concepts had a placement range of 0% to 174.77%.

4. Planners using 40 to 44 concepts had a placement range of 0% to 200%.

5. Planners using 20 to 39 concepts had a placement range of 0% to 100%.

6. No pattern seemed to emerge regarding number of concepts used and satisfaction rates and/or placement outcomes.

Table 12 indicates the number of planners using 46 or more components and those using 45 or less.

Table 12: Satisfaction and placement outcome cluster.

No. of Concepts Used	Freq.	Ave. Satisfaction Score[a]	Average Placement %
48-49	12	1.75	109.94
46-47	13	1.77	81.50
41-44	12	1.83	70.08
40 or fewer	8	1.50	76.05

[a]1 = high, 5 = low.

Results.

1. Planners using 48 to 49 concepts had the highest placement percentages (109.94%).

2. Planners using 46 to 47 concepts had the second highest placement mean, or 81.5 percent.

3. Planners using 40 or fewer concepts had the third highest placement mean, or 76.05%.

4. Planners using 41 to 44 concepts had the lowest placement mean or 70.08%.

5. Although planners using 40 or fewer concepts had the highest average satisfaction scores (1.5), there was a tendency for those planners using more concepts to have a higher satisfaction score.

Table 13 contains a summary of each program's satisfaction rates, placement percentages and perceived effectiveness means of each concept area.

Results. Of the 20 planners who were very satisfied (satisfaction score = 1) with a specific training program, 10 had placement rates of more than 100%, and another 7 had placement rates higher than 50%.

Table 14 contains a summary of placement outcomes and planners' mean scores for all concepts.

Table 13: Summary of concept areas and effectiveness means by program (N = 45). (1 = very satisfied, 2 = satisfied, 3 = neutral, 4 = dissatisfied, 5 = very dissatisfied)

Place-ment %	Satis-faction	Planning Concept Areas							
		Planning Analysis	Planning Just.	Objec-tive	Adminis-tration	Instruc-tion	Market-ing	Evalua-tion	Program Delivery
200	1	4.8	4.2	2.5	4.4	4.2	4.1	4.3	4.7
183	1	4.6	5.0	5.0	5.0	5.0	5.0	5.0	5.0
175	2	3.2	3.2	3.0	3.9	4.0	2.8	3.9	2.6
131	2	2.8	2.8	3.5	3.9	3.2	3.3	2.9	3.4
127	2	3.0	3.6	3.5	2.7	3.4	4.1	3.6	3.3
118	2	4.6	4.6	5.0	4.4	5.0	4.1	4.7	3.8
116	2	4.0	3.0	4.5	4.1	3.4	3.6	3.9	3.4
116	1	4.0	3.0	4.3	3.9	4.0	3.9	4.0	3.6
116	1	4.2	3.4	4.3	3.9	4.4	4.5	3.5	2.8
110	1	3.4	3.6	4.0	4.0	4.0	3.0	3.1	3.4
108	2	3.8	4.4	3.8	3.1	4.6	3.5	4.4	4.4
106	1	3.2	2.8	4.3	4.6	3.8	2.3	3.4	3.7
104	2	4.4	4.0	4.0	4.3	4.4	3.5	2.9	4.3
100	1	4.4	4.6	4.5	4.6	4.8	4.4	3.9	4.3
100	2	3.6	4.4	3.0	3.7	4.0	2.1	2.7	3.7

Table 13: Continued.

Place-ment %	Satis-faction	Planning Concept Areas							
		Planning Analysis	Planning Just.	Objec-tive	Adminis-tration	Instruc-tion	Market-ing	Evalua-tion	Program Delivery
100	NA	2.6	4.5	4	3.7	4.3	4	3.4	4.7
100	3	3.5	NA	4.7	NA	3.8	NA	3.0	4.0
100	1	3.6	3.8	4.0	3.9	4.0	4.0	2.7	3.4
100	4	2.6	3.2	2.3	3.4	3.0	1.3	2.9	2.9
100	1	2.4	4.0	3.3	4.0	3.4	2.4	3.4	4.1
100	1	2.2	3.6	3.5	4.0	3.2	3.4	3.1	3.1
98	3	3.0	3.2	2.8	3.7	3.2	3.5	1.7	4.3
93	2	2.4	4.4	4.3	3.4	2.0	2.1	3.9	3.6
91	2	4.8	5.0	5.0	5.0	5.0	5.0	5.0	4.4
90	2	4.6	5.0	4.8	4.4	4.0	3.5	4.9	3.8
90	2	3.8	3.8	4.0	4.1	3.6	3.6	3.9	3.8
89	1	2.4	3.8	3.5	4.3	3.6	2.9	3.5	3.8
87	1	3.6	4.4	3.3	3.4	3.0	1.0	1.1	3.3
87	1	4.4	4.2	4.8	4.4	4.4	4.5	3.0	4.1
80	3	2.8	3.4	0.0	3.6	2.8	3.1	NA	2.8
78	2	3.8	3.4	3.0	4.3	4.2	3.2	4.3	4.1

Table 13: Continued.

Place-ment %	Satis-faction	Planning Concept Areas							
		Planning Analysis	Planning Just.	Objec-tive	Adminis-tration	Instruc-tion	Market-ing	Evalua-tion	Program Delivery
77	1	4.4	4.6	4.8	4.6	4.6	3.3	4.2	3.8
75	1	2.5	4.0	2.0	2.7	3.0	3.1	2.0	2.1
73	1	3.6	4.4	5.0	5.0	4.6	4.8	4.3	4.9
67	1	4.2	2.4	4.3	4.3	3.8	3.0	3.6	4.0
48	1	3.8	4.0	4.0	3.6	3.3	3.4	NA	2.3
33	2	4.0	2.6	2.8	2.9	3.6	4.0	3.1	2.9
24	4	2.6	2.6	2.8	3.6	3.0	3.1	3.0	3.4
20	2	3.8	4.0	2.0	4.7	3.7	3.8	3.8	4.3
16	2	3.6	3.6	3.3	4.1	3.2	3.1	3.1	3.4
0	2	2.5	4.0	4.0	3.4	4.6	2.4	3.7	4.8
0	1	4.0	2.0	3.8	2.7	3.8	4.2	2.3	3.6
0	1	4.6	4.0	4.7	4.9	4.8	4.7	4.4	4.7
0	2	3.0	4.0	3.0	3.6	4.0	2.7	3.0	3.4
0	5	2.6	3.2	3.0	3.3	3.2	2.6	3.3	3.4

Table 14: Summary of placement outcomes and mean of mean effectiveness scores for all concepts.

Placement Percentage	Mean of Concept Areas
200	4.15
183	4.95
175	3.33
131	3.23
127	3.40
118	4.53
116	3.74
116	3.84
116	3.88
110	3.56
108	4.00
106	3.51
104	3.93
100	3.68
100	2.70
100	3.50
100	3.44
100	4.44
100	3.40
100	3.90
100	3.80
98	3.18
93	3.26

Table 14: Continued.

Placement Percentage	Mean of Concept Areas
91	4.90
90	4.38
90	3.83
89	3.33
87	2.89
87	4.23
80	2.64
78	3.79
77	4.29
75	2.67
73	4.58
67	3.70
48	3.49
33	3.24
24	3.01
20	3.76
16	3.81
0	3.64
0	3.34
0	4.60
0	3.34
0	3.08

Results. Eighty percent of those planners with a 0% placement had concept mean scores of 3.64 or less. Seventy percent of those planners with a placement percentage of 116% or higher had a mean concept score of 3.64 or higher.

The mitigating variables, or those political and practical considerations, that may influence the outcomes of various training activities, are discussed in the next section.

Mitigating Variables (Political and Practical Considerations)

Research Question 6: What other mitigating variables may influence the outcomes of the various training activities?

To answer this question, data were gathered from the survey comments and interview questions (such as "Were there any mitigating variables that affected the outcomes of the project?" and "Were there political, economic or institutional policy factors?"). Information was also extrapolated from the focus group meetings. The first focus group was comprised of 18 AEAT program planners. The second focus group comprised 32 planners. The Michigan Jobs Commission convened these meetings to discuss perceived planner concerns or limitations in successfully completing the AEAT program. The purpose of the focus group meetings was to explore the possible relationship between mitigating variables, such as political and practical considerations, in completing an AEAT program. The focus groups used a fact-based problem-solving technique that included a failure mode and effects analysis (see Chapter III). The two groups then identified and ranked two specific

concerns, or mitigating variables, associated with the completion of program objectives:

1. Developing an effective program plan.

2. Making the necessary program modifications with the Michigan Jobs Commission after the plan had been previously submitted and approved (see Appendix H).

This information is significant in that it illustrates the types and sources of factors that affect the outcomes of the AEAT program. This information illustrates the role of practical and political considerations in program planning. In addition, this information supports the work of Cervero and Wilson (1994), who believed that program planning is only the first step toward successful program outcomes.

Focus Group: Effective Program Planning

The first program planning focus group identified themes or clusters as problematic in developing an effective program plan. The themes are listed in the fishbone diagram, as seen in Appendix H. Specific problems associated with program planning were ranked in this order:

1. The apparent lack of company commitment to or responsibility for the training or retraining program.

2. Intercollege or training environment considerations.

3. Lack of skills assessment/evaluation regarding the readiness skills of participants.

4. Monetary (dollars) and other resource limitations for completing the training activity.

5. Defining clear training objectives.

This focus group then ranked the problems, or mitigating variables. The group identified "the training commitment and responsibility of the companies being served" as the most problematic variable related to effective program planning. The first focus group responses are included in Figures 1 through 5. The responses were consolidated and modified to promote clarity for the reader.

Figure 1 displays the group-developed affinity chart (or cluster of themes) associated with company training commitment/responsibility. The focus group's multiple voting score for "company training commitment/responsibility was 18/36 possible points.

Figure 2 displays the group-developed affinity chart for a second area of concern associated with effective program planning: intercollege considerations. The focus group multiple voting score for "Inter-College considerations" was 10/36 possible points.

Figure 3 displays the group-developed affinity chart for the third concern associated with effective program planning: assessment and evaluation of the training program. The multiple voting score was 4/36 possible points.

Figure 4 displays the group-developed affinity chart for another concern associated with effective program planning: monetary and resource limitations. The multiple voting score for "Dollars" was 3/36 points.

* Lack of quality input from company management
* Scheduled training conflicts with production activities
* Lack of complete and concise information from the company
* Having the company do what they said they would do
* Lack of understanding of time needed to complete training
* Company's lack of understanding of how many employees to be trained
* Determining the real agenda, interest, and commitment of company to be served
* Conflicts between company at local level and corporate headquarters of the type of training needed
* Company's choice of steering committee to guide the training process

Figure 1: Problems related to company training commitment/ responsibility.

* Lack of trainer resources to complete training
* Scheduling and matching appropriate faculty
* The identification of best institutional team to complete training
* Lack of time to complete training in satisfactory fashion
* Political involvement of community agencies and groups at institutional level
* Determining appropriate objectives and training content
* Decisions regarding credit versus noncredit for training activities
* Interoffice cooperation, especially for reporting purposes

Figure 2: Problems related to intercollege considerations.

* Company defined evaluative criteria without consulting with training provider
* Company sometimes refused to assess employee's skill levels
* Assessment plan not developed

Figure 3: Problems related to assessment and evaluation.

* Some companies said, "Just get us the money, we'll determine how to spend it"
* Lack of administrative personnel (and funding) to complete the training
* Budget constraints--especially in areas not funded
* Unrealistic company expectations for what budget could deliver

Figure 4: Monetary/resource limitations.

Figure 5 displays the group-developed affinity chart for another concern associated with effective program planning: developing objectives. The focus group multiple voting score for "Objectives" was 1/36 points.

* Getting company to assist in assessment process
* Lack of written objectives in program plan
* Receiving company agreement of training needs and associated objectives
* Lack of understanding of objectives
* Management views of objectives not consistent with employees'

Figure 5: Problems related to developing objectives.

Results. Five affinity charts, or clusters of mitigating variables, associated with effective program planning were identified by one focus group. The five main mitigating variables to program planning included:

1. The lack of company commitment to training. Examples expressed in this area included the absence of management input, conflict with production activities, and conflicts between the company and the corporate headquarters.

2. Intercollege considerations. Specific problems included scheduling conflicts, identifying appropriate training teams, time constraints, community involvement, and an absence of cooperation.

3. Lack of participant skill assessment/evaluation. For example, an assessment plan was not developed or used appropriately.

4. Monetary and other resource limitations. Specific concerns included unrealistic expectations for training and misunderstandings of how the grant was to be used.

5. The need for clear training objectives. Examples in this area included the absence of written objectives, and differences between management's and employees' interpretations of the objectives.

Focus Group: Program Modification

The second focus group addressed problems associated with modification of the accepted training proposal at the company and state levels. The fishbone diagram displaying problems associated with the modification of the training program can be found in Appendix H. Specific problems associated with modification include:

1. Communication problems with the company to be trained.

2. Communication problems with appropriate state office.

3. Community college or training provider's internal communications.

4. Lack of adequate resources (human and other) to effectively complete the training or retraining activity.

5. The role of the business climate in which the training was being conducted.

6. The level of company commitment to training.

7. Political considerations at local, company, and state levels.

This focus group then ranked the problems, or mitigating variables, associated with program modification. The group identified "communication problems with the company to be trained" and "communication problems with the state" as the two most important considerations in making program modifications.

The second focus group's responses are included in Figures 6 through 12. The responses were consolidated and modified to promote clarity for the reader.

This focus group did not use the same multiple voting scoring system as the first group, and were able to vote on only one problem, not two (as before). Communication problems with the state, company, and at the college level had a single multiple voting score of 10/32 points. Although "Planning" had a score of 6/32, it was not discussed because this variable was dealt with by the first group.

Figure 6 displays the group-developed affinity chart of themes associated with "communication problems with the company."

Figure 7 displays the group-developed affinity chart for another primary mitigating variable affecting program modification: communication with the state (Michigan Jobs Team).

Figure 8 displays the group-developed affinity chart for concerns associated with program modification: internal communication problems.

* Lack of understanding between company and the state offices about the modification process
* Lack of communication between state and applicant organization
* State contact with companies not coordinated with training institution
* Misinterpretation from company thinking grant money was theirs to use in any fashion
* Misinterpretation of requirements and procedures by the company

Figure 6: Communication Problems With Company.

* Changing state requirements
* Conflicting communications from state offices and personnel
* Misinformation from account representatives or field managers
* Failure to clarify levels of acceptance for program modification
* Poor instructions in grant-writing procedure
* Vague definitions in grant applications
* Delays in the approval process
* Grant deadline requirements sometime unrealistic

Figure 7: Communication problems with the state.

* Poor or insufficient resources
* College can't anticipate changes in timely fashion
* AEAT application is incomplete
* Staff changes within training institution
* Staff overextended to complete programs
* Limited availability of trainers and/or instructors
* Poor program administration
* Overall lack of internal communication
* Failure to understand the application process

Figure 8: Internal communication problems.

Figure 9 displays the group-developed affinity chart for concerns associated with program modification: training institution's lack of resources to complete training activity. The multiple voting score for "Lack of Resources" was 5/32 points.

* Staff overextended
* Internal personnel changes
* Availability of trainers
* Programs not funded at levels requested

Figure 9: Lack of resources.

Figure 10 displays the group-developed affinity chart for concerns associated with program modification: the role of the business climate. The multiple voting score for "Business Climate" was 5/32 points.

* Employee reductions and turnovers
* Company wants plan changed after being submitted and approved
* Changes in production schedules
* Changes in plant contact person
* Changes in training focus from corporate office
* Changes in technology used at plant

Figure 10: Business climate.

Figure 11 displays the group-developed affinity chart for concerns associated with program modification: company commitment to training. The multiple voting score for "Company Commitment" was 3/32.

* Lack of cooperation from company
* Employees don't always complete training
* Employers don't insist on participant attendance
* Company cancels scheduled training activities

Figure 11: Company commitment to training.

Figure 12 displays the group-developed affinity chart for concerns associated with program modification: politics associated with training. The multiple voting score for "Politics" was 3/32 points.

* Disputes between union members and management over nature of training, participants to be invoived, and scheduling
* Some plants refuse funds because they don't want training responsibility

Figure 12: Political considerations.

Results: The second focus group discussed problems, or mitigating variables, affecting the AEAT program-modification process. Several areas or clusters were included in making program modifications. These variables, listed in order of perceived importance, include:

1. Communication problems at the company, state, and college levels. Examples expressed in this area included misinterpretations of AEAT rules and regulations, failures to clarify acceptance levels, and changing state regulations.

2. Lack of adequate resources to complete training. Specific concerns were discussed regarding staff and monetary limitations.

3. An unpredictable business climate. Plant reductions, turnovers, and production schedules were cited as examples in this area.

4. A perceived lack of company commitment to training. Specific problems included an absence of company cooperation and follow-through.

5. Politics between the company, state, and the college. Specific concerns included internal disputes and refusal of funds.

The focus group meetings discussed and presented several political and practical concerns related to the Adult Education Alternative Training program. During those focus group meetings, Michigan Jobs Commission personnel advised the planners to accommodate these mitigating variables that may affect the training program.

Summary

Chapter IV was divided into four parts. AEAT program outcomes and planners' satisfaction with those outcomes were described in the first part. Qualitative and quantitative data directed toward Research Questions 2 through 4 were presented in the second part. The actual program delivery techniques used to implement the AEAT activities were discussed, and the frequency of concepts used, and their perceived importance and effectiveness, were explored. Research Question 5 was answered in the third part.

In the fourth part, the role of other mitigating variables (Research Question 6) related to program outcomes was explored. This information was drawn primarily from interviews, written comments taken from the surveys, and focus group meetings.

Chapter V contains a summary of the major findings, conclusions drawn from the findings, and recommendations for further research.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Introduction

Chapter IV presented the data gathered during the study. It discussed actual AEAT outcomes and planner satisfaction of those outcomes. In addition, planning concepts used by AEAT program planners and the frequency of concepts used were reviewed. The preceding chapter also summarized the data related to the perceived importance and effectiveness of the planning components and the relationship between the use of planning concepts and planners' satisfaction with program outcomes. Finally, the data collected through the interviews supported the work of Cervero and Wilson (1994), who suggested that program planning is as much a sociopolitical process as it is a technical one. One program planner summed up the process by saying, "You can plan for all the right reasons and your program can still fail."

This study, using both quantitative and qualitative data, presented exploratory research that described the nature of planning in educational organizations. The literature on government funded training and retraining programs helped in interpreting the planning experiences at those institutions.

Sixty-three percent (45) of the individuals completing 107A activities returned a questionnaire. Ten more participated in an interview, and 50 participated in a focus group. The real effect of their planning efforts is just beginning. For the reader's convenience, a consolidation of much of the data can be found in Appendix I.

Chapter 5 contains a summary of major findings, conclusions, and recommendations for further research.

Summary of Findings

1992-93 AEAT Program Outcomes

According to the Michigan Department of Education, the 1992-93 AEAT program resulted in the following outcomes: 156 projects were funded; $24,990,000 was budgeted; 36,696 individuals were trained or retrained; and the training costs per individual averaged $681. Although the Michigan Department of Education was required to provide outcome information on the trainees, more relevant evaluation of the job training program based on company-specific outcomes related to the training needs of the employer was lacking. Therefore, local program sources were used to answer the following research questions.

> Research Question 1: To what extent are Adult Education Alternative Training planners satisfied with the outcomes of specific 1992-93 programs?

According to the survey, 84% of the program planners were very satisfied or satisfied with their program outcomes. Another 6.6% of the respondents were dissatisfied or very dissatisfied with the program outcomes. While comments taken

from the program planner interviews and focus groups were consistent with the survey findings, the qualitative data illustrated the types of planner concerns with the AEAT program and reflected the political and practical aspects of program planning (see Table 1, p. 90).

> Research Question 2: Do Adult Education Alternative Training program planners use program planning concepts as outlined by Boyle, Mitchell, Buskey, Cervero and Wilson, and others? Are some program planning concepts used more frequently than others? If so, what are they

Of a total of 50 specific program planning concepts, 55.6% (25) of the respondents used 45 or more in planning the AEAT activity. Another 37.7% (17) planners used 35 to 44 concepts. Only three planners (6.7%) used 34 or fewer planning concepts. The most frequently used concept area was in program delivery (see Table 2, p. 98).

> Research Question 3: Do program planners consider some planning concepts to be more important than others? If so, what are they?

Program planners recognized the importance of using program planning concepts and appeared to be at different stages in the extent to which they were used, and believed to be important. Concepts in developing an administration plan had the highest mean score of perceived importance (3.99). Concepts in developing an instructional plan had the second highest mean score (3.98). It appears that the development of a marketing plan was perceived to be least important, as it had a mean score of 3.38.

Research Question 4: Do program planners consider some concepts more effective than others? If so, what are they?

Program planners recognized the effectiveness of using certain program planning concepts. Planners appeared to be at different stages in the extent to which they were believed to be effective. Administration had the highest mean score (3.88). It may be inferred that this particular concept area was perceived to be most effective. However, program delivery had six of the highest mean scores, which could indicate that some of those concepts were also perceived to be important. Marketing, with a mean of 3.15, was perceived to be least effective (see Table 8, p. 114).

Research Question 5: Do associations exist between using planning concepts and planners' satisfaction with completing stated objectives and actual placement outcomes?

Use of more program planning concepts by the planners increased their self-reported goal-completion rates. Planners using 48 or more concepts had an average placement ratio of 104.94%, whereas planners using 44 or fewer concepts had an average placement of 72.42%.

For those 25 planners using 46 or more concepts, their average placement rate, or program outcome, was 95.15%. Their average satisfaction score was 1.76 (1 = very satisfied; 5 = very dissatisfied). For those 12 planners using 41 to 44 concepts, their average placement rate was 70.08%. Their average satisfaction score was 1.83, or lower than the group using more concepts. The eight planners using 40 or fewer concepts had an average placement score of 76.05%, and had the highest average satisfaction scores (see Tables 10 through 14, pp. 124-134).

Research Question 6: What other mitigating variables may influence the outcomes of the various training activities?

Planning may be a social practice and not always a scientific one. The interviews and focus group meetings tended to reveal that training or retraining programs for adults emerged from the personal and organizational interests of the people involved in the planning. (The focus group meetings identified "commitment to and responsibility for the training process by the company involved" and "modifying the program plan" as the two most important mitigating variables that affected outcomes--see Figures 1 through 12, pp. 138-144.)

Conclusions

Numerous conceptual insights came to light as a result of this study of program planning concepts. This study led the researcher to draw the following major conclusions:

1. AEAT program planners who used a structured and systematic program planning format were more satisfied with program outcomes and experienced a higher degree of participant placement in jobs.

Discussion. Using program planning concepts provides a basic opportunity to involve planners in a collaborative way and to set the tone for the nature of the training activity. The greater and more effective use of program planning concepts appears to increase the likelihood for program success and to increase the planners' satisfaction with the program. The data showed that planners using the most planning concepts had the highest placement rates.

It may also be argued that so many relationships exist between program planning, satisfaction rates and outcomes that it is impossible to draw a truly definitive conclusion. However, it appears that general program planning concepts can be identified that are likely to contribute to the program's effect and the planner's overall satisfaction.

2. The planning context is only the first step in successful AEAT programs: political and practical considerations play a key role in actual outcomes.

Discussion. Several program planning authors have urged planners to analyze the planning context as a first step in constructing programs (Boyle, 1981; Buskey, 1987; Caffarella, 1988; Knox, 1979). Although this is clearly one role that planners play, it sells the complexity of their practice far short. Planning a program is not simply a matter of implementing a theoretical planning framework. It is also a social activity in which planners, learners, employers, trainers, and other stakeholders seek to construct a program together. Some vision must guide the planners in accomplishing this task. The vision that seems to emerge is the need to use substantial democratic planning, where all stakeholders should be involved in the decisions of what is important about the program. This association gives substance to a program that is responsive, organized, and meaningful.

Planners may need to sacrifice some of the principles that underlie classical planning models and respond to situations that arise in their everyday environments. Program planners need the technical, political, and ethical skills and knowledge to further ensure the completion of stated objectives. It is incumbent upon planners to

develop an ongoing awareness that their programs may have been created in political situations, open to modification as a result of political decisions, and dependent on a positive political climate (Cervero & Wilson, 1994).

An important factor is that program planning merges both the negotiation and networking knowledge to work with the process required for completion of goals and the skills needed to nurture a democratic planning process. In general, program planners appear to implement program planning concepts, and recognize their relative importance and effectiveness in meeting objectives. However, program planners recognize their precarious role in planning AEAT activities and tend to plan in the context of interests, influence, and negotiation, rather than applying research-based principles. Program planners also tend to organize customized planning concepts to overcome other perceived problems, such as institutional concerns, resource limitations, the business climate of the company trained, and working relationships with local and state agencies. In short, planning responsibly means planning politically.

3. <u>The proactive commitment of the stakeholder's leadership and support is a requirement to develop a meaningful training or retraining program</u>.

<u>Discussion</u>. According to the focus groups, interviews, and surveys, the stakeholder's commitment, responsibility, and appropriate follow-through are absolutely critical to the program's outcomes. This one element is a required aspect of program success, regardless of the number of planning concepts used. When AEAT programs are planned with a business or industry, the people in those

supervisory roles have interests about which planners must negotiate in constructing the program. These individuals have expressed and real interests that influence their exercise of power in the planning process and program outcomes. The central form of action for the program planner to follow is to be able to negotiate those interests. The planner must make practical judgments in each of these situations where the company's leadership and support hinges on personal values, environmental constraints, available resource alternatives, and other factors (Pennington & Green, 1976, p. 22).

Part of the planner's skill in developing successful program outcomes is knowing how to read leadership commitment and using it to build a better planning process. Along with this, planners must have the knowledge and skills necessary to take calculated risks that are politically astute and technically sound. This politically savvy knowledge used by program planners may not always be an explicit part of their planning repertoire, yet it certainly must be cultivated and included in the program planning framework.

4. AEAT program planners emphasized the need for several effective and important concepts at both the organizational and activity levels of programming.

Discussion. Program planners recognized and implemented concepts that underscored the importance of prepared instructors who involved participants in the learning process, relevant objectives and program priorities that were based on company needs, and learner assistance and support used in meaningful fashions. Because resources are always central considerations in program planning and

delivery, planners would be well-advised to incorporate these planning concepts into every program plan.

The program planning literature tends to be a highly prescriptive planning framework, with little attention being given to how program development actually occurs in real-world settings. Consequently, few alternative means of completing various planning tasks have been recommended to adult planners. However, in this study, AEAT reflective practitioners have customized and advanced planning concepts that work in this particular context. Use of this updated model may enhance AEAT program outcome success. Further examination of these planning concepts is recommended.

5. AEAT program planners, although not required to follow prescribed planning directions by state officials, adopted or revised planning principles advanced by Boyle (1981), Buskey (1987), Cervero and Wilson (1994), and others.

Discussion. Effective practice is based on being able to fully understand one's own planning framework, knowing how to assess it, and being able to change it when necessary. This study indicated that effective practice will not be attained by blindly following another planner's framework. Individual beliefs about learning and training are too diverse and institutional issues too complex to permit any single framework to be universally appropriate. However, it appears that textbook frameworks can be useful as long as program planners are aware of their limitations.

In addition, a theoretical framework provides a way to influence the planning process at the individual, departmental, or institutional level. By using the

conceptual tools of good planning, making better decisions in a specific context may be improved. For those connected with the reality of routinely planning programs, these are important considerations that can be achieved when the planner decides to develop and use a systematic plan. This may mean risking change in a previously established way of delivering instruction. It may mean that the negotiation of personal and organizational interests could be a central activity in the planning practice. Planning is done by real people in real organizations that have institutional memories, relationships of power, and human needs and interests.

Once again, all of the institutions studied seemed to use some framework of program planning (more than half of the respondents used 45 or more concepts). Still, the knowledge used in adopting those principles may not be derived from the literature, where the prescriptive planning frameworks can be found, but from the planners' repertoire of examples, images, experiences, and observations. The practical planning recommendations advanced by the planners also suggest that planning professionals develop their own theory of practice under real-life conditions. It may follow that the literature's prescriptive frameworks are useful to the extent they help practitioners become practical theorists.

6. AEAT program planners are effective practitioners.

Discussion. A portion of the literature on program planning implied that, by using a particular planning framework, one can become a competent and effective planner. These frameworks are found in a variety of graduate programs and in other forms of professional preparation, such as conferences, seminars, and inservices.

However, the findings in this study suggested that AEAT planners were successful in their own right, without following a theoretical framework to the letter. This study supports the contention that successful planners actually develop a pragmatic framework that works for them in a particular training context. The vast majority of the planners were able to work with others, develop trust, locate resistance and support, be sensitive to timing, know the ropes, and still train nearly 37,000 Michigan residents.

Michigan governmental officials associated with the AEAT program can take great pride and satisfaction in knowing that planners are making the upgrading of employees' skills a priority within their institutions. Program planners are playing a central role in the state's economic development strategy.

Recommendations for Future Research

As indicated in Chapter I, the purpose of this study was to determine whether AEAT training providers implemented and used a systematic plan for developing training or retraining programs, and its relationship to planner satisfaction and meeting program objectives. The nonlinear nature of program planning raises many issues that require additional research:

1. Further study is needed into the nature of the collaboration between stakeholders involved in AEAT activities. Collaboration between training providers, their clients, and the appropriate local and state agencies, from planning stages through program evaluation, is essential in order to maintain course relevance and quality (Kantor, 1994, p. 104). Additional study could explore this relationship.

2. The effect of context, ethos, politics, and culture on program planning. By assessing the cultural climate of an organization, training providers can gather essential baseline information about an organization and hence provide a guide for more skills-specific assessment, curriculum development, delivery, and evaluation. Educational programs may be largely determined by structural forces, namely, the dominant ideologies and interests of the "social, cultural, and political institution" (Cervero & Wilson, 1994, p. 27). The issues need exploration.

3. The relationship between a training/retraining provider's proposed program and its actual capacity to deliver the established objectives. Further study may suggest that "training providers can't be all things to all people." A study of this nature may help identify reasons why a program had poor outcomes.

4. The relationship of financial resources to the nature of the training or retraining program. The importance of resources to implement successful program planning concepts cannot be discounted. All AEAT providers were funded for the proposed training projects. Several respondents raised the concern about being funded to the extent they requested. A future study needs to explore whether and to what extent the financial support makes a difference.

5. To ensure that job-training programs are of high quality, relevant performance standards and accountability measures need to be investigated–and established. A follow-up study for program participants and their employers is recommended. The study should determine what happened as a result of the training/retraining interventions.

6. The importance of up-to-date information on local economic needs as well as national and global trends is recommended. Training and retraining programs must be developed, promoted, and evaluated on their ability to meet client needs. Possessing a clear knowledge of labor market needs is critical to ensuring that workers can receive training in industries that will be strong in the future. Further research is suggested to determine the extent to which training providers collect and use that information.

7. The difference between recruiting program participants directly from industry and recruiting anyone from the local community may be significant. Exploration of one group's job readiness and motivation skills could expand our knowledge in this area.

8. The job training system in Michigan's future must ensure that the skills workers acquire through training are portable from program to program. Further research into avenues for planner collaboration and professional development activities is recommended.

Summary

Studying the AEAT program planning process provides interesting insight into the nature of how institutions approach program development. The program planning process appears to incorporate several research findings that help to contribute to the completion of stated program objectives. Although program planning offers no magic solution for training or retraining providers, it appears to begin a process that provides for an improvement in program outcomes. It does this

in several ways: by changing the nature of the program planner to become more systematic, by focusing on a model for an improved planning process, by merging staff development resources on the need for program planning, by encouraging more collaboration and involvement among and between program planners and program stakeholders, and by providing a basis for connecting various program planning components into a single, more unified one.

Of equal importance, the context always matters as attempts to plan are made. A truly practical theory appears to offer planners not only a set of practical procedures, but also a way to understand the organizational contexts in which the procedures are to be carried out. In short, planners must make practical judgements: "a judgement of what to do, or what is to be done, a judgement respecting the future termination of an incomplete and so far indeterminate situation" (Dewey, 1915, p. 514).

Threats to and opportunities in America's economic development are coming from more than one direction: technology change, work force demographics, and global competition that requires training and retraining (Kantor, 1994, p. 84). American adult program providers must focus on preparing our citizens for a global marketplace. Planning is future making, which is why it matters and why planners should care about doing it better.

Reflections

Reflecting on the results of the study, I am struck with several impressions that extend beyond the findings and conclusions, and need to be shared with the

reader. First, the question of why an educational institution, particularly the community college, would wish to procure AEAT funding needs to be addressed. One obvious and common response is the self-serving one of increased enrollments and revenues. However, I am convinced that there are deeper motivations that stem from the core beliefs of the program planners on behalf of the institutions they serve so well. The desire to advance and better the community through meaningful collaboration with business and industry, area service agencies, and state departments is one example of that stronger motivation. Although enrollment and revenue issues may continue to drive decisions to participate in community economic development activities, the State of Michigan can be encouraged that workforce training for local business and industry is a major mission of the community college and a logical extension of its traditional career preparation function.

Second, the study reaffirmed my strong belief that educating and training a world-class workforce is key to Michigan's economic growth and ability to compete in a global marketplace. Michigan's AEAT providers are well-positioned to provide quality, cost-effective workforce training and retraining. Still, it is incumbent upon program planners and leaders to apply the political and practical aspects of planning. They need to continue to be proactive in working with federal, state, and local government to initiate policies and incentives for businesses to invest in workforce training and ensure appropriate funding/resources for the training institutions.

In addition, those same planners and leaders need to work even more closely with business and industry management and employees to assess training needs. This means that the traditional instructional systems may need to be abandoned and replaced with a customized instructional design and delivery that works. Once again, the most effective and important planning concept cited by the practitioners was "making training relevant." It is clear that those training or retraining activities that are taught at the shop-floor level, using more applied technology techniques, will help ensure program success.

Third, program planning is not a panacea; it is not a miracle cure for ensuring that all program objectives are met. Planning requires significant time and effort. It requires a practical melding of process, personalities, and implementation that appears to be missing in institutional professional development programs--including Michigan State University.

At a time when business and industry are desperate for relevant and practical training that will maintain company competitiveness and profitability, Michigan's adult program planners require similar "just-in-time" upgrading and professional development. Whereas planners currently look to each other for improving their skills as practitioners, and affiliate with professional associations, such as the Michigan Customized Trainers and the American Society for Training and Development, they need additional training sources, including the state's universities. Michigan State University, particularly the College of Education, needs

to take a hard look at its course offerings and assess its professional relationships with adult program planners.

These reflections would be incomplete without making some observations about the professionals involved in the study. Having engaged my colleagues in various interactions, I remain impressed about their passion and enthusiasm for what they do. Through the interviews and focus groups, the program planners seem genuinely committed to making a positive effect on their communities. Each planner had a story to tell that allowed for the diversity of one's institution, yet shared a collective vision of service, professionalism, and devotion to others. I have a renewed sense of pride for my colleagues and friends who are "future making."

In reviewing the dissertation process, I am pleased with what has been accomplished. I have increased my understanding of the characteristics and effects of planning and the outcomes that result. Best of all, I believe I have discovered practical information that can be useful to other program planners.

APPENDICES

APPENDIX A

LETTER OF APPROVAL FROM THE UNIVERSITY COMMITTEE ON RESEARCH INVOLVING HUMAN SUBJECTS

MICHIGAN STATE
UNIVERSITY

March 2, 1995

TO: John G. Zappala
Mid MI. Community College
5805 E. Pickard
Mt. Pleasant, MI 48858

RE: IRB#: 94-573
TITLE: AN ANLYSIS OF THE MICHIGAN EDUCATION ALTERNATIVE TRAINING PROGRAM USING SELECTED CONCEPTS OF SUCCESSFUL PROGRAM PLANNING
REVISION REQUESTED: 02/01/95
CATEGORY: 1-A,C,E
APPROVAL DATE: 01/19/95

The University Committee on Research Involving Human Subjects'(UCRIHS) review of this project is complete. I am pleased to advise that the rights and welfare of the human subjects appear to be adequately protected and methods to obtain informed consent are appropriate. Therefore, the UCRIHS approved this project including any revision listed above.

RENEWAL: UCRIHS approval is valid for one calendar year, beginning with the approval date shown above. Investigators planning to continue a project beyond one year must use the green renewal form (enclosed with the original approval letter or when a project is renewed) to seek updated certification. There is a maximum of four such expedited renewals possible. Investigators wishing to continue a project beyond that time need to submit it again for complete review.

REVISIONS: UCRIHS must review any changes in procedures involving human subjects, prior to initiation of the change. If this is done at the time of renewal, please use the green renewal form. To revise an approved protocol at any other time during the year, send your written request to the UCRIHS Chair, requesting revised approval and referencing the project's IRB # and title. Include in your request a description of the change and any revised instruments, consent forms or advertisements that are applicable.

PROBLEMS/ CHANGES: Should either of the following arise during the course of the work, investigators must notify UCRIHS promptly: (1) problems (unexpected side effects, complaints, etc.) involving human subjects or (2) changes in the research environment or new information indicating greater risk to the human subjects than existed when the protocol was previously reviewed and approved.

If we can be of any future help, please do not hesitate to contact us at (517)355-2180 or FAX (517)336-1171.

Sincerely,

David E. Wright, Ph.D.
UCRIHS Chair

DEW:pjm

cc: Rodolfo Garcia

OFFICE OF
RESEARCH
AND
GRADUATE
STUDIES

University Committee on
Research Involving
Human Subjects
(UCRIHS)

Michigan State University
225 Administration Building
East Lansing, Michigan
48824-1046

517-355-2180
FAX 517-432-1171

MSU is an affirmative
action/equal opportunity institution

APPENDIX B

MICHIGAN JOBS TEAM LETTER OF SUPPORT

MICHIGAN JOBS COMMISSION
Office of Workforce Development

Doug Rothwell
Chief Executive Officer

John Engler, Governor

May 24, 1995

John Zappala
Dean of Liberal Arts and Continuing Education
Mid Michigan Community College
5805 East Pickard Street
Mt. Pleasant, Michigan 48858

Dear John:

Thank you for inviting the cooperation of the Michigan Jobs Commission in your study of the local planning processes used to develop training projects for the 1992-1993 Adult Education Alternative Training Program. This state grant program has been revised each year since then in response to various types of statewide program information and analysis. However, I am not aware of other formal studies of local training project implementation.

I hope the report of your study will be useful to the many different educational institutions who are continuing to improve the effectiveness of services to Michigan's employers. Therefore, I agree to provide some information and other limited collaboration to assist your study. As we have agreed, I reserve the right to review and comment on any materials related to this study prior to publication.

Please feel free to share this description of the Michigan Jobs Commission's role in this study with those who receive your survey. As any additional issues arise on this survey, please feel free to contact Barb Chubb or myself.

Sincerely,

WFDE

for John S. Palmer, Jr.
Workforce Development Executive
Economic Development Job Training Program

201 N. Washington Square • Victor Office Center - 3rd floor • Lansing, MI 48913 • Tel (517) 373-6508 • Fax (517) 373-8179
Michigan Relay Center 1-800-649-3777 (Voice and TDD)

APPENDIX C

MAILING TO PROGRAM PLANNERS

MMCC
Mid Michigan Community College

5805 East Pickard | Mt. Pleasant, Michigan 48858 | Telephone 517/773-MMCC

Date

Name
Institution

Dear _____,

As a program planner of one of the first educational institutions in Michigan to develop a 107A Adult Education Alternative Training Program for Project Name (Project Number _____) in 1992-93, you are in a unique position to be able to share your experiences with colleagues interested in program improvement.

Your help in completing this study will add to the information about concepts of successful program planning. This study seeks to determine whether planning components are perceived to have been included in the Adult Education Alternative Training program, and the relationship of these components, if any, to completing program objectives. As you answer the questions on this survey, please consider only those planning components that you utilized in the project noted above. NOTE: This study is not an evaluation of the 107A program.

This study involves these data gathering techniques:
1. A survey of the hundred-plus planners involved in the 107A activity.
2. Selected on site or telephone interviews.

As Dean of Liberal Arts and Continuing Education at Mid Michigan Community College, I have extensive experience in program planning. I have attended several program planning training sessions and presented program planning information for the Michigan Department of Education in August, 1994.

The details of this research study are explained in the summary enclosed in this letter. The study will be used by me in a doctoral dissertation at Michigan State University. All program planners who participated in Michigan's 107A activities will be contacted. I will provide all participants with results of the study.

Your cooperation in this important research is greatly appreciated.

If you have any questions, feel free to call me at home (517) 773-1750 or work (517) 773-6622.

Sincerely,

John Zappala

APPENDIX D

1992-93 MICHIGAN EDUCATION ALTERNATIVE TRAINING PROGRAM PLANNING SURVEY

[illegible]

This survey is designed to obtain a structured appraisal of the utilization of program planning components in the 1992-93 Michigan Education Alternative Training activities. The data you provide will be used in a doctoral study at Michigan State University.

To preserve confidentiality, your name is not requested, and your views will be consolidated with those of others. Please read the questions carefully, and follow instructions where they are provided.

Thank You

PLEASE ANSWER ALL QUESTIONS ON THE QUESTIONNAIRE

AND RETURN IN THE SELF-ADDRESSED STAMPED ENVELOPE TO:

John Zappala
Mid Michigan Community College
5805 East Pickard
Mt. Pleasant, MI 48858

Preliminary Information

1. Project Number _____ Training Provided To _____
(Company Name)

2. To what extent were you satisfied with the outcome of this particular training activity?

_____ Very Satisfied
_____ Satisfied
_____ Neutral
_____ Dissatisfied
_____ Very Dissatisfied

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

DIRECTIONS:
Please answer each question by circling the appropriate scale response. If you wish to change an answer, please mark an X over the original answer and circle a new response.
*** Column I, How important is this component to an effective program?**
*** Column II, To what degree were you effective in using this component in your program?**

COLUMN I	COLUMN II
1. NOT IMPORTANT	1. DID NOT USE
2. SOMEWHAT IMPORTANT	2. NOT EFFECTIVELY USED
3. IMPORTANT	3. SOMEWHAT EFFECTIVELY USED
4. VERY IMPORTANT	4. EFFECTIVELY USED
5. ESSENTIAL	5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
1. **PLANNING: ANALYSIS**	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
1.1 Established planning/advisory committee	1 2 3 4 5	1 2 3 4 5	
1.2 All stakeholders were represented on the committee	1 2 3 4 5	1 2 3 4 5	
1.3 Identified target population for the program	1 2 3 4 5	1 2 3 4 5	
1.4 Problem areas/ needs studied and analyzed	1 2 3 4 5	1 2 3 4 5	
1.5 Consideration was provided for social/educational backgrounds of learner	1 2 3 4 5	1 2 3 4 5	

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

COLUMN I

1. NOT IMPORTANT
2. SOMEWHAT IMPORTANT
3. IMPORTANT
4. VERY IMPORTANT
5. ESSENTIAL

COLUMN II

1. DID NOT USE
2. NOT EFFECTIVELY USED
3. SOMEWHAT EFFECTIVELY USED
4. EFFECTIVELY USED
5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
2. PLANNING: JUSTIFICATION	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
2.1 Identified specific job performance deficits to be addressed	1 2 3 4 5	1 2 3 4 5	
2.2 Selected subject areas related to identified performance deficits	1 2 3 4 5	1 2 3 4 5	
2.3 Identified program priorities based upon trainees' interests and needs	1 2 3 4 5	1 2 3 4 5	
2.4 Identified program priorities based upon employer needs	1 2 3 4 5	1 2 3 4 5	
2.5 Identified program priorities based upon provider's institution's preparedness/availa-bility	1 2 3 4 5	1 2 3 4 5	

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

COLUMN I

1. NOT IMPORTANT
2. SOMEWHAT IMPORTANT
3. IMPORTANT
4. VERY IMPORTANT
5. ESSENTIAL

COLUMN II

1. DID NOT USE
2. NOT EFFECTIVELY USED
3. SOMEWHAT EFFECTIVELY USED
4. EFFECTIVELY USED
5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	Column I	Column II	Column III
3. OBJECTIVES	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
3.1 Selected objectives that implied changes in behavior of individuals	1 2 3 4 5	1 2 3 4 5	
3.2 Objectives were established prior to program implementation	1 2 3 4 5	1 2 3 4 5	
3.3 Objectives were related to the company's job performance deficits	1 2 3 4 5	1 2 3 4 5	
3.4 Objectives were related to the interests/needs of trainees	1 2 3 4 5	1 2 3 4 5	

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

COLUMN I

1. NOT IMPORTANT
2. SOMEWHAT IMPORTANT
3. IMPORTANT
4. VERY IMPORTANT
5. ESSENTIAL

COLUMN II

1. DID NOT USE
2. NOT EFFECTIVELY USED
3. SOMEWHAT EFFECTIVELY USED
4. EFFECTIVELY USED
5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
4. ADMINISTRATION	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
4.1 An administrative plan was developed	1 2 3 4 5	1 2 3 4 5	
4.2 Administrator was in charge of program	1 2 3 4 5	1 2 3 4 5	
4.3 Determined criteria for selecting instructional staff	1 2 3 4 5	1 2 3 4 5	
4.4 Selected instructional staff with documented expertise in content area	1 2 3 4 5	1 2 3 4 5	
4.5 Arranged appropriate institutional facilities and services	1 2 3 4 5	1 2 3 4 5	
4.6 Clearly defined administrative roles and responsibilities	1 2 3 4 5	1 2 3 4 5	
4.7 Developed a budget covering all anticipated resource costs	1 2 3 4 5	1 2 3 4 5	

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

COLUMN I

1. NOT IMPORTANT
2. SOMEWHAT IMPORTANT
3. IMPORTANT
4. VERY IMPORTANT
5. ESSENTIAL

COLUMN II

1. DID NOT USE
2. NOT EFFECTIVELY USED
3. SOMEWHAT EFFECTIVELY USED
4. EFFECTIVELY USED
5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
5. INSTRUCTION	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
5.1 Developed instructional plan	1 2 3 4 5	1 2 3 4 5	
5.2 Determined methods of presentation appropriate to job performance objectives	1 2 3 4 5	1 2 3 4 5	
5.3 Selected instructional materials appropriate to job performance objectives	1 2 3 4 5	1 2 3 4 5	
5.4 Developed pre-training activities (eg., orientation, materials) helping learner to anticipate ideas and concepts to be presented	1 2 3 4 5	1 2 3 4 5	
5.5 Utilized methods of interactive learning in instructional activities	1 2 3 4 5	1 2 3 4 5	

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

COLUMN I

1. NOT IMPORTANT
2. SOMEWHAT IMPORTANT
3. IMPORTANT
4. VERY IMPORTANT
5. ESSENTIAL

COLUMN II

1. DID NOT USE
2. NOT EFFECTIVELY USED
3. SOMEWHAT EFFECTIVELY USED
4. EFFECTIVELY USED
5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
6. MARKETING	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
6.1 Developed marketing plan	1 2 3 4 5	1 2 3 4 5	
6.2 Communicated value of program to appropriate employer decision makers	1 2 3 4 5	1 2 3 4 5	
6.3 The power structure within participating employer supported training program	1 2 3 4 5	1 2 3 4 5	
6.4 Marketing effort was organized and inclusive	1 2 3 4 5	1 2 3 4 5	
6.5 Oriented administrative and instructional staff to all aspects of program	1 2 3 4 5	1 2 3 4 5	
6.6 Informed prospective participants of program	1 2 3 4 5	1 2 3 4 5	
6.7 Recruited participants for program	1 2 3 4 5	1 2 3 4 5	
6.8 Oriented participants to program	1 2 3 4 5	1 2 3 4 5	

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

COLUMN I

1. NOT IMPORTANT
2. SOMEWHAT IMPORTANT
3. IMPORTANT
4. VERY IMPORTANT
5. ESSENTIAL

COLUMN II

1. DID NOT USE
2. NOT EFFECTIVELY USED
3. SOMEWHAT EFFECTIVELY USED
4. EFFECTIVELY USED
5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
7. EVALUATION	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
7.1 Developed evaluation plan	1 2 3 4 5	1 2 3 4 5	
7.2 Developed evaluation instruments to measure program effectiveness	1 2 3 4 5	1 2 3 4 5	
7.3 Administered evaluative instruments based upon established criteria	1 2 3 4 5	1 2 3 4 5	
7.4 Observed participants during instructional activities	1 2 3 4 5	1 2 3 4 5	
7.5 Evaluated objectives and methods constantly	1 2 3 4 5	1 2 3 4 5	
7.6 Analyzed and reported results of evaluation	1 2 3 4 5	1 2 3 4 5	
7.7 Developed post-training and appropriate follow-up activities	1 2 3 4 5	1 2 3 4 5	

SECTION II

This section examines the Program Planner's opinions regarding the delivery of the actual program. Assess each criteria based on the following:

- **Column I, How important is this component to an effective program?**
- **Column II, To what degree were you effective in using this component in your program?**

COLUMN I	COLUMN II
1. NOT IMPORTANT	1. DID NOT USE
2. SOMEWHAT IMPORTANT	2. NOT EFFECTIVELY USED
3. IMPORTANT	3. SOMEWHAT EFFECTIVELY USED
4. VERY IMPORTANT	4. EFFECTIVELY USED
5. ESSENTIAL	5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
8. PROGRAM DELIVERY	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
8.1 Program planner participated in delivery of program	1 2 3 4 5	1 2 3 4 5	
8.2 Attendance was monitored	1 2 3 4 5	1 2 3 4 5	
8.3 Support classes were also offered to help students learn	1 2 3 4 5	1 2 3 4 5	
8.4 Participants were provided opportunity to ask questions or seek clarification in training session	1 2 3 4 5	1 2 3 4 5	
8.5 Instructors were prepared for classes	1 2 3 4 5	1 2 3 4 5	

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES

COLUMN I

1. NOT IMPORTANT
2. SOMEWHAT IMPORTANT
3. IMPORTANT
4. VERY IMPORTANT
5. ESSENTIAL

COLUMN II

1. DID NOT USE
2. NOT EFFECTIVELY USED
3. SOMEWHAT EFFECTIVELY USED
4. EFFECTIVELY USED
5. VERY EFFECTIVELY USED

PROGRAM PLANNING COMPONENTS AND ELEMENTS	COLUMN I	COLUMN II	COLUMN III
8. PROGRAM DELIVERY	**IMPORTANCE** How important was this component to an effective program?	**EFFECTIVENESS** To what degree were you effective in using this in your program?	**COMMENTS** (If you wish, you might indicate why you did not use a particular component).
8.6 Participants applied concepts and skills	1 2 3 4 5	1 2 3 4 5	
8.7 Participants could apply skills on real work material	1 2 3 4 5	1 2 3 4 5	
8.8 Instructors provided for participant understanding	1 2 3 4 5	1 2 3 4 5	
8.9 A placement component was implemented as part of the training program	1 2 3 4 5	1 2 3 4 5	

Thank you for completing this survey. Please use the self-addressed, stamped envelope and return at your earliest convenience.

APPENDIX E

ASSESSING PROGRAM PLANNING IN AEAT ACTIVITIES COMMENTS

ASSESSING PROGRAM PLANNING IN 107A ACTIVITIES
COMMENTS (COLUMN III)

Component 1

1.1 Some companies were more open to planning than others.

Wastes valuable time; encourages compromises; kills leadership.

Training needs were well established by company prior to making grant application.

Time!

Very difficult to maintain stability and consistency of group membership with small manufacturers.

Used local Printers Guild as planning committee--did not have to reinvent the wheel.

Committee was preestablished by company.

Most companies committed to the formation of a steering committee to initiate company-specific training. Several small companies involved only managers in planning.

Planning based on successful program at Texas State Technical College-Waco.

Rushing for time frame on grant and company time schedule.

1.2 Especially important in unionized settings to have all stakeholders represented.

There were no dentists on the committee in person, but the Job Placement Supervisor and instructor gathered input from a number of professionals.

Very small number of trainees/courses.

Employees should be represented.

Key stakeholders trained at Waco.

1.3 Participants identified by company.

Grant creates delays in the delivery of program objectives.

1.4 Accomplished daily by those responsible for determining needs.

Absolute support of Dean was essential.

1.5 We had to have people who could read and write. Coordinated effort delivered training at all skill levels.

Built into Waco design. Program cannot be used without absolute and unconditional commitment to the learner.

Component 2

2.1 Overall rise in self-esteem and, therefore, ability to deal with deficits was dramatic.

Important, however, often basic skills deficiencies become the focus of training.

Deficits might not be as accurate a word as "improvements."

Unemployed.

2.2 Plan focused on math, physics, communications, and computers--all "applied."

Dislike the term "deficit" since training is concentrated on expansion of skills rather than a lack of skill in present job.

Again, a lot of time is spent bringing people up to speed in basic skills areas.

Unemployed.

2.3 Needs to emerge once classes begin and trust level is established.

Program design took generic problems into account. Students came to a planned program.

Unable to totally rely on interests as personal interests might have nothing to do with work requirements.

"Needs" stressed over "interests."

2.4 Waco design jointly done with Head of Texas JTPA and Cord. Validated by subsequent College DACUM studies.

2.5 Too hard to match grant "schedule" and be flexible for company needs.

If the college, particularly the Dean, had not been prepared, the program would have failed.

Brought in appropriate instructional team whether they were college faculty or not. As long as you can pull together the resources, you do not have to have them already.

This is an area our college has: faculty, experience, educational tools.

Did not approach from this angle.

The priority is with the company need. If we could not provide, we found another local college or training provider who could.

When not available or prepared, then <u>we</u> develop.

Component 3

3.1 The corporation desired specific materials to be covered for each individual.

Shared-management work teams.

We saw massive changes.

Taught some TQM principles to two of the four companies only. Hard to measure behavior changes.

Too short and too few in this attempt.

3.2 Others established over the year with employee input.

Although, must be open to changing or revising during if necessary.

3.3 Visits to company to observe company's needs . . . and implement.

Employers are seeking to enlarge employee work responsibilities, not correct shortcomings in individual job tasks.

3.4 Needs first, interests after "needs" met.

Extremely important. Did a hands-on interview.

Modifications took place based on needs of students, but key objectives were set early in planning and maintained.

Component 4

4.1 Important for grant but too abstract to plan for unknown.

Hard to maintain plan when state changes rules constantly.

Plan grew out of previous systemized projects. A structure was in place along with others--faculty, company.

I'm not sure what you mean by "administrative plan."

Business as usual.

4.2 Committed to program. Trained in program.

Supervisor directly involved under direction of administration.

4.3 Experience in teaching adults more important than personality.

All Waco trained.

All certified and qualified personnel utilized.

4.4 None

4.5 Had to go off-site for awhile--not good.

Improvised some equipment. Bought PT lab for second round.

In-plant instruction.

Used company facility.

4.6 Business as usual.

This was difficult seeing as how administration was not funded for this grant!

4.7 Only applied for $8,000.

Component 5

5.1 ICC = individualize
compressed
curriculums were developed

Changes made as needed.

Unforeseen changes.

Waco plan used.

5.3 Had to have state objectives.

Should have adjusted materials in response to trainee feedback.

CORD and AIT applied materials used as designed to be used.

5.4 Key rule of Waco training for staff.

Word of mouth still best so may start small, but if it's good and schedule and product can be worked out--they will come.

5.5 Little experience in these projects to support answer.

Pilot for Applied Learning her at college.

Now we are #5.

Component 6

6.1 We achieved racial and sexual equal opportunity.

Did not use for grant--didn't need to market program.

Company ID'd trainees.

Employers continuously came to us.

No need--one company training not optional.

More work needed to be done in this area.

Not necessary for grant.

6.2 Fed into JTPA use of program in '94 and '95.

Company knew it was very important.

Company decided we provided--we did not sell.

Had to work 12 weeks after program.

Employers believed their employees could learn all within a 4-5 week prep. time.

6.3 They have to "walk their talk."

Fed into JTPA use of program in '94 and '95.

I don't understand this statement.

Non-unionized environment, which adds another dimension.

Varied at locations.

6.4 We achieved racial and sexual equal opportunity.

Did not use.

Internal marketing to employees was done.

To the extent possible.

I don't know what you mean by "inclusive."

6.5 Which staff--employee or trainer?

Plant visits were scheduled and required--useful for planning, etc.

6.6 Some companies were more aggressive with this activity than others.

This was handled by employers.

Designed for select existing employers.

Done by company.

Assessments, etc.--individual sessions.

6.7 Word of mouth still best, so may start small, but if it's good and schedule and product can be worked out--they will come.

This was also done by employers.

Designed for select existing employers.

Within Mercury.

Not necessary--they were assigned.

Done by company.

Company assigned.

Recruited corporations.

6.8 Designed for select existing employers.

Done by company.

First class session, most often.

Very essential and necessary for some participants.

Component 7

7.1 Required by state.

State-mandated.

I left institution prior to completion of second part.

Do not know whether evaluation was done--left project before it was completed.

7.2 More to be done!

Required by state.

Pre and Post testing. (?)

Working with new equipment was the evaluation. (production)

Used TABE and later developed. Short assessment.

7.3 Gaining measurable performance benchmarks from employers requires considerable coordination.

7.4 Very company-specific training with foreign vendors providing training.

Who observed? Instructors/yes. Administrator/no.

Only instructor did.

7.5 After every class day, we met as an instructional group to discuss the day's sessions.

Half-way point of each class; at end.

Not constantly.

Periodic follow-up by staff with trainers and company representatives.

7.6 Reported a composite, not individual results.

For all sections.

Report to whom?

For some, not all, as I had left institution.

Reported yes. Analyzed/no. There was not enough time.

7.7 Open-door/open entry upon grant completion for further and brush up.

Required for 12 weeks.

Most companies resist.

Company may have done this.

For some.

Person instrumental in program left company.

Employers did this.

Not in program design for us. Employer-based.

Post-training follow-up represented an excellent opportunity for dialogue with company representatives.

Component 8

8.1 If you mean administrator or planning committee--no. If you mean instructor who planned program--yes.

Faculty involved in planning.

Not used.

No.

8.2 This is a requirement of the grant.

Mandated or we wouldn't have.

8.3 Not applicable to us. Yes, if size warrants.

Program was support. Follow-up used support classes.

Prior assessment was done to insure students had appropriate prerequisite skills.

Basic math and reading.

Not structured classes. One-on-one tutoring was offered--additional supporting materials available.

Participants were hand-picked by company. Support classes not needed.

Offered tutoring.

This was a "support" class.

All education opportunities in area presented to all participants.

Needed because of welfare situation.

Literacy council.

8.4 Built-in.

8.5 Training.

A team of pros.

8.6 Design.

A must in workforce training.

8.7 Now the whole curriculum is work driven.

A must in workforce training.

Job-related training.

8.8 None.

8.9 Used College Admissions & Placement.

Training limited to those already employed.

Not all aspects of programs required assessment.

Not applicable. In this project, all trainees were already employed.

Existing employees.

All were currently employed.

Not applicable to project.

Employees at this company very stable--no force reduction--this wasn't needed.

Not applicable.

Probably, but I'm not sure I understand the question.

Required. Achieved 100%.

Already employed.

APPENDIX F

INDIVIDUAL INTERVIEW CONSENT FORM

Individual Interview

Consent Form

Program Planning Study

To whom it may concern:

I _____ consent to being interviewed for the research for An Analysis of the Michigan Education Alternative Training Program Using Selected Concepts of Program Planning study. I understand that the information I share may be used in the report, following rules of strictest confidentiality. No one aside from the researcher will know the identity of the subject and reports of research findings will not permit associating subjects with specific responses or findings.

_____ _____

Date Signature of person interviewed

UCRIHS APPROVAL FOR
THIS project EXPIRES:

JAN 1 [illegible] 1996

and must be renewed within
11 months to continue.

APPENDIX G

INTERVIEW QUESTIONS

INTERVIEW QUESTIONS

Background

Position, assignment, length in position, role in 107A program

Discuss your management style. Is it consistent with that of other administrators at your institution?

Discuss the program planning process you used for the Adult Education Alternative Training in 1992-93.

Program Satisfaction

In general, how satisfied were you with the outcomes of your training project?

Do you feel you accomplished the objectives of the project? Which ones? Why or why not?

Did the training do what you said it would? Explain.

Did you lose money on the program?

To what extent was the program used to further the economic interests of the institution?

Are you comfortable with your placement rates?

What conditions took place that you believe contributed to the completion of the stated objectives?

Involvement

How many people were involved in the real planning of the 107A program?

How was this program conceptualized? Which people got to decide the purposes, context and format of the program? (Adult participants, instructors, leadership, planners) How were these roles negotiated?

Was it the same group who always works on extra projects?

How did you get others involved?

Describe how the program participants were involved in the planning of the program.

Does the planning staff feel that 107A belongs with your organization? What did you do to achieve this?

Resources

Did you have enough time to plan this program?

Did you have adequate personnel to plan and conduct this program?

Did you have adequate financial resources for this program?

Did you have adequate instructional materials, supplies, and equipment for this program?

Mitigating Variables

Were there any mitigating variables that affected the outcomes of the project? Can you describe them?

Were they political, economic, or institutional policy factors?

Are there some things you might have done differently in this project? Explain.

Is there any advice that you would give to future program planners wanting to implement a government funded training or retraining program?

How was the training process improved after this experience, if at all?

Other Comments

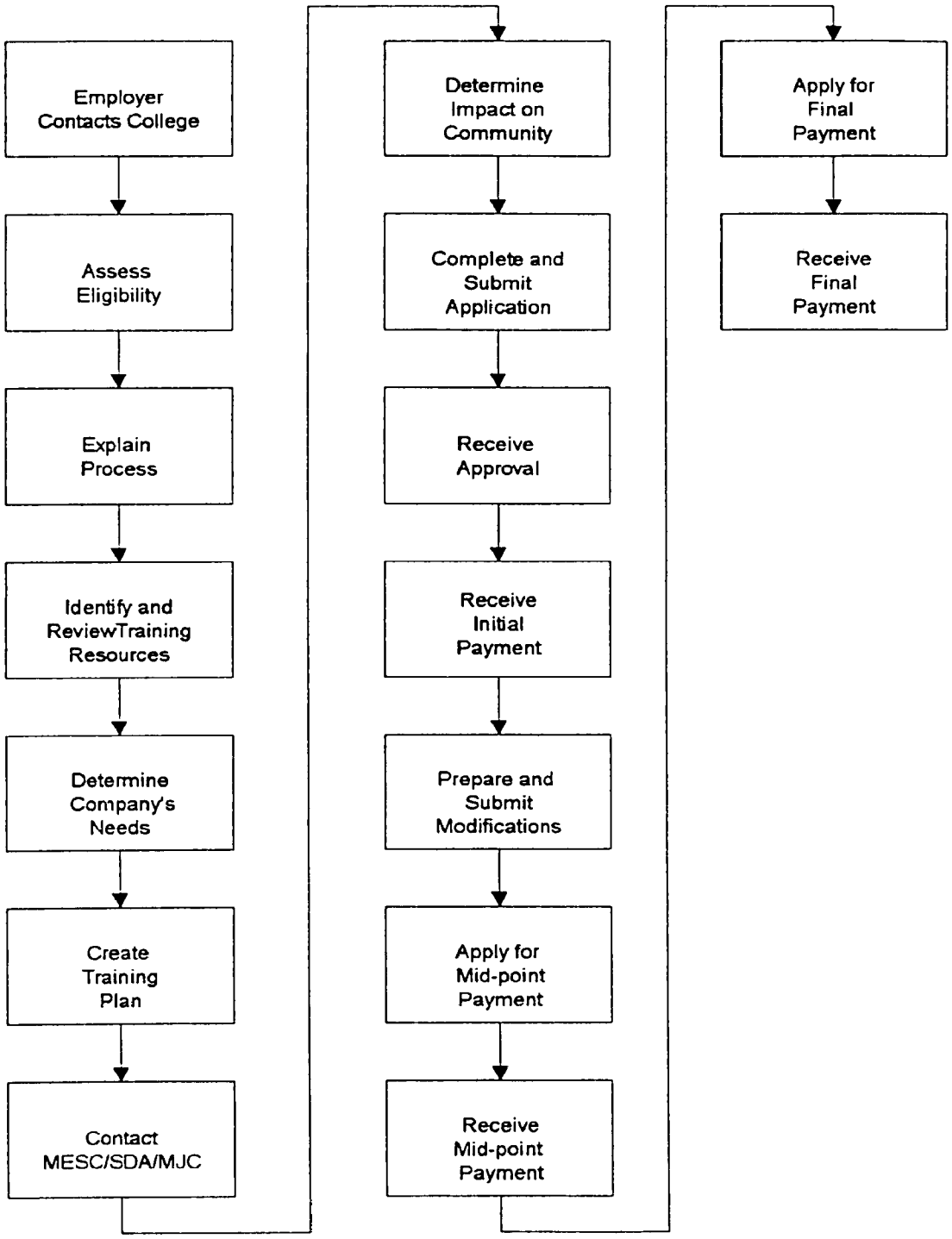
Are there any other comments you wish to make about the program?

These questions cover the interview component. Phrasing may vary based on the person being interviewed.

APPENDIX H

FOCUS GROUP MEETING NOTES

107A PROCESS FLOW CHART

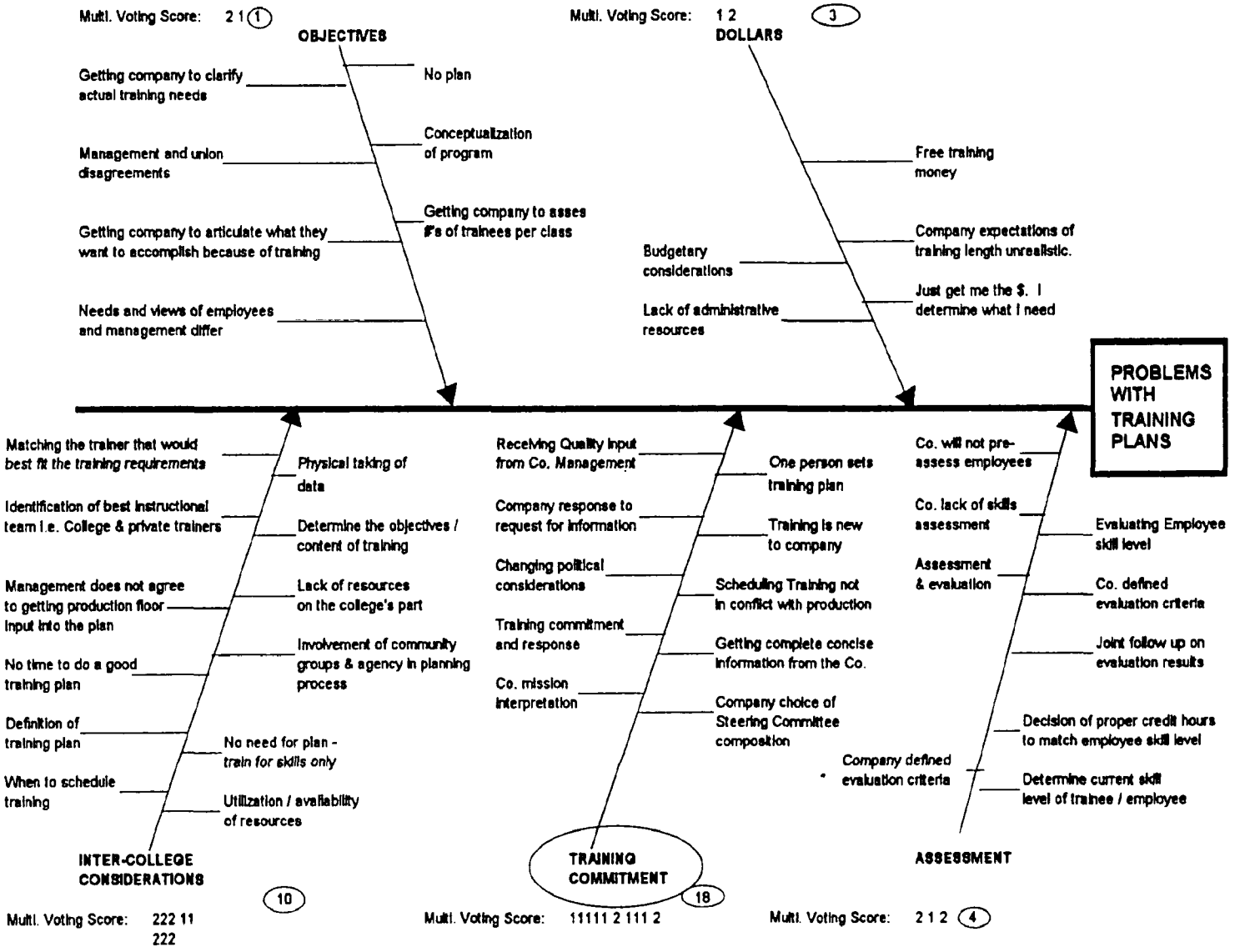


Creation of Training Plan

Scoring of Problems

Problem	Scores	Average Score
1. Commitment of company to training	18,12,10,23,13	15.2
2. Steering Committee	8,6,11,5,13	8.6
3. Accurate company information	19,0,10,10,15	10.8
4. Political considerations	14,18,4,6,5	9.4
5. Training new to company	13,23,7,10,12	13

CAUSE and EFFECT DIAGRAM for PROBLEMS WITH TRAINING PLANS



Methods to Improve Commitment of Company to Training

Results of Pad Storming

Explain the process

Present data on successful program (show benefits to company

Company pays if they fail to do their part - contract with college

Company commitment - employee attitude change and involvement demonstrated by projects financed by company

Company commitment - communicate benefits derived by other participating companies

State requires written commitment

Inform management of value of training to companies success

Communicate to company the purpose of training grant

Joint site visits with MJC/College

Clear up front instructions to company

Management education

Company commitment (as a state requires - large cash match up front - Jobs Commission writes this in guidelines

Incentives from MJC/CC for higher percentage completion

Press conference

Recognition through newspapers

Raise training ratio for vendor training

No training plan - no grant proposal - make training plan a pre-requisite requirement

Case studies of successful company initiatives

Company Commitment - conduct workshop for potential participating companies on plan impact if involved and responsibilities.

Impact: emphasizing up front requirements of grant for receiving funds
Commitment of funds for uncompleted training

Develop a marketing plan for employers that show the benefits of training

Concerns With Modifications

After completing our Pad Storming session the group divided the responses into 3 large categories: Internal (College), External (State), and External (Employer). Then the responses were further lumped into smaller 'like groupings' under each larger category as follows

COLLEGE

Lack of Resources

Late/ slow start

Trainer availability

Staff overextended

New provider required

Staff change

Lack of resources

Planning

Poor planning & anticipation of requirements to head off modifications

Applicant doesn't complete requirements in a timely manner

Failure to read approval application

Poor administration

Communications

College problems communicating with the state

College problems communicating with the employer

State contacts with Company not coordinated with college

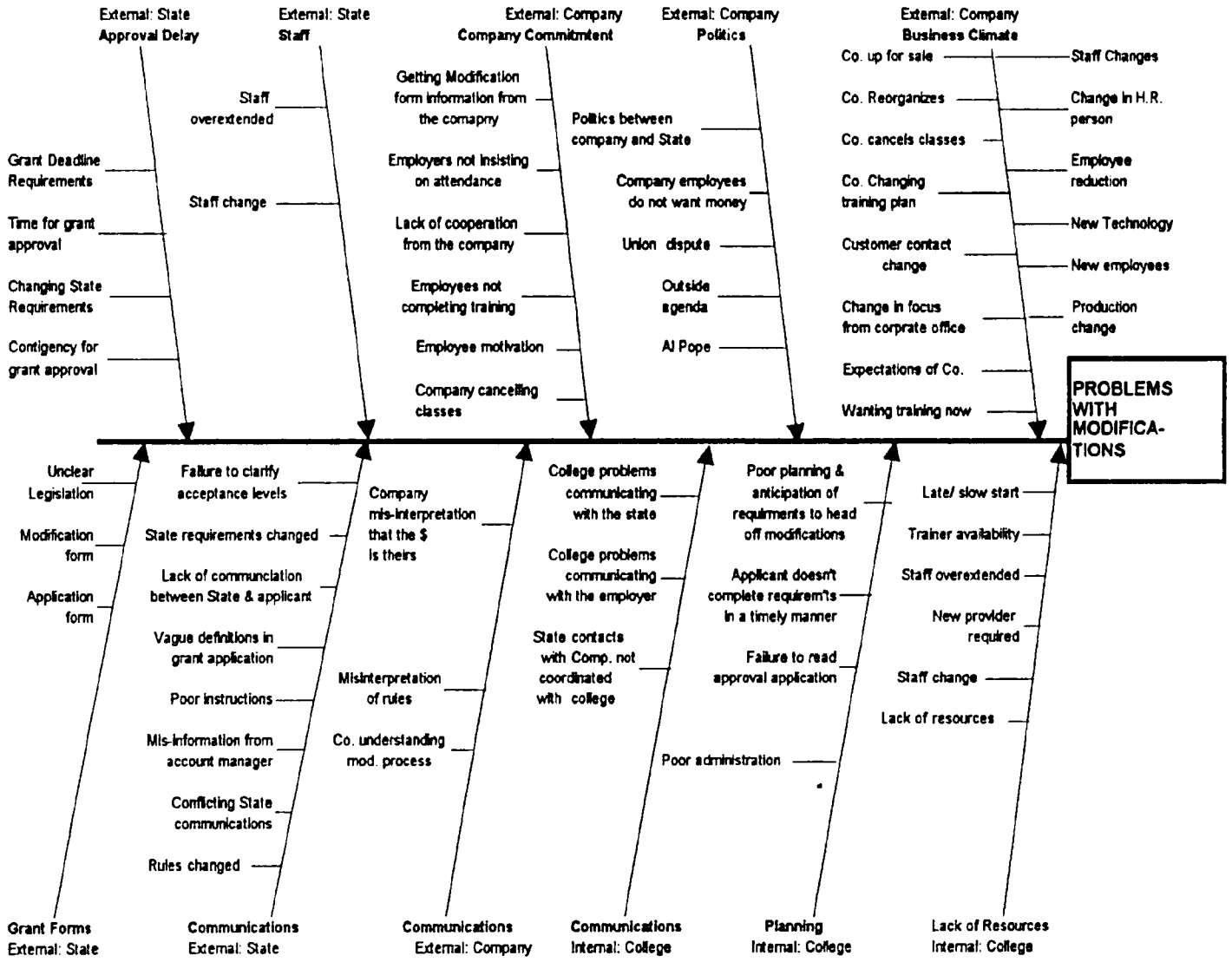
STATE

Approval Delay	Staff	Communication	Grant Form
Grant Deadline Requirements	Staff overextended	Failure to clarify acceptance levels	Unclear legislation
Time for grant approval	Staff change	State requirements changed	Modification form
Changing State Requirements		Rules changed	Application form
Contingency for grant approval		Vague definitions in grant application	
		Poor instructions	
		Mis-information from account manager	
		Conflicting State communications	
		Lack of communication bertween State and applicant	

EMPLOYER

Politics	Company Commitment	Communications	Business Climate
Politics between company & State	Getting Modification form information from the company	Company mis-interpretation that the money is theirs	Co. up for sale
Co. employees don't want money	Employers not insisting on attendance	Mis-interpritation of the rules	Co. Reorganizes
Union dispute	Lack of cooperation from the company	Company not understanding the modification process	Co. cancels classes
Outside agenda	Employees not Completing training		Co. Changing training plan
Al Pope	Employee motivation		Customer contact change
office	Company canceling classes		Change in focus from corporate
			Expectations of Co.
			Wanting training now
			Staff Changes
			Change in H.R. person
			Employee reduction
			New Technology
			New employees
			Production change

CAUSE and EFFECT DIAGRAM : PROBLEMS WITH MODIFICATIONS



APPENDIX I

SUMMARY OF PLANNER SATISFACTION, OUTCOMES, AND CORRELATION

SUMMARY OF SURVEY DATA

PLANNING CONCEPT	FREQUENCY	IMPORTANCE	SD	EFFECTIVENESS	SD	CORRELATION
1.1	34	3.47		3.04		.7983**
1.2	36	3.60		3.13		.8310**
1.3	42	4.33		4.13		.7549**
1.4	43	4.13		3.82		.6634**
1.5	44	3.69		3.67		.6779**
1 AVERAGE/ MEAN OF MEANS	39.8	3.84	.37	3.56	.46	
2.1	39	3.47		3.38		.7573**
2.2	40	3.69		3.69		.9006**
2.3	42	3.40		3.44		.8138**
2.4	44	4.38		4.31		.7356**
2.5	38	2.96		3.38		.8066**
2 AVERAGE/ MEAN OF MEANS	40.6	3.58	.52	3.64	.40	

SUMMARY OF SURVEY DATA
(CONTINUED)

PLANNING CONCEPT	FREQUENCY	IMPORTANCE	SD	EFFECTIVENESS	SD	CORRELATION
3.1	38	3.31		3.24		.8560**
3.2	43	4.29		4.00		.6494**
3.3	41	4.18		3.78		.7512**
3.4	40	3.47		3.40		.7001**
3 AVERAGE/ MEAN OF MEANS	40.5	3.81	.49	3.61	.35	
4.1	39	3.49		3.36		.7616**
4.2	44	4.02		4.02		.6574**
4.3	43	4.00		4.00		.7845**
4.4	44	4.44		4.36		.8609**
4.5	39	3.71		3.67		.9265**
4.6	42	3.80		3.67		.6536**
4.7	44	4.47		4.07		.7529**
4 AVERAGE/ MEAN OF MEANS	42.1	3.99	.36	3.88	.33	

SUMMARY OF SURVEY DATA
(CONTINUED)

PLANNING CONCEPT	FREQUENCY	IMPORTANCE	SD	EFFECTIVENESS	SD	CORRELATION
5.1	44	4.40		4.04		.4701**
5.2	43	3.98		3.71		.4862**
5.3	43	4.18		3.96		.5001**
5.4	36	3.60		3.18		.8392**
5.5	43	3.76		3.69		.7780**
5 AVERAGE/ MEAN OF MEANS	41.8	3.98	.32	3.72	.34	
6.1	27	2.51		2.44		.8520**
6.2	40	3.78		3.58		.8637**
6.3	38	3.78		3.16		.8821**
6.4	26	2.47		2.22		.8347**
6.5	43	3.73		3.56		.6823**
6.6	42	3.87		3.73		.8079**
6.7	32	3.33		3.09		.8965**
6.8	37	3.58		3.40		.8810**
6 AVERAGE/ MEAN OF MEANS	35.6	3.38	.57	3.15	.55	

SUMMARY OF SURVEY DATA
(CONTINUED)

PLANNING CONCEPT	FREQUENCY	IMPORTANCE	SD	EFFECTIVENESS	SD	CORRELATION
7.1	44	3.96		3.69		.4178*
7.2	42	3.98		3.64		.4405*
7.3	39	3.64		3.33		.6610**
7.4	39	3.51		3.27		.7634**
7.5	38	3.51		3.02		.6323**
7.6	40	3.89		3.56		.4889**
7.7	33	3.40		2.78		.6565**
7 AVERAGE/ MEAN OF MEANS	39.3	3.70	.24	3.33	.34	
	29					
8.1	42	2.96		2.84		.8106**
8.2	23	4.24		4.16		.6989**
8.3	43	2.76		2.31		.8122**
8.4	43	4.47		4.31		.8571**
8.5	45	4.60		4.38		.9129**
8.6	44	4.62		4.18		.3060
8.7	43	4.62		4.20		.6641**
8.8	19	4.44		4.20		.8549**
8.9		2.42		2.07		.8485**
8 AVERAGE/ MEAN OF MEANS	36.8	3.90	.91	3.63	.94	

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