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Responsiveness of selected community colleges to work-force preparedness education and training

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RESPONSIVENESS OF SELECTED COMMUNITY COLLEGES TO WORK-FORCE PREPAREDNESS EDUCATION AND TRAINING

by

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Postsecondary institutions, businesses, and industries are being required to give more attention to the education of the work force. The community college can assist in addressing the education and training needs of the changing American economy. The purpose of this study was to examine the planning, program development, marketing, and evaluation functions of three selected North Carolina community colleges as these functions address work-force preparedness basic skills education and specialized skills training.

A multisite, case-study qualitative research methodology utilizing ethnographic techniques was used to address the questions of the study. Three of the fifty-eight North Carolina community colleges were chosen for the study based on the size of the college, demographics of the communities, and individual populations served by the respective community colleges. Data collection was limited to the non-degree programs addressing basic skills education and specialized skills training for work-force preparedness. Computer-assisted and manual content analysis of interviews and documentation were the primary analytic approaches used in the study. Ethnograph, a qualitative research software program commercially available, was utilized in the computer-assisted content analysis.

Planning, program development, marketing, and evaluation were all important functions of the institution and the specific programs studied. Planning was most effective when there was total instutitional involvement and when it was tied to the evaluation process. Networking, creative marketing techniques, and target marketing were viewed as the best methods to advertise programs to the public. The linkage of the community college to the community was an important factor in the success of programs. Institutions must continually work to develop partnerships and relationships with the community at large, local agencies and groups, and business and industry.

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CHAPTER I

INTRODUCTION

Background

As postsecondary institutions, businesses, and industries are increasingly required to give attention to the education of the work force to remain competitive in the marketplace, work-force preparedness education and skills training should receive greater attention. The methods of training workers, facilities for training, evaluation of training programs, and the organization of the training functions within education and industry will need to be reevaluated and in some cases redesigned as the American employer increasingly relies on human capital to remain competitive in today's economy.

The community college, which was established to provide broad educational opportunities to the communities they serve, can meet needs of the changing American economy. The president of the North Carolina Community College System, Bob Scott, stated that:

> The most constant theme . . . heard from hundreds of business and industry representatives, chambers of commerce directors, and persons involved in economic development efforts was of the growing gap between the skills demanded of our workers and the skills possessed by our workers. . . . The only immediate solution for the state's workplace

> skill and education requirements rests with the community college. (1991, p. 29)

The focus of this study was to examine the role of the community college in addressing the selected work-force preparedness issues of basic skills education and specialized skills training.

Statement of the Problem

Critical factors affecting the work-force environment at the end of the 20th century are the changing nature of work brought about by automation and new technology resulting in new or changed worker skills and the changing attitudes of workers toward employment. A report by the Hudson Institute, Workforce 2000: Work and Workers for the Twenty-first Century (Johnston & Packer, 1987), identified trends affecting the employment environment as:

1. Manufacturing will play a smaller role in the economy as the growth of the service sector will escalate and generate most new wealth.

2. The new occupational mix will increase job prospects in professional, managerial, technical, sales, and service areas.

3. New jobs in these fields will require greater education and training as well as higher skill levels. Approximately one-third of the new positions to be created by the year 2000 will require an undergraduate degree or more as opposed to the current work force, in which only

about one-fifth of all occupations necessitates one having an undergraduate degree.

4. The pressing need for productivity in the service sector may lead to higher levels of employment for those having high levels of skill, sophistication, and education, and less employment for those lacking these skills.

Others (Carnevale & Johnston, 1989; Palmer, 1990) support the conclusion that increased attention by the United States educational system on work-force preparedness education and skills upgrading is needed in order to remain competitive in an ever-changing economy. These changes in the work force represent challenges for American businesses, industries, and the educational system. There is a growing awareness of the need for upgrading work-force preparedness education and training.

In the November 1990 (State of North Carolina Governor's Commission on Workforce Preparedness) report on work-force preparedness, the necessity for addressing work-force education and training issues was summarized as follows:

> The education and skill level of North Carolina's human resources are the foundation of our economic prosperity and a means by which we can increase productivity, raise our standard of living and lift our poor out of poverty. Recognizing this basic premise, we must begin to build an education, employment and training system that will upgrade the skills of our existing workforce and prepare new workers for a constantly changing economy (p. 1).

The community college, which was created to be responsive to the needs of the local community, is in a unique position to provide work-force preparedness education and skills training. Many community colleges recognize there is a direct link between education and industry, and the community college has a responsibility to provide the skills the changing work force requires (Fields, 1987). Relatively low costs, flexible course scheduling, open-door admissions policies, and a broad range of programs position the community college as an important provider of entry-level and skills upgrading education.

This study focused on the problem faced by the community college of responding to the education and training needs of business and industry brought about by changing work-force requirements.

Conceptual Base

Research related to the current and projected United States economic growth and the skills needed by American workers to compete in a changing economy provided the base for this study. The community college was established to provide a broad range of educational programs and opportunities--from vocational-technical education to adult-continuing education and community services. Because of the historical founding mission of the community college, it is directly linked to the economic growth and stability of the community it serves by its ability to address work-force

preparedness issues and skills training. How successfully the community college prepares to meet the needs of the population it was founded to serve is determined by the effectiveness of the institution's planning, program development, marketing, and evaluation functions.

Purpose of Study

The purpose of this study was to examine the planning, program development, marketing, and evaluation functions of three selected North Carolina community colleges as these functions address work-force preparedness basic skills education and specialized job skills training.

Research Questions

In order to address the purpose of this study, the following questions were developed:

1. To what extent are community colleges utilizing the following functions as related to basic skills education and specialized skills training: planning, program development, marketing, and evaluation?

2. To what extent are the non-degree programs of three selected community colleges linked to the needs of business and industry with regard to work-force preparedness basic skills education and specialized skills training within their service community?

Significance of Study

The North Carolina community college system has served as a model to other states; however, there is a need to revitalize the community college system to meet the demands of changing work force. The Commission on the Future of the North Carolina Community College System (1989) identified the community college's open-door policy of admissions, basic skills programs, technical assistance and training services for business and industry, and the governance structure of the community college system as areas that need immediate restructuring. This report stated that North Carolina community colleges were designed for an "earlier generation and economy" and that they are facing "increasing responsibility with a declining capability" (p. 6).

Studies conducted by Jarrett (1989) and Palmer (1990) discovered there was a diverse service pattern with regard to how community colleges serve business clients. Factors affecting this diverse service pattern included the institutional effort, institutional priorities of the community college president, the differing approaches to the management of services provided business clients, and the perceived role of the community college in the economic development of the community it served. Jarrett (1989) concluded there was a lack of understanding of the economic development, literacy education, and industry education components of the community college mission by those being

served by the college. He suggested perhaps the community college in his study was "inadequately promoting certain aspects of their mission" (p. 102).

The state's poorly educated work force was cited as one of the reasons North Carolina's economic development potential was rated average or "C" in a study conducted by the Corporation for Enterprise Development, a not-for-profit corporation funded by business, labor and private foundations. North Carolina would have probably rated higher in development capacity except that it was "marked down for the education and skill level of the state's workforce" (Scism, 1991, p. 7). This report only further emphasized what previous studies have found; e.g., Jarrett (1989) and North Carolina Governor's Commission on Workforce Preparedness (1990), with regard to the skill level of North Carolina workers.

The examination of the planning, program development, marketing, and evaluation functions of three selected North Carolina community colleges may be useful to other community colleges in defining or redefining their mission and institutional effectiveness in relation to basic skills education and specialized skills training. The goal of this study was to provide data which may be useful to North Carolina community college administrators, faculty, and support personnel in their efforts to adapt their resources to work-force preparedness education and the skill

development needs of the businesses and the communities which they serve.

Definitions

The following definitions of the terminology used in the study are provided below:

Adult Basic Education (ABE) - ABE programs include courses at the elementary instructional level (through the eighth grade)--usually with emphasis on communicative, computational, and social skills--given to enable an adult or youth beyond the age of compulsory school attendance to raise his/her level of education, pursue a program of occupational training, and/or function more adequately as a citizen in a democratic society (North Carolina Department of Community Colleges, Administrative Code, Title 23, 1990).

Adult High School Diploma (AHS) - The Adult High School Diploma Programs consist of classroom instruction, or learning laboratory courses, or a combination of both designed to qualify a student for an adult high school diploma under an Agreement of Affiliation with a local public school system (NC DCC Administrative Code, Title 23, 1990).

Basic Skills Education - The core competencies of reading, writing, computation, and the ability to master other subject matter; the ability to reason, experience cooperation and conflict resolution in groups; and the possession of attitudes and personal habits to make for a

dependable, responsible, adaptable, and informed worker and citizen.

Compensatory Education Programs (CED, Comp. Ed.) - Compensatory Education Programs are highly individualized programs designed to compensate mentally handicapped individuals for the lack of, or inadequate, education received before or during adulthood by providing instruction in basic academic, community living, pre-vocational and other functional skills (NC Community College System, August 1991).

Cooperative Skills Training - Cooperative Skills Training programs combine on-the-job training with classroom instruction. This program would not require a formal indenturing procedure and would combine pre-employment training with an apprenticeship-type program (NC DCC Administrative Code, Title 23, 1990).

Curriculum Programs (credit, degree/diploma) - Curriculum programs include College Transfer, General Education, Technical, and Vocational Programs (NC Community College System, 1991, p. 3). College credit is awarded for curriculum programs.

Focused Industrial Training Programs (FIT) - Focused Industrial Training programs are designed for the development and delivery of customized training programs for skilled and semi-skilled workers employed in industrial type occupations and the traditional trades and are intended to

provide for training that cannot be provided through other existing occupational programs; i.e., small class size may be the only reason it cannot be provided by other programs. FIT programs are generally targeted to smaller businesses and industries (NC Department of Community Colleges, Program Services Division, 1990).

Full-time Equivalents (FTE) - FTE represents the amount of time the typical full-time student would attend class and is the means developed to standardize reporting of student enrollment (NC Community College System, August 1991).

General Educational Development (GED) - GED programs consist of classroom instruction, or learning laboratory courses, or a combination of both designed to qualify a student successfully to demonstrate competency in the General Educational Development Tests (GED) and to receive a High School Equivalency Certificate from the State Board (NC Administrative Code, Title 23, 1990).

Human Resource Development (HRD) - HRD programs are intensive and unified efforts to recruit, train, and place in employment or, optionally, vocationally train chronically unemployed or underemployed adults. The primary objective of the training component is to help the jobless trainee reorient himself or herself to the work of work, appreciate the effects of his or her behavior on others, and develop the basic academic and communication skills prerequisite in

obtaining and maintaining employment (NC DCC Administrative Code, Title 23, 1990).

In-plant Skill Training - In-plant training is defined as an occupational extension course that meets the following conditions:

1. Training shall occur in the facilities or at the sites in which the organization normally operates.
2. Enrollment shall be limited to the employees of the organization in which the training occurs; trainees may be newly-hired employees who need entry level skills or existing employees who, due to documented changes in the job content, need up-grading or retraining.
3. Training shall be conducted at the employee's assigned work station during normal working hours.
4. Training shall be directly related to job skills (NC DCC Administrative Code, Title 23, 1990).

New and Expanding Industry (New and Expanding Business and Industry, NBI) - New and Expanding Industry programs provide for the training needs of new industries which are moving into the State and also for existing industries undergoing a major expansion which result in the need for

skills additional skilled manpower (NC DCC Administrative Code, Title 23, 1990).

Non-curriculum programs (non-credit, non-degree) - Non-curriculum programs include continuing education preparatory or developmental, special instructional, and self-supporting programs. College credit is generally not awarded for non-curriculum programs.

Occupational Extension - Occupational extension courses consist of single courses, each complete in itself, designed for the specific purposes of training an individual for employment, upgrading the skills of persons presently employed, and retraining others for new employment in occupational fields (NC DCC Administrative Code, Title 23, 1990).

Small Business Assistance Program (Small Business Center) - The Small Business Assistance Program provides small business owners and prospective owners and entrepreneurs with information, training, counseling or referral, and other technical or managerial assistance through seminars and short courses and by direct one-to-one assistance to small business owners or potential small business owners.

Specialized job skills training - Training which is directly related to the skills required to perform a particular job or task.

Work-force preparedness education - The combination of basic skills and specialized job skills education which enables an individual to gain, maintain, or upgrade employment.

Design of Study

The remainder of the study is divided into four chapters. Chapter II reviews the literature relative to the history of the community college in work-force preparedness education; factors affecting the work-force environment; postsecondary training providers; the types of training provided by postsecondary providers; and the role of planning, program development, marketing, and evaluation. The methodology used in the data collection is described in Chapter III. Chapter IV provides a discussion of the results of the research; and Chapter V provides the summary, conclusions, implications, and recommendations for further research.

CHAPTER II

REVIEW OF RELATED LITERATURE

The strength of the American economy is in the quality of its work force. There is an increasing awareness of the need for upgrading the training of the American worker in order to remain competitive in an ever-changing economy. The purpose of this study was to examine the planning, program development, marketing, and evaluation functions of three selected North Carolina community colleges as these functions address work-force preparedness basic skills education and specialized skills training. Included in Chapter II, Review of Related Literature, are: (a) a historical review of the evolution of the community college; (b) factors affecting the future work-force environment; (c) postsecondary training providers; (d) types of training provided by postsecondary providers; and (e) a discussion of planning, program development, marketing, and evaluation functions.

History of the Community College

The community college had its beginnings in the late 1800s when William Rainey Harper of the University of Chicago proposed that the instruction of the baccalaureate degree be separated into two divisions: one division to

represent the first two years of study, and the second division to represent the last two years of baccalaureate study. The former division was to become the junior college which would offer an associate degree for two years of study.

The proposal for the development of the junior college arose from an elitist intellectual reform movement during the late 1800s. Proponents of this movement viewed the first two years of university training as an unnecessary part of university instruction and merely an extension of high school. They argued that the upper division work of the university should be reserved for only the most gifted students (Brint & Karabel, 1989). The purpose of the junior college was to serve as a means of "diverting students away from the university into an upward extension of high school" (Brint & Karabel, 1989, p. 25). Harper affirmed the rationale for this division in the 1902 president's annual report which stated that the purpose of the associate degree was to encourage students to "give up college work at the end of the sophomore year" (Zwerling, 1976, p. 47). While Harper is credited as being the "father" of the junior college (Parnell, 1988), his motivation was not to expand educational opportunities but rather to limit advanced education to a select few.

Brint and Karabel (1989) state that the origin of the junior college can be traced directly to the efforts of

William Rainey Harper. Junior colleges developed during the late 1800s and early 1900s varied in mission and purpose. Many junior colleges patterned themselves after the private, four-year liberal arts colleges. Others, especially in the South, were centered around religious development. A few for-profit institutions also evolved with the primary mission of developing job-related skills.

There is little evidence that during this time there was an interest by the business community in the junior college as a potential source of trained manpower. The business community appreciated the efficiency and lower costs associated with the junior college, and they viewed the junior colleges within their community with a source of pride and with the hope that these enterprises would increase commerce (Brint & Karabel, 1989).

The original purpose of the junior college to provide terminal education floundered as students saw completion of the two-year junior college program as a stepping stone to further education and upward mobility. Parnell (1988) states that the junior college offered two years of academic preparation toward the baccalaureate degree with lower tuition and education which was accessible to students living at home. The lower tuition and accessibility of the junior college transfer program allowed less financially able students to complete the first two years of college at a reasonable cost. The college transfer program that

developed in the junior colleges provided students access to senior colleges and to "occupations for which such colleges had traditionally prepared their students" (Brint & Karabel, 1989, p. 66). The goals of the junior college transfer program were, however, in conflict with the preferences of university and junior college administrators who viewed a junior college education as terminal. The conflicting goals of the students and the institutions provided a source of tension between the mission of two-year transfer programs versus the terminal, vocational education function.

The community college evolved from the establishment of the two-year junior college. Several prevailing social factors of the early twentieth century contributed to the evolution of the community college as a distinct entity from the junior college. These factors included the need for trained workers for expanding industries, a drive for social equality, and the need to lengthen the period of adolescence for the nation's youth (Cohen & Brawer, 1982).

Leonard Koos and Walter Crosby Eells were instrumental in campaigning for the concept of terminal vocational education. Koos proposed that community colleges should allow universities to be the main providers of training for professional and managerial occupations and that community colleges should "try to carve out a distinct market niche for themselves as centers of training for the next highest levels in the occupational hierarchy" (Brint & Karabel,

1989, p. 38). Koos identified the type of training junior college students should receive as semi-professional training. Semi-professional training was to be distinguished from trades training which concluded at the completion of high school and professional training which terminated with university study (Brint & Karabel, 1989). B. J. Hollingshead, an American Association of Junior Colleges activist and a Pennsylvania junior college president (Brint & Karabel, 1989), proposed in an article entitled "The Community College Program" which appeared in The Junior College Journal in 1936, the "junior college should be a community college meeting community needs" (quoted in Cohen & Brawer, 1982, p. 15). Hollingshead viewed the community college mission as "providing adult education and educational, recreational, and vocational activities, and placing its cultural facilities at the disposal of the community" (Cohen & Brawer, 1982, p. 15).

It was not until after World War II (WWII) that the community college was established as a separate entity from the traditional two-year junior college. Opportunities provided by government education subsidies after WWII through the G.I. Bill allowed returning veterans to seek postsecondary educational opportunities. With the influx of returning veterans and increased demands for postsecondary education, President Harry S. Truman established the President's Commission on Higher Education which was later

known as the Truman Commission. The purpose of this commission was to address the concern about the limited higher educational opportunities for a large sector of the American population. One of the major tenets of the commission was to provide:

> . . . ways and means of expanding educational opportunities for all able young people; the adequacy of the curricula, particularly in the fields of international affairs and social understanding; the desirability of establishing a series of intermediate technical institutes; and the financial structure of higher education with particular reference to the requirements of the rapid expansion of physical facilities. (Vaughan cited in Parnell, 1985, p. 83)

This concern was expressed in the Truman Commission report entitled "Higher Education for American Democracy" which later became the "blueprint for developing higher education in post-war America and in it the phrase 'community college' first appeared" (Parnell, 1985, p. 84). The community college as described in the Commission's report incorporated the existing transfer education component plus vocational-technical education, adult-continuing education, and as well as community services (Parnell, 1988).

The highly complex institution of the community college arose from the junior college; and the "accumulation of functions that characterized the change became the source of much confusion about the nature of the institution, both within and outside of the colleges" (Fryer & Lovas, 1990,

p. 29). Junior colleges were now being expanded to include institutions to serve the educational needs of the community as a whole. The community college evolved into a unique educational institution with tasks that differentiated it from the traditional junior college (Palinchak, 1973).

In the 1950s and 1960s community colleges grew significantly in number. It was said that during this time a new college was established at the average rate of one per week (Fryer & Lovas, 1990; Parnell, 1988). This growth was fostered in part by federal legislation with the primary impetus achieving the national goal of equal educational opportunity and manpower development. The Higher Education Act of 1965 provided authorized "developing institutions" funding for community colleges to be used for fostering cooperative arrangements with business and public employers, training community college faculty, and introducing new curriculums (Brint & Karabel, 1989, p. 95).

It was also during this time that business began to develop an interest in the development of the community college. Case studies of the 1960s indicated that local business and industry officials were instrumental in promoting the role of the community college, building community support, and in some instances providing financial support (Fields, 1962; Lustberg, 1979; Singleton 1967; Thornton, 1972; cited in Fryer & Lovas, 1990). Businessmen supported establishing community colleges in the hopes of

attracting other commerce to the area, developing a trained manpower pool, increasing the purchasing power of their communities, or introducing concepts of industrial efficiency (Lustberg cited in Brint & Karabel, 1989).

Community colleges have emerged to become institutions distinct from the four-year university and college and the traditional two-year junior college. The success of the community college has been in its diversity. Palinchak (1973) states the strength of the community college is the population it serves. The community college population is more diverse than any other clientele in postsecondary education reflecting "divergent characteristics from a broad range of society" and which mirrors the community it serves (p. 251).

There are many reasons for the success of the community college: convenience, cost, availability to a large population, serving the interests of universities by allowing universities to enjoy benefits of growth while retaining academic exclusivity, serving the social and economic need of prolonging adolescence, providing technical training demanded by the workplace, addressing the diversity of our culture, and by providing initial training as well as retaining for occupations. In short, the success of the community college was because "they had no traditions to defend, no alumni to question their role, no autonomous professional staff to be moved aside, and no statements of

philosophy that would militate against their taking on responsibility for everything" (Cohen & Brawer, 1982, p. 4).

Factors Affecting the Work-force Environment

The composition of the labor pool is becoming more diverse and less capable as the jobs in the marketplace are changing. Technology in the U.S. marketplace has affected supply and demand for labor by narrowing the entry-level opportunities to only those possessing the higher level skills required of these new jobs. This change in the supply and demand for labor has been driven in part by the need for increased productivity and competitiveness in a more global economy. Experienced workers are finding their skills outdated; applicants are unable to qualify for entry-level jobs as the new jobs that are being created require a different type of worker. A 1986 poll by Cambridge Reports, Inc., (Cyert, 1987) indicated there was public concern that the skills of the average worker would be made obsolete by technological change. There was also a concern that the level of skill required for good jobs, as defined in terms of wages and job advancement prospects, would be beyond the reach of those workers currently in or entering the labor force.

New technologies are redefining basic skill requirements of workers. Technologies are eliminating jobs and are also increasing the range of skills needed to perform the jobs available (Carnevale, Gainer & Meltzer,

1990). The key technology clusters of information technologies; computer-aided manufacturing technologies (robotics, computer integrated manufacturing, flexible manufacturing); advanced materials; and biotechnology have created "new options for the performance of specific functions" (Cyert, 1987, p. 27) within the jobs in an organization. These technologies require the employee to assume a broader role in the workplace with more responsibility and ownership of the product or service. The need for strengthening basic workplace skills is a result of these increased expectations of the employee. In a report published jointly by the Association of Training and Development and the U. S. Bureau of Labor (cited in North Carolina Education Governing Boards, 1990, p. 3), employers want employees capable of:

1. Learning the particular skills of a job (have learned how to learn);

2. Hearing the key points that make up a customer's concerns (listening) and who can convey an adequate response (oral communication);

3. Having pride in themselves and their potential to be successful (self-esteem);

4. Knowing how to get things done (goal setting and motivation);

5. Having some sense of the skills needed to perform well in the workplace (personal and career development;

6. Getting along with customers, suppliers or co-workers (interpersonal and negotiation skills);

7. Having a sense of where the organization is headed and what they must do to make a contribution (organizational effectiveness); and

8. Assuming responsibility and motivating co-workers when necessary (leadership).

Basic skills and specialized skills education provides the foundation for an employee to adapt to the requirements of these new jobs. Technology continues to change many of the jobs of American workers. Given more responsibility and autonomy in these new jobs, the requirements for a new type of worker are evolving. Workers are now expected to think and act independently.

> Just as owners once became dependent on managers for knowledge, today's manager's are becoming dependent on their employees for knowledge. . . . Submissive rule observers, who merely follow instructions to the letter, are not good workers. . . . the worker who helps frame new rules will also understand why they are necessary and how they fit into the larger picture--which means they can apply them more intelligently. (Toffler, 1990, p. 90)

Since the 1960s, the combination of increased affluence and leisure time, higher education, less physically demanding work, and the growth of media have contributed to greater diversity and instability in the attitudes of American workers (Grant, 1982). The worker of today no longer views employment with one particular employer as a

long-term investment. Many factors have contributed to the decline of employee motivation and loyalty:

1. Guaranteed rewards (fixed compensation and benefit packages) versus incentive and performance based rewards.

2. A disappearing work ethic.

3. Reduced cost of failure (lessened impact of bankruptcy, divorce, welfare status).

4. Rising incomes and progressive taxation.

5. Increased group protection and less individualism and responsibility.

6. Decreased employee loyalty (through unionism, new professions, physical mobility, larger organizational size, leverage buyouts and takeovers, and less identification with the employer).

7. Erosion of supervisory power.

8. Shorter time perspectives (need for instant gratification).

Employers must work to turn this change in attitude around. "Inspiring a sense of organizational purpose and shared goals, as well as sustaining employee loyalty in a fluid marketplace, will be major leadership challenges" (Jones, 1988, p. 47). Not only will employers be drawing workers from a more diverse labor pool, but they will be faced with motivating and challenging the new worker and instilling loyalty. Henkoff (1992) summarizes the dilemma of the American work force and the U.S. economy by stating:

> The challenge is to upgrade the skills of the American work force while maintaining the flexibility and ingenuity that are among the best features of our national culture. Companies that really do empower and train their workers are likely to earn their loyalty. But rebuilding the shattered trust between employer and employee will not be easy. (p. 64)

Postsecondary Training Providers

Work-force training and development are supplied by employers and a variety of postsecondary institutions. Postsecondary institutions that provide work-force training include vocational/technical schools, trade/proprietary schools, universities and colleges, and community colleges. Training provided by postsecondary institutions is differentiated by the mission and goals of the institution providing the training.

Vocational/technical schools and trade and proprietary schools are found as both public and private institutions. These institutions are characterized as targeting their programs to adult learners by offering flexible class scheduling and content specific programs. Private trade and proprietary schools are noted as having short-term, occupationally related programs and flexible scheduling. Students in the vocational/technical and trade and proprietary programs "tend to be older, poorer, and in greater need of basic skills training than four-year college students" (Carnevale & others, 1990, p. 23). These institutions tend to specialize in less technical fields

than do community colleges and focus more on training semiskilled and skilled workers for entry-level employment and apprenticeship programs (Carnevale, Gainer & Schulz, 1990). Tuition at these institutions varies depending upon whether they are private or public, and there is often a wide disparity in the quality of education because of the varying licensing and certification of such institutions.

Colleges and universities are major providers of postsecondary education and "spend approximately $80 billion annually . . . providing more qualifying and upgrading training for American workers than all other postsecondary educational institutions combined" (Carnevale & others, 1990, p. 19). These institutions are not noted as being a major source of basic skills or job-related skill training. Carnevale, Gainer, and Schulz (1990) note that "four-year colleges rarely train skilled trade workers" (p. 51) or beginning entry-level skilled workers. College or university training is usually provided in the form of technical professional preparation; advanced upgrading and certification training; and supervisory and management development training. Because the focus of these institutions is on management, supervisory, professional, and upper-level technical workers, training programs are typically offered through continuing education programs or a school of technology within the institution.

As with vocational-technical institutes and trade schools, the student populations at community colleges tend to be older, less economically advantaged, and in greater need of basic skills training. Community colleges originated in a philosophy of providing vocational and technical educations programs and basic skills training. This philosophy is evident in the enabling legislation of 1963 establishing the North Carolina community college system which stated:

> The major purpose of each and every institution operating under the provision of this [legislation] shall be and shall continue to be the offering of vocational and technical education and training, and of basic high school level academic education needed in order to profit from vocational and technical education, for students who are high school graduates or who are beyond the compulsory age limit of the public school system and who have left the public schools. (Article 10 G.S. 115A cited in Cox, 1986, p. 29)

As well as offering vocational and technical programs and basic skills training, most community colleges offer two-year academic transfer programs for those students wishing to continue their education at a four-year institution. The college transfer component of the community college has historical beginnings in the evolution of the community college from the two-year junior college. Criticism of the academic transfer component of the community college is that college transfer programs take away from the original mission of the institution (Brint &

Karabel, 1989; Cohen & Lovas, 1982). The significance of the college transfer program is that this component is in conflict with the founding philosophy of the community college of providing vocational and technical education. Cox (1986) found, however, the strengthening of the academic transfer programs has had a positive effect in establishing the community college as a provider of quality vocational/ technical education.

Community colleges continue to be a major provider of occupational and vocational training and are considered the primary institutions "for preparing high school graduates not going on to four-year colleges" (Carnevale, Gainer & Schulz, 1990, p. 52) for occupationally related education. The role of community colleges has expanded as changes in technology, competition, and productivity have required these institutions to broaden their programs to address the training and retraining needs of those whose skills must be upgraded.

Employer-provided training is also a mechanism for workers to receive skill upgrading and training. The technical skills necessary to perform a specific job or the skills relating directly to the technology of the job have and continue to be provided by the employer within a specific occupation. Employers are the largest provider of training for the technical work force providing "37 percent qualifying and 40 percent of upgrading training" for

technical workers. Employers also provide qualifying training to "60 percent of craft workers" through formal and informal programs (Carnevale, Gainer & Schulz, 1990, p. 49).

Employer training is usually job specific and provided on the job by higher skilled technical workers, offered in-house by company training specialists, or contracted by an employer to be provided by outside training consultants. U.S. companies spend about $30 billion each year on formal training programs and about $180 billion on informal training (Waddell, 1990). This training is primarily for technical upgrading rather than on basic skills improvement. Of the total $30 billion spent on formal training by employers, only about $250 million of this was spent for reading, writing, math, and other basic skills (Waddell, 1990).

Types of Training Provided

Training for the labor force varies. Training may be offered in the form of job specific, skill-oriented training; education focusing on the acquisition of knowledge in preparation for career growth; management and supervisory development which focuses on learning experiences related to growth and/or changes in organizational and individual attitudes and values (Lawrie, 1990), or basic skills training.

Job specific, skill-oriented training prepares individuals for specific jobs in trade and technical areas;

training is differentiated by the type of work to be performed and has a short-term focus. In some instances, this training leads to certification in the areas of specialization.

Education differs from job-specific training in that the learning experiences are in preparation for job growth and additional responsibilities. Education is similar to management and supervisory development as the focus is on the long-term goals of the organization and the individual.

Management and supervisory development is supplied by employers to those members of their work force either moving into or up the management ranks. "Most employers believe that a company 'makes' managers through extensive formalized training, on-the-job training, and mentoring" (Carnevale & others, 1990, p. 40). Programs for management and supervisory development focus on skills such as team building, communications, budgeting, human resource development issues, leadership skills, motivation, and interpersonal relationships.

Employers are increasingly recognizing the need for adequate basic skills of reading, writing, and computation of their employees. Basic skills training is now being provided by both educational institutions and employers. "CEOs now realize that their companies are becoming the schools of last resort. . . . Corporations are pouring millions into basic education and more advanced training for

the people who work for them" (Dreyfuss, 1990, p. 87). Secondary and postsecondary schools are also placing increased emphasis on the basic skills, and collaborative efforts between business and education are being formed to link these two together in planning remedial programs (Morse, 1984).

Planning, Program Development, Marketing, and Evaluation

If the strength of a community college is in how well it serves the needs of its community, it is imperative that these institutions assess the relevance and quality of the programs they offer. This assessment should include the capability of the institution to offer such programs, funding, importance, and market viability of these offerings (Martinez & Echord, 1987). In a study by Iverson (1985) of the responsiveness of 15 North Carolina community/technical colleges to the training needs of industry, specific elements affecting institutional responsiveness were found to be of significant importance to both the industries and the colleges in the study. These elements included the reliability of doing what was promised, the commitment of the president of the community college to training, the quality of instruction provided, quickness of response, tailoring courses to specific needs, and special funding for industry training. An examination of the planning, program development, marketing, and evaluation functions of the community college can serve to determine the relevance of

the offerings of a community college to the community it serves.

Planning. Planning encompasses several characteristics. In a study of leadership in governance of community colleges, effective planning was found to be:

1. Driven by institutional mission and goals.
2. Action-oriented.
3. Participative (in both vertical and horizontal dimensions of the enterprise).
4. Organizationwide.
5. Open to accommodate the flow of critical information, ideas, and values.
6. Structured, but adaptable (Fryer and Lovas, 1990, p. 49).

Planning requires that certain goals be identified by needs that relate to these goals. From these goals, resources are assessed; priorities are set to accomplish the goals and, thus, satisfy the needs. Havelock and Havelock (1973) in a discussion of the paramount importance of the goals of training state: "We should be able to answer the question of 'why' before we move on to the 'who' and 'how'" (p. 39). Planning is the reflective, rational, and deliberate framework for decision making (Fryer & Lovas, 1990) and addresses the question of "why" (p. 39).

Program Development. Program development emerges from planning to accomplish the goals. An analysis of specific components of the program development function defines the scope of the program. There are many models for developing training programs each incorporating similar components. An eight-step process as developed by Warren (1979) for the development of a training plan includes:

1. Problem definition.
2. Needs identification.
3. Establishment of performance standards.
4. Training identification.
5. Establishment of training criteria.
6. Cost estimation.
7. Estimation of return on investment.
8. Scheduling (p. 42).

Mayo and Dubois (1987) offer a five-step process in designing skill-related training programs similar to the process described by Warren (1979). This five-step process includes: (a) analyzing operational requirements; (b) defining training requirements; (c) developing objectives and tests; (d) planning, developing and validating the training; and (e) conducting and evaluating the training.

A framework for a training design well suited to the development and implementation functions of community

college instruction is one provided by Havelock and Havelock (1973) and contains:

1. Definition and rationale for the role.
2. Criteria for trainee selection.
3. Outcomes expected of trainees (attitudes and values, knowledge, skills).
4. Ways to provide training to achieve these outcomes.
5. Ways to set the role in an institutional context.
6. Criteria for program success.
7. Evaluation processes for a training program.
8. Utilization of evaluation (p. 59).

The eight elements of this framework pertain to whole-role training falling short of system-changing training and beyond what is required to train for a specific skill (p. 59). This framework is useful in visualizing the development process within a community college context as it is broad enough to encompass the many levels of training provided.

Marketing. The marketing function is a key component in the success of programs offered by an institution. The importance of the marketing function of programs offered by community colleges has been documented in several studies. A study by Andrea (1987/1988) to analyze training and development for the St. Cloud, Minnesota, area manufacturers found while area manufacturers were a strong target market,

in many cases the manufacturers were unaware of the school's ability to provide a broad spectrum of training. In a study of the factors related to student enrollment in North Carolina Adult Basic Education Programs (ABE) by Chalmers (1983/1985), several characteristics of successful ABE programs were cited. The number and variety of recruitment methods used for an ABE program as well as the familiarity with the program objectives and organization both contributed to the success of such programs. Jarrett (1989) in his study of group perceptions of mission and mission effectiveness at a community college concluded there was a lack of understanding of the mission of the college, and perhaps the college was "inadequately promoting certain aspects of their mission" (p. 102).

Marketing is defined by the American Marketing Association as "the process of planning and executing conception, pricing, promotion, and distribution of ideas, goods, and services to create exchanges that satisfy individual and organizational objectives" (Bennett, 1988, p. 115). This definition of marketing, while primarily associated with manufacturing operations, has application to the services provided to the consumer by an educational institution. Marketing the programs offered by an educational institution remains the same as that of any service industry. The challenge to the offering institution is to: (a) develop new services suited to the needs of the

customer; (b) improve the quality and variety of the existing services provided; and (c) provide and offer these services in a manner which best serves the customer (Peter & Donnelly, 1991).

Evaluation. Evaluation is a necessary component if the programs offered are to be relevant to the consumer and cost effective for the institution. Evaluation of program offerings by a community college strengthens its ability to be responsive to changes in society and the needs of the community it serves. The responsibility for evaluation must be assumed by the community college in order to meet work-force demands, update curriculum and instruction, coordinate resources, and determine funding priorities (Martinez & Echord, 1987). This sentiment is reaffirmed by Long (1986-1987) who stated that "declining enrollments, changing technology, budget constraints, and concern for quality" (p. 48) are reasons for evaluation. Evaluation allows administrators to make decisions with regard to staffing, budgeting, expansion, improvement, retrenchment, or phaseout (Long, 1986-1987, p. 48). Because the community college is expected to meet many educational needs and work-force demands, a systematic model for evaluating programs is necessary to provide the analysis administrators need to determine the current and future status of program offerings.

Summary

The demand for a more highly skilled and adaptable employee brought about by new technologies; the need for increased productivity of companies and employees; jobs requiring workers with a minimum of basic skills; and the changing attitudes of the American worker contribute to the increased attention to basic skills education and specialized skills training. The community college, with a history in providing nontraditional educational opportunities to diverse populations, is in a unique position to improve the skills of the American work force. The community college can continue to meet the needs of the community it serves by constantly examining the planning, program development, marketing, and evaluation functions and the appropriateness of such functions in the current and future economic environment.

CHAPTER III

METHODOLOGY

The identified trends affecting the employment environment indicate that postsecondary education institutions must address educational issues with respect to the present economy and the need for work-force preparedness and upgrading of skills (Johnston & Packer, 1990). The purpose of this study was to examine the planning, program development, marketing, and evaluation functions of three selected North Carolina community colleges as these functions address work-force preparedness basic skills education and specialized skills training. A qualitative research methodology utilizing ethnographic techniques was used to address the questions of the study:

1. To what extent are community colleges utilizing the following functions as related to basic skills education and specialized skills training: planning, program development, marketing, and evaluation?

2. To what extent are the non-degree programs of three selected community colleges linked to the needs of business and industry within their service community in regard to basic skills education and specialized skills training?

Population

In order to conduct cross-site and individual case-study analyses, a multisite approach was utilized. Three of the fifty-eight North Carolina community colleges were chosen for the study. These colleges were selected because of the diverse populations represented by each institution, size of the institution, demographics of the communities served, and receptiveness by the leadership of the college to participate in the research. Each of the three colleges varied in size and demographics of the communities served. To maintain confidentiality of the research data, the colleges selected for the study are identified as Site 1, Site 2, and Site 3, respectively.

Site 1. Site 1, established in 1959 as part of the North Carolina industrial education system, was located in central North Carolina serving a suburban/rural population of approximately 105,600 (Survey, 1990). The major city within the county served by Site 1 had a population of approximately 42,900 (Velez, 1991). Principal industries in the service area included textiles, furniture, and electronics manufacturers; foods producers and manufacturers; and retailing (Velez, 1991). Site 1 was selected to be included in this study as it was representative of a mid-size community college serving a suburban/rural population.

Site 2. Site 2, located in the Piedmont area of North Carolina, began in 1958 as an industrial education center. Today, the college is a multicampus organization with three campuses serving an urban population of approximately 338,300 (Survey, 1990). The two largest cities in the county service area had populations estimated at 173,876 and 68,276 (Velez, 1991). Principal industries in the service area included: furniture and related industries; textile and apparel manufacturers; primary and fabricated metals, non-electrical machinery; food and kindred products; paper and allied products; non-manufacturing and service; construction; transportation, communication, and public utilities; financial services, insurance, and real estate; government; chemical; printing and publication; and other durable goods (Velez, 1991). Site 2 was selected to be included in this study as it was representative of a community college serving a large, urban population.

Site 3. Site 3 was founded in 1971 to serve the citizens of a three-county area located in western North Carolina in the Blue Ridge section of the Appalachian mountains. The college serves a rural population of approximately 45-46,000 (Foxx, 1991; Survey, 1990) that has historically been considered among the poorest in the state of North Carolina (Foxx, 1991). The largest town served by the college had a population of approximately 2,000. Principal industries in the tri-county area were textile

manufacturers, a minerals/mining corporation, smaller furniture manufacturers, and a recreational equipment manufacturer.

Site 3 was one of two North Carolina community colleges with a female president. In addition, two-thirds of the key administrative positions at the college were held by females. The uniqueness of the leadership at Site 3, the receptiveness of the key administrator at the college to participate in the study as well as the geographic location and demographics of the area provided a strong basis for inclusion of the college in this study.

Data Collection Procedures

To strengthen the generalizability of the study and to optimize description of the settings, a multisite qualitative method of research was chosen (Herriott & Firestone, 1983). This multisite method of research allowed for the research questions to be addressed in a number of settings utilizing similar data collection and analysis methods. Individual case analysis as well as cross-case analysis of the data attempted to describe patterns within and across sites.

The data collection procedures consisted of questioning key informants and content analysis of transcribed text of these interviews as well as content analysis of documentation related to the questions under study; i.e., mission statement, history of the college, organizational

structure, and stated program offerings. Key informants were treated as sources of information (Fetterman, 1989), and questioning was both structured and unstructured. Potential key informants were individuals within the community college decision-making process and staff associated with work-force preparedness basic skills education and specialized job skills training. Questioning served as a method of determining the meaning of the culture of those associated with work-force preparedness basic skills education and specialized job skills training and was used to discover "what people think and how one person's perception compares to another's" (p. 48).

Access to the community colleges under study was gained in a variety of ways: as an unpaid intern, at the request of the researcher, and as an invited researcher. As a 12-semester hour internship was required in the Doctor of Education (EdD) degree program, a 3-hour internship assignment was formulated at Site 1 with regard to the area of research. Because this internship was a requirement of the doctoral program and coordinated through the university, the problem of the gatekeeper access (Fetterman, 1989) was lessened. In addition, long-term access to Site 1 provided the researcher the opportunity to refine data collection techniques; i.e., information to request and exposure to the community college culture.

Access to Site 2 was obtained through an unsolicited request to include the college in the study by the researcher. The researcher contacted the college president via a doctoral committee member and requested the opportunity to discuss inclusion of the college in the research project. Upon meeting and discussion of the research project, the president was amenable to allowing the researcher to include Site 2 in the study.

The selection of Site 3 as part of the research study was, in part, at the encouragement of the president of the college. Upon introduction and a subsequent conversation regarding the research topic, the president was receptive to including the college in the study. The researcher gained access to Site 3 as an invited researcher.

Administrators at each college under study were provided an abstract of the proposed study and were asked and agreed to sign a consent to participate in the research per The University of North Carolina at Greensboro guidelines (Consent to Act as a Human Subject, short form, 1/90). Confidentiality and anonymity for all individuals and colleges participating in the study were stressed by the researcher. At the conclusion of the data collection at each research site, a letter of appreciation was sent by the researcher to each community college president and other individuals within the college who were instrumental in coordinating the data collection process. Each college

president was advised that a copy of the research study would be provided to him/her once the study had been approved. Letters requesting site visits and follow-up thank-you letters are not included as part of the final research document in order to maintain anonymity of the research sites.

Each college participating in the study was hospitable and receptive to the researcher. Every attempt was made by the administration at each site to ensure that the researcher was afforded the opportunity to meet with individuals within their colleges and to examine documentation related to the study. Individuals at each community college were open and many times appeared to enjoy discussing the research questions from their perspective. Many interviews resulted in what the researcher believes will be long-term professional relationships.

According to Patton (1990), there are "no straightforward tests for reliability and validity" (p. 372) in qualitative research except to "do the very best with your full intellect to fairly represent the data and communicate what the data reveal given the purpose of the study" (p. 372). Herroitt and Firestone (1983) suggest that the use of a singular field worker "standardizes the data collection 'instrument' across sites without sacrificing the potential for in-depth descriptions" (p. 18). They caution, however, that use of a lone field worker is limited to

situations involving no more than three or possibly four sites. As the researcher is often the "instrument" in the qualitative data collection (Fetterman, 1989; Firestone & Dawson, 1988; Sanday, 1979), the use of a single investigator to carry out all field work eliminates multiple interpretations and, consequently, enhances the reliability of the data collection and analysis.

To strengthen the validity of the research, individuals at each college performing similar roles with responsibility for basic skills education and specialized skills training and upper administrators were selected as key informants. All interviews, transcriptions of text, and content analysis were performed by the researcher during the spring and summer of 1992. In order to standardize questioning, interviewees were presented the research questions and asked to respond from their own perspective. All interviews were tape recorded. Thirty-eight (38) interviews were conducted at the three research sites during April and May 1992 (12 at Site 1, 15 at Site 2, and 11 at Site 3). A listing of those interviewed at each site is shown in Table 1.

Table 1

Key informants	Approximate time (hours:minutes)
Site 1 (12 respondents)	
President	1
Director, Continuing Education	1
Director, Occupational Extension	1:30
Director, Literacy Education	2:30
Director, HRD	0:45
Director, Small Business Center	1:30
Director, Industrial Services	1
Coordinator, FIT	1
Coordinator, ABE/GED	1
JTPA Coordinator	0:45
Institutional Researcher	1:30
Coordinator, Seminars	0:45
Total approximate time	14:25
Site 2 (15 respondents)	
President	1
Vice President Academic Affairs/ Student Development	1
Vice President for Administrative Services	1
Assistant to VP, Business/Industry Services	1:30
Dean, (Satellite) Campus	1
Dean, (Satellite) Campus	1
Director, Literacy	3
ABE/Coordinator of Homeless Grant	0:45
Dean, Institutional Research and Planning	1:30
Assistant to the President	0:45
Assistant Dean, Continuing Education	1
Assistant Dean, Occupational Extension	2
Assistant Dean, FIT/Apprenticeship	1
Director, Small Business Assistance Center	2
Director, Marketing/Public Information	1:30
Total approximate time	20:00

(table continued)

Key informants	Approximate time (hours:minutes)
Site 3 (11 respondents)	
President	1:30
Director of Planning/Institutional Effectiveness	1:30
Vice President for Administration	0:45
Dean of Academic Services	1:30
Director of Publications/Development	0:45
Director of (----) County/Occupational Extension Services/SBC	1:30
Director, (----) County Learning Center	1
Director, (----) County Learning Center	1
Director of ABE/GED/AHS/Comp. Ed.	2
HRD Instructor	0:45
Administrative Assistant, Continuing Ed.	0:45
Total approximate time	13:00

The interviews ranged from forty-five minutes to an hour and a half each; several interviews lasted two or more hours. Interviews generally took place in the respondent's office on the community college campus or satellite campus; two interviews were conducted in restaurants. In several instances the respondents asked that the tape recorder be turned off during portions of the interview. In one instance, the interviewer turned off the tape recorder as it was felt by the researcher that the comments were unrelated to the research topic.

Transcription of the interview tapes was completed in July 1992; each interview transcription required approximately four hours to transcribe for a total of

approximately 160 hours transcription time. While transcription of the interview tapes was a laborious task, it was felt by the researcher that a more in-depth analysis would result from the researcher personally transcribing the tapes as they were actually recorded.

Research Design

Qualitative research methodology was utilized to address the research questions of the study. As the holistic orientation of qualitative research attempts to describe a comprehensive and complete picture of the situation for the purpose of understanding, this method allowed additional questions to emerge during the actual research. "Qualitative research is a particular tradition in social science that fundamentally depends on watching people in their own territory and interacting with them in their own language, on their own terms" and has been described as "naturalistic," "ethnographic," and "participatory" (Kirk & Miller, 1986, p. 9). "Human-to-human measures" (Guba & Lincoln, 1981, p. 153) used in qualitative research for collecting data include interviewing, observation, and nonverbal communication.

The study focused on the use of ethnographic methods of interviewing key individuals and content analysis of the interviews and documentation related to the questions of the study. Ethnography is the "art and science of describing a group or culture" (Fetterman, 1989, p. 11). Goodenough

(1981) presents culture as a multitude of aspects: language, forms, propositions, beliefs, values, recipes, routines, and customs. The ethnographer's role is to define the routine, more predictable aspects of a culture or subculture by examining these aspects in a variety of ways. Because of individual experiences, each individual in a culture has his/her own propriospect which is defined as a subjective view of the world and its contents (Goodenough, 1981). This individual, subjective view is the manner in which the individual perceives and evaluates his and other's cultures in comparison to his/her own propriospect. The task of the ethnographer is to recognize this individual propriospect and attempt to control research biases and preconceived notions about the culture under study. This recognition allows the ethnographer to check and recheck a perception of a culture to gain a more objective view of what actually exists. Failure to admit to these biases produces narrowness and an overly subjective view and is not true ethnographic research.

As there are many cultures, subcultures, and groups, ethnographic research cannot attempt to uncover the total configuration of a culture. Rather, the ethnographic researcher is limited to a fraction of the total configuration, aware that there are many parts left unexamined. Symbols, rituals, beliefs, customs, rules, and values are part of the culture; the ethnographer must

examine these aspects and how they relate to the individual study (Goodenough, 1981). An understanding from the individual's view (emic perspective) allows the ethnographer to accurately describe situations and behaviors in the culture or group under study and "compels the recognition and acceptance of multiple realities" (Fetterman, 1989, p. 31) by the researcher. The acceptance of these multiple realities allows for a more nonjudgmental orientation of the ethnographer.

Limitations

1. Limitations of this study may be in the manner in which the researcher gained access to the institutions under study and how the researcher was perceived by those in the institution under study: as a previous intern, as an unsolicited researcher, and as an invited researcher.

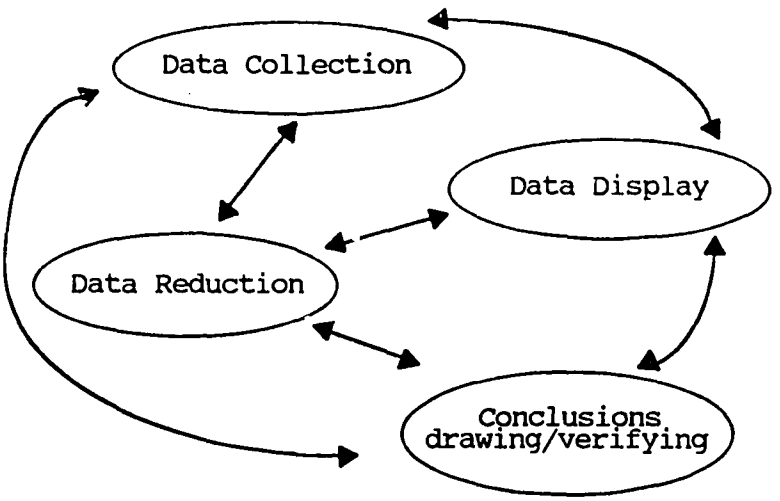
2. The study was limited to three North Carolina community colleges serving distinct geographic areas and demographic populations. Results of this study may not be applicable to other similar institutions outside these geographic areas and demographic populations.

3. The study focused on non-degree programs offered during fall 1991 and spring 1992. The results are limited by the data collected during this time period and the programs under study.

Data Analysis

A conceptual model (Miles & Huberman, 1984, p. 229) of the qualitative data analysis is shown in Figure 1.

Figure 1. Components of data analysis.



Source: Miles, M. A. & Huberman, A. M. (1988). Drawing valid meaning from qualitative data: Toward a shared craft. In D. A. Fetterman (Ed.) Qualitative approaches to evaluation in education: The silent scientific revolution (pp. 222-243).

As qualitative data were collected by interviews and examination of text, this model is helpful in providing a visual framework of the data analysis process of the study. The "three concurrent flows of activity" of data analysis include data reduction, data display, and conclusion-drawing and verification (Miles & Huberman, 1988, p. 229). Each activity is part of the total analysis process.

Content analysis was the primary analytic procedure utilized in the study and provided a systematic method of managing the voluminous amount of data generated by qualitative research. Qualitative research focuses on description and interpretation; content analysis attends to the task of description. There are four major characteristics of content analysis: (a) it is rule and procedure guided; (b) it is carried out in a systematic manner; (c) it attempts for generality (descriptive); and (d) it deals with evident content (Guba and Lincoln, 1981). Content analysis is based on the tenet that data can be coded, segregated, categorized, and ultimately interpreted. The strength of the analysis lies in the exactness and consistency of the coding of data. The coding process must be guided by: (a) the assumptions pertaining to the nature of the data (relevance) and inferences to be drawn from the data; and (b) the theory, hypotheses, and inquiry questions (Guba and Lincoln, 1981).

The advantages for using content analysis in qualitative research (Kirk & Miller, 1986) are:

1. As communication is central to social interaction, content analysis can be applied directly to text or transcripts of these communications.

2. Documentation may span a period of time and therefore may be analyzed for content to discern patterns, messages, commonalities.

3. Cultural indicators can be used to assess quantitatively the relationships among economic, social, political, and cultural change.

4. Content analysis yields unobtrusive measures which neither the sender nor the receiver of the message is aware.

The primary disadvantages of content analysis, as with qualitative research methodology, is that there is no one correct method for conducting the analysis; and it is difficult and time consuming. In order for valid references to be drawn from the analysis, classification codes must be consistently applied to the data. For large qualitative research projects, manual coding and classification of data may be simply too time consuming; and the reliability of results may be jeopardized by the inconsistency in the application of codes and categories to the data.

With the advent of microcomputers and database management software programs specifically designed for content analysis, the reliability is increased. Computer

database management software programs provide rules and categories that are clearly specified and defined so that given the same data, "an independent researcher ought to be able to arrive at the same results using the same documents for analytic purposes" (Guba & Lincoln, 1981, p. 246). Krippendorff (1980) asserts that while the use of computers for data analysis controls for reliability, the "semantical validity of the process" may be questioned (p. 178). To assure semantic validity, Krippendorff (1980) suggests completing several cycles of the analysis until the processes conform to the desired standards.

Fetterman (1989) recommends two qualitative analysis programs that are well suited to qualitative research and capable of organizing, managing, and analyzing qualitative data: AskSam and Ethnograph. AskSam is a flexible software program which allows for long field notes to be entered and analyzed; Ethnograph compares with AskSam in flexibility and appropriateness and also allows for the modification of the coding system during analysis, changes in the boundaries of text segments after the initial period of data entry and overlap of coded segments (Fetterman, 1989). After reviewing the qualitative analysis software programs commercially available, Ethnograph was selected to be used for content analysis of the interviews conducted in the study. All transcribed interviews were coded using

coding categories developed by the researcher. Examples of the categories are shown in Table 2.

Table 2

Example of Ethnograph Coding Descriptions

Category	Description	Ethnograph code
Planning	Institution	PLG-INST
	Basic Skills	PLG-BS
	Cont. Ed/Occup. Ext.	PLG-CE/OE
	Human Resource Dev.	PLG-HRD
	JTPA	PLG-JTPA
	SACS	PLG-SACS
	New Bus & Ind.	PLG-NBI
	Small Business	PLG-SB

A total of 71 coding descriptions was developed which included categories of planning, program development, marketing, evaluation, linkage, funding, organization, and staffing. Codes were added or deleted as necessary during the course of the coding process. Upon completion of the manual coding process, the codes were inputed into the computer-stored transcribed document. A computer search for coded segments was then performed to determine similarities and differences in the transcribed interview data.

The researcher found the Ethnograph software program to be easy to use and considerably reduce the time-consuming process of organizing the enormous amount of qualitative data obtained through interviewing. Manual content analysis

was performed on the examination of documentation related to the study. The manual content analysis added to the computer-assisted code search analysis and helped clarify information.

Secondary data analysis techniques included visual data display as a means to display events and interpretations; triangulation to represent different perspectives and to generate discovery and new understandings (Firestone & Dawson, 1987); and the identification of patterns and key events. As qualitative data lends itself to a visual display (Miles & Huberman 1988), descriptive and explanatory matrices were utilized to present data in graphic and conceptual representations. Comparison, triangulation, and the search for patterns and key events in the data collected also permitted many levels of analysis and interpretations to emerge.

One of the difficulties in analyzing qualitative data is that there are "few agreed-on canons for qualitative data analysis, in the sense of shared ground rules for drawing conclusions and verifying their sturdiness" (Miles and Huberman, 1984, p. 16). The researcher found data analysis and reporting to be an especially difficult part of the research study. It was decided that presentation of verbatim narrative text to avoid taking respondents' comments out of context would be used. Summary descriptive matrices were developed to show themes and key ideas and

present a quick glance representation of the data. Patton (1990) states that by presenting the actual data on which the analysis is based the readers are able to "make their own analysis and interpretation" (p. 392) and that, in essence, is the power of qualitative data. Every attempt was made to remain true to the confidentiality and anonymity of the respondents who participated in the study. Data were analyzed in the order that the colleges were visited; i.e., Site 1, Site 2, Site 3. The results of the study are presented in Chapter IV; the summary, conclusions, implications, and recommendations for further study are presented in Chapter V.

CHAPTER IV

RESULTS

The following research questions were addressed at each community college site visited:

1. To what extent are community colleges utilizing the following functions as related to basic skills education and specialized skills training: planning, program development, marketing, and evaluation?

2. To what extent are the non-degree programs of three selected community colleges linked to the needs of business and industry with regard to work-force preparedness basic skills education and specialized skills training within their service community?

The results of the study are presented by research site and in the order that each community college was visited, data obtained, and data analyzed. Subsections of the results organize the data into the following categories: (a) institutional organization of the non-degree programs which address the questions of the study; (b) (Question 1) how these non-degree programs utilize the functions of planning, program development, marketing, and evaluation; and (c) (Question 2) linkage of these non-degree programs with the communities served by the institution. The data are presented in narrative and verbatim text from the actual

interviews conducted. Descriptive matrices are provided to summarize key themes.

As many of the non-degree programs related to basic skills and specialized skills training are similar at each institution, definitions and descriptions of individual programs are provided in Chapter I. The Adult Basic Education (ABE), General Education Diploma (GED), Adult High School (AHS), English as a Second Language (ESL), Compensatory Education (CED), Human Resource Development (HRD), Job Training Partnership Act (JTPA), and specially funded literacy grant programs are inclusive in the term basic skills. Unless otherwise indicated, In-plant Training, Occupational Extension, the Small Business Center (SBC), New and Expanding Business Training, and Focused Industrial Training (FIT) are inclusive in the term specialized skills. It is noted in the results where specific programs are unique to a particular institution.

Site 1

Institutional organization - non-degree programs

The non-degree programs which address work-force preparedness basic skills education and specialized skills training at Site 1 were organized in a functional structure. These activities reported to a Director of Continuing Education and included Occupational Extension, Literacy, Human Resource Development, the Small Business Center, and Industrial Services. Not shown on the organization chart

provided the researcher was the responsibility for JTPA which was staffed by an individual on a half-time basis. Avocational/Practical Skills and Off-Campus Credit courses were also included under the organization of Continuing Education. These two areas were not included in the research study as they did not, in general, address the research questions. An organization chart for the reporting functions at Site 1 is shown as Figure 2.

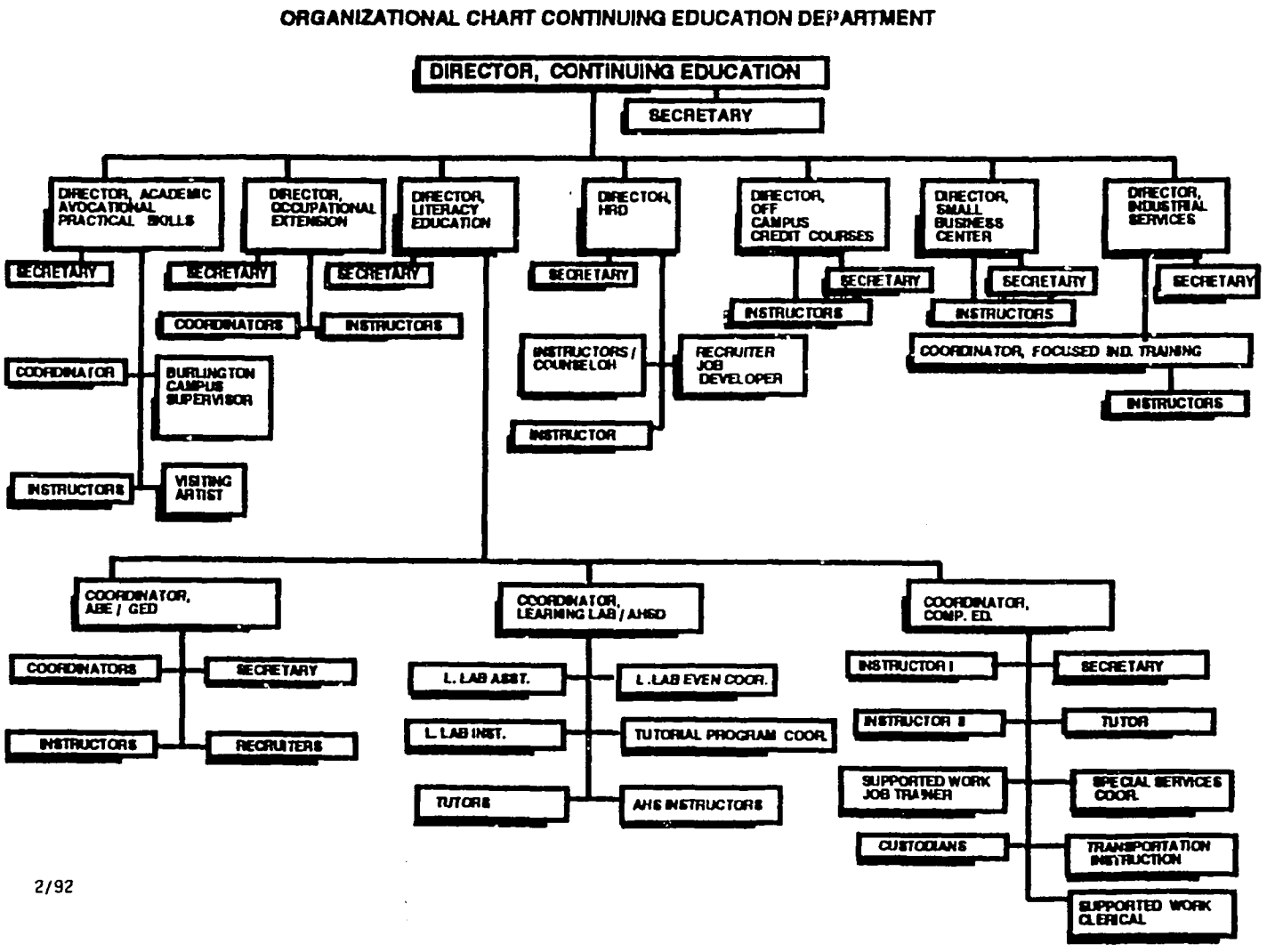


Figure 2. Site 1 organization chart.

The literacy education section included ABE/GED, the Learning Lab/AHS, ESL, and CED. The literacy education function also actively solicited grant funding for specialized literacy projects. Examples of these specialized projects were:

1. A Job Co-op Program which provided job seeking skills on a short-term basis to unemployed individuals through a Job Co-op Job Club and Job Co-op Special Services Program (Supported Work);

2. Workplace and family literacy programs;

3. The Cumberland Homeless Project; and

4. The Transitional Support Program for special high school and junior high school students preparing for movement from school to postsecondary life, whether to sheltered workshops or to work in the community.

The college had one of the largest in-plant training programs in the state. Because of the large amount of in-plant training provided, the industrial services section of continuing education was organizationally separate from occupational extension. There was a full-time Industrial Services Director and a full-time FIT Coordinator.

Question 1. Planning, program development, marketing, and evaluation of work-force preparedness non-degree programs

Planning. The college was in the process of preparing for the Southern Association of Colleges and Schools (SACS) reaffirmation of accreditation. Institutional planning had

been formalized as part of the SACS self-study process; and a planning document had been prepared and was in use. Administrators at the college indicated that the self-study process had helped to strengthen the institutional planning process by formalizing procedures for planning and evaluation of programs.

One respondent was not enthusiastic about the formalized institutional planning process. This individual felt that the college was not working as a team, and communication from key administration to the staff and faculty regarding goals and the mission of the college was missing from the process. Planning for this particular program over an extended period of time was a "waste of time because of the volatility of funding."

> It's a sham, it's a paperwork sham . . . because for one thing, if I had done the type of planning that I really wanted to do for five years . . . it would have been a waste of time because that's only my opinion of what ought to happen, and I'd be holding to so many other people; and we're not doing it as a team, so what is the value of it? . . . So what does that have to do with the overall picture of the school? Why am I not meeting with my supervisor to discuss my five-year plan. I am just producing a piece of paper that he turns in with another piece of paper. . . . Why wouldn't the president meet with certain key first and second level supervisors to talk about the college's five-year plan and to let everybody know where we're going. . . . If it's really a valuable document, if we are really buying into it, why don't we do these things? I don't know, but it's not done. . . . You see, when you write that thing, you better write something down that you can accomplish in a certain period of time.

In the areas that provided training in the basic skills, respondents thought planning was difficult and tied to funding for specific programs: **"We go with the flow of funds."** Many times, funding was uncertain in programs; and respondents felt this was a reflection of the philosophy of the Department of Community Colleges (DCC) not just the philosophy of the institution. Planning was influenced by the number of students enrolled in the programs, retention, graduates, and placements.

> **We go with the flow of funds, if we find out that there is going to be money coming down the pike . . . if we can get some money to do it . . . this is not planning, this is something else, so I have difficulty with that. I do it as well as anyone to utilize the funds and to get funds to help people, but this isn't planning. So in terms of the philosophy of the Department of Community Colleges and our college in particular, I don't feel real good about what we do in the area of planning . . . it should be a lot better.**

There was a **"fairly extensive planning process"** for specialized skills training. Planning was described as both short term and long term to meet **"individual requests"** from business and industry as well as providing classes for which there was a standing need such as certification and recertification classes. Planning reflected a **"positive responsiveness"** to the needs of the community. Formal need assessments were not generally used in the specialized skills program. It was felt there was minimum cost benefit in using the need assessment process for short-term programs

or classes; need assessments had been used successfully for long-term programs.

Program Development. Administrators in the basic skills area worked with community agencies to develop programs for the "needs of the community" and by "where the money is." Operating guides and core curriculums were individualized based on students' needs. Instruction in ABE and GED classes was organized on four skill levels, and respondents felt they had to have greater programming flexibility because of the populations they served. One respondent described the difficulty in individualizing instruction:

> We have an operating guide that our instructors work from . . . that operating guide is used, then individualized . . . that instructor has got to know the student well enough to learn how they're learning and to see what the difficulty is to pull materials . . . or else they are going to have to create some materials. . . . Every class is different . . . the make up of the students, and the instructor has to be able to change everything . . . We've got to adjust our whole manner and way in which we are going to teach that class. We may even have to have an additional person in that class which will cost us much more money. . . . You have to be constantly looking at that, monitoring that, and dealing with those kinds of issues where you don't have to deal with in any other areas of education related to the community college.

Specialized skills training was tailored for individual businesses and industries following the Department of Community College (DCC) Administrative Code guidelines. Programs and courses were developed based on specific

requests from business and industry as well as by brainstorming and coming up with "fresh ideas." Courses could be adapted from generic "off-the-shelf" outlines. However, program and course development was more "complicated" and long term sometimes requiring that the college work with the particular business or industry in defining course content and outlines. Key issues in course and program development were developing course outlines, finding suitable credentialed instructors, and identifying facilities required for the training.

In-plant training was one of the biggest areas of specialized skills training at Site 1. Many times in-plant training was conducted by workers already employed by the industry who were contracted as a "third party" by the college as instructors. There had been criticism of third-party contracting by the DCC and others. During the period that interviews at Site 1 were being conducted, discussion was going on within the community college system on strengthening the DCC guidelines regarding in-plant training and third-party contracting. It was the impression of those working with in-plant training that the financial incentive provided business and industry by utilizing third-party contracting gave workers the opportunity to obtain training that many companies otherwise would not provide. Third-party contracting at Site 1 was seen as necessary because of the uniqueness of the machinery at many of the

businesses and industries and by the lack of qualified instructors available to teach these classes.

> Because we don't have a pool of instructors that can go out and train on these machines. . . . These people that they call their instructors really may be their supervisors or their lead people or hourly people or whatever, are the ones who have the expertise . . . are the ones we contract with. . . . So, since the auditors have problems with this. . . . They call it buying FTE when we're registering training that they're going to do anyway or have to anyway. . . . All we're doing is subsidizing their training is what they say. . . . A lot of times if we didn't register it, they wouldn't actually conduct the training. . . . It's caused some companies to actually take machines off the floor and put them in a room by themselves. . . . They take training a little more seriously when they register through us. . . . My concern is to make sure that everybody that goes to work in North Carolina or in my county is getting enough training so they can do a good job.

Marketing. The majority of the respondents thought the college did an excellent job marketing the institution and the college had a "positive image" in the community. The Development Office and the Student Affairs Office had responsibility for marketing the college. Key administrators said "everybody's got a role in marketing" and all employees had a responsibility for marketing their programs in the community. Several respondents indicated the total institutional marketing effort could be improved considerably utilizing the computer technology available. There was also criticism of the lack of a centralized marketing function within the institution and that educators were not marketing specialists.

> The community college here has not got a very effective marketing program. It's sort of catch as catch can. . . . We have captured a great deal of information on students that have attended this institution through various programs. . . . We cannot currently draw that information out from other areas. . . . It would be enormously beneficial to the institution. Part of the difficulty with the way that we do it is that so many people within the institution have to market their own programs. Most of these people come from an education environment and not from a marketing environment; and so consequently, it is not as efficient. It is not as intensive as it could be in terms of the marketing effort if it were a coordinated marketing effort by someone who knew marketing. . . . I think we would be able to respond better. . . . Although we reach a lot of people within the county through a number of our programs, sometimes it is somewhat of a haphazard approach; and there are certain market segments we have not managed to reach with any degree of regularity at all.

When asked about centralizing the marketing effort, a key administration official responded he felt the individual department was in the best position to market the program.

> I'm not sure that I would want to set up still another office who would be responsible for maintaining all that because I'm afraid that it wouldn't get done as well as with the department head. The department head lives and breathes that information every day, and the research office is not going to be that close to any specialty. So we have a coordinating element, but it is not all encompassing until they pull it together from points out in the college where it's located. And as long as they know where that is and can pull it in, then they probably have a workable situation. I guess if you got bigger, you might need to do that. But you'd better be careful about that, cause you don't ever want the department head to feel it's not their responsibility to keep up to date on all the important information that they need to have in order to be a successful department.

Marketing the image of the college as a two-year college offering associate degree programs versus vocational/technical diploma and certificate programs was a theme that surfaced when respondents were asked about marketing. The feeling was the college was shifting emphasis to the general education and the college transfer program while the core enrollment remained the vocational and technical certificate programs.

In the basic skills programs, marketing efforts varied among the individual units. In the ABE, GED, and special grant programs, marketing was creative. A staff member with a background in retailing and selling coordinated big marketing events such as billboard advertising, agreements with a local grocery chain to promote the literacy program on their grocery bags, and securing a commitment from the local Burger King for once-a-month donations of 20 percent of their profits. As cable television and country radio stations appeal to the populations that would more than likely be served by the literacy programs, efforts were made to secure spots on these media regularly. In addition to big, special-event marketing, staff members marketed their program "through the student," by word-of-mouth, and by the quality of the program. A respondent explained the importance of having a quality program and marketing in the basic skills area:

> **You don't necessarily want a nonreader to read a billboard, you want the family to read. . . . You want their kids to read. . . . You want their husband or wife . . . so, marketing doesn't just take place with the students, it's the family and the network of people that touch those. . . . Marketing has to begin with what you provide people. You can't market something and then not come through.**

The HRD and JTPA programs used door-to-door contact with the client, recruiters visiting public housing projects, poolrooms, barbershops; newspapers and flyers; and working with the local probation office, social services agency, and the Employment Security Commission to market their programs. One respondent spoke of how suspicious public assistance recipients are of those offering job training programs and that part of their marketing effort was to gain the confidence of the client. Due to the poor economy, there had been an increase in the number of people enrolling in the HRD and JTPA programs during the past few years.

The use of word-of-mouth and one-on-one sales type marketing was seen as **"the strongest single way"** to promote specialized skills programs in the business community. Direct mailings, both targeted and mailed out in **"sheer numbers,"** newspaper advertisements, public service announcements, the quarterly college tabloid, and brochures were used in marketing specialized skills. Those in the specialized skills area were working toward developing a

computerized database in order to target their marketing efforts to specific businesses and industries.

Evaluation. Formal program evaluation provided the opportunity for the institution to find out what areas needed improvement, and the results of evaluation were factored into future planning. Each department had a responsibility to evaluate their programs, and the administration was committed to evaluation. It was noted by one respondent who was working with the SACS self-study document that the evaluation process was a concern of those colleges undergoing the reaffirmation of accreditation process. One of the problems of evaluation was that the information generated by evaluation was not utilized by the institution.

> **One of the things I heard . . . the weakest point of colleges that had undergone self-study already is they may evaluate stuff but then they don't use the results to replan and rethink goals and things . . . going through the process making a loop, but then the loop doesn't get closed. You can always get lots of information and it may be interesting to know, but it's not useful; and they may be generating interesting information but not useful information.**

Another problem with evaluation was that the process had not been **"computerized."** The **"administrative procedures and processes to accomplish handling those numbers of people"** had not kept up with the growth of the college; **"processes have always tended to be catching up rather than put in place beforehand."**

Because many of the classes in the literacy area were open-entry, open-exit, evaluation of the basic skills areas was **"very difficult."** The composition of the classes could change significantly over a period of a quarter, and students enrolling in the literacy programs tended to bring other problems to class. Many times, there were personality conflicts within the class which affected retention. Retention, student achievement, and the number of students in the classes were reported to the various agencies responsible for literacy training. Respondents in the literacy area thought they were **"evaluated to death," "audited to death"** with the complex reporting to the many funding agencies. Evaluation was viewed as the **"most difficult"** and the **"weakest component"** of the program. One respondent indicated an outside program evaluation in the basic skills area would be beneficial: **"You can't adequately evaluate yourself, it's like looking in a mirror."** Efforts had been made, however, to improve internal evaluation over the past few years.

Evaluation was based on numerical data in the HRD and JTPA programs. The HRD program is unique in that funding of the program is based on the financial situation of the client 12 months before entering and 12 months after exiting the program. Placement and graduation rates were used to evaluate the success of the JTPA programs.

Evaluation of the courses offered as continuing education was very important when classes were targeted to the general population; evaluation was based on the number of people attending and the retention of those students in the classes. One respondent stated:

> If we don't offer the classes they want, they don't come to classes. If they come to class and they don't like it, they drop it. That's the evaluation.

Student and employer questionnaires were used to get a "feel" for the quality of the instruction and the content of the course; input was also solicited from specific department heads regarding course content. All continuing education courses were evaluated at least informally once a quarter. Evaluations were viewed by some as almost always good and, therefore, were not really "meaningful." "Informal," "word-of-mouth" evaluation was a key method of determining the quality of many of the courses offered and allowed the coordinator to make a quick response to any problems in the course.

Evaluation of the in-plant specialized skills training was not viewed as being totally objective. As many of the instructors conducting the in-plant training were actually employees of the business or industry, many times students (employees of the company) would not evaluate their supervisors or peers honestly.

> **As far as evaluations of what the technical aspect that we provide as skills training, the in-plant, the FIT, that stuff that earns FTE, new and expanding industry, all those things that are skills oriented, I don't see how the evaluation would matter to them. They're doing 98 percent of the training they're doing anyway, and if they didn't like the way somebody is training, they would fire them. They work for that company anyway, so it's not somebody there evaluating us, cause they should be evaluating themselves. . . . If you asked them to evaluate their own people, then they'd be scared to because most people that teach are their supervisors so they wouldn't be honest.**

In the SBC, evaluation was more difficult because of the length of time between the initial contact with the SBC and the start up of a small business. There was in place a process to evaluate the success rate of business startups; this process, however, had not been initialized. It was noted that very few people who worked through the SBC actually started a small business. Part of the responsibility of the SBC was to **"slow people down long enough to make them think through"** in order to help prevent them from starting a small business that may be **"doomed to failure."**

Descriptive summary matrices for key themes in planning, program development, marketing, and evaluation at Site 1 are shown in Tables 3-6.

Table 3

Site 1 - Planning - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
SACS self study, strengthens institutional planning process, formalizes procedures Improvement New projects develop Administration committed to planning Paperwork sham; lack of communication about goals of college	Go with flow of funds Unsure of budget Difficult Should be better Tied to DCC philosophy Look at placement, numbers, have to satisfy everybody	Short/long-term needs Responsiveness to industry requests Standing need/basis of need Fairly extensive Subjective feel for what is needed Contact with business community Positive responsiveness Formal needs assessment not routinely used; minimum cost benefit

Table 4

Site 1 - Program Development - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
(Addressed in specific program areas)	Flexibility Tied to funding Operating guides/core curriculums individualized Develop materials Difficult to individualize materials; different from any other program in community college Needs of community; work with various agencies	Off-the-shelf programs Specifically tailored to programs; specific requests by industry Follow DCC Administrative Code, audited on courses Fresh ideas Based on need Third-party contracting necessary; financial incentive to business to provide training

Table 5

Site 1 - Marketing - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Wide service area Through Development Office and Student Affairs Responsibility of everybody/total institution Excellent job marketing institution Need to utilize technology to improve marketing; haphazard, catch as catch can; educators not marketing specialists Marketing two-year degree versus voc/tech program	Through agencies, churches, public housing, barbershops, poolrooms, door-to-door, word-of-mouth Creative marketing Billboard, grocery bags TV, radio, bulletins, Burger King donations Staff markets; market through your student/ quality of program Begins with product; through families and network Get the confidence of the people	Direct mailings, newspaper, tabloid, advertisements, brochures, public service announcements Mail out sheer numbers Need to target market; developing database of businesses and industries Word-of-mouth; sales type, one-on-one strongest single way to promote specialized skills

Table 6

Site 1 - Evaluation - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Find things that need to be improved; results factored into future planning Each department has responsibility Formalized Administration committed to evaluation Don't always use results Procedures and processes have not kept up with the growth of the college; needs to be computerized	Most difficult part of program Reports, statistics, numbers/very complex Open entry/open exit affects evaluation; personality conflicts teacher-student, student-teacher Need outside evaluation Weakest component, but has improved Evaluation does not affect funding; numbers affect funding; retention; student achievement Evaluated to death, audited to death 12 months after being in program; placement/ graduation	Very important when you open things up to general population Evaluation of student experience/employer experience Questionnaires; input from others Evaluations mostly good; not really meaningful Formal/informal, word-of-mouth, quicker response Once a quarter Students not honest in evaluation of in-plant training instructors

Question 2. Linkage of non-degree basic skills and specialized skills programs with the needs of the community

The institution used advisory committees; a coordinating council within the college which included all staff who were contacting business, industry, and the general public; and networking to keep abreast of the needs of the community. Statistics of the "amazing percentage" of the population that the college served were cited as evidence there was a definite linkage between the institution and the community. It was thought the specialized skills and basic skills education needs of the people in the community would continue to grow and that the college would be there to meet these needs. The growth of the college was described "like a bull's eye target, like an onion" reflecting how the institution had grown to meet the needs of the community.

> Look at it like a target. The school started out in vocational technical and that's the core; and then they've added on. . . . You can see these core missions of vocational technical, and then you see these other functions being added on. . . . The core is still there, but as any growing organism ought to do, they ought to be adding additional functions as society becomes more complex. And it's not like a balloon and if you squeeze one end it pops out at the other and this end, it goes away. I think of it more like a bull's eye target where you are adding on layers, like an onion. Same thing, it continues to get bigger.

Respondents in the basic skills areas thought there was a critical need for basic skills and critical thinking skills in the workplace because "**industry is drastically changing and they aren't equipped to educate.**" Literacy classes were open to anyone; and as employers were finding it necessary to provide training to more and more employees, programs were being developed with specific industries to improve basic skills of their employees. Evidence of the support the literacy programs had in the community were the large number of students completing the GED and AHS programs.

Working with various organizations and advocacy groups that served populations also served by the college basic skills programs were cited as examples of the linkage of the services of the college to the community. Staff in the basic skills area worked with about 20 different human service agencies. Networking and being proactive in the community, "**belonging to organizations that have their roots and fingers into the different populations,**" were stressed.

Administrators in the HRD and JTPA programs emphasized the need to provide "**good workers**" who are "**dependable,**" "**reliable,**" and "**responsible.**" Respondents thought they were doing a "**good job based on the money available and the kind of system that we are working on now.**"

> **I think it's linked in that we try to provide employees that will be good workers, dependable, reliable workers. We try to teach them how to**

> **work together with their co-workers and to be responsible and reliable workers. . . . We try to get them skills training that would help them as far as securing employment and would certainly help the employer.**

Mid-size businesses were seen as best served by the community college. Large firms had the money to provide internal and external training in a variety of ways, and small companies did not have resources or staff to take advantage of training. The large amount of in-plant training conducted by the college was given as an example of the linkage of the specialized skills training provided by the college to the community. In the last ten years, local businesses had increasingly looked to the community college for training to upgrade their operations: **"They've needed us like never before."**

The needs of the community determined the programs offered in the specialized skills area whether in occupational extension or in-plant training. One respondent equated the relatedness of the course offerings to having a party: **"If you throw a party and nobody comes, you're not going to be throwing very many parties."** Another respondent called this the **"snowball effect."**

> **The in-plant kinds of activities, working with the existing industries . . . working with new industries. . . . We've actually made a definite impact in those areas. . . . Its more a snowball effect, the more we do, the more people are . . . "Oh yeah, the college can help us out in that class." . . . We've got a good reputation, and it's on the increase.**

The future of specialized skills training in business and industry was seen as more than providing technical skills training. One coordinator was actively working to promote self-directed work teams in the business community.

> I've got companies that I see their problem and I'm not going to keep feeding them technical classes when I know their real problem is rooted in their people and their emotional well being.

The SBC saw the linkage of the program to the community as being economic development and self-employment. Financing and the reluctance of local businesses to support new, small businesses was seen as one of the biggest obstacles facing the small business entrepreneur. The metaphor of "two different worlds" was used to describe working with populations served by the SBC and the local business community. The role of the center was described as trying to help the small business get established, "reach the pedals," and changing the attitudes of the established business community. There was also the perspective that the community college SBC did not have the credibility a similar center affiliated with a four-year university might have with the business community.

A descriptive summary matrix for key themes in linkage of the college to the needs of the community at Site 1 is shown in Table 7.

Table 7

Site 1 - Linkage to Community - Themes

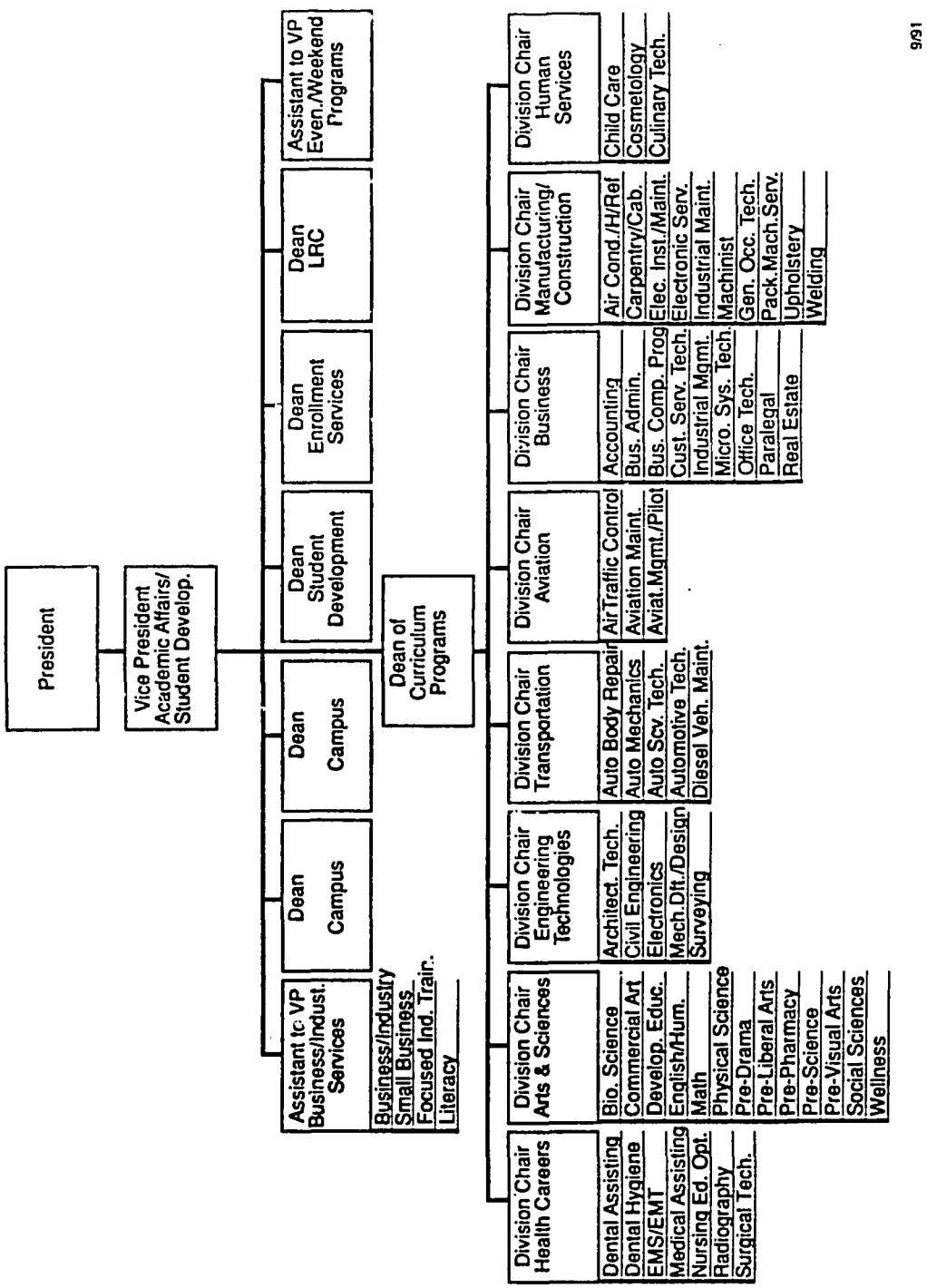
Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Coordinating Council Advisory committee Networking Growth of the college like a bull's eye target/onion/growing organism Serving big percentage of population	Classes open to anyone More people getting GED/AHS than any public school in county Prepare them to critically think, improve reading, writing Companies finding out employees can't read Workplace drastically changing; industries aren't equipped to educate Proaction in community Jobs are not there right now; provide dependable workers	In-plant-retool, retrain; very essential last 10 years Serve medium size companies well Needs determine program If you throw a party and no one comes, you won't throw many parties Snowball effect SBC: economic development; two different worlds; judgmental folks; help push the pedals Problem more than just specialized skills; emotional well being Perspective of community college SBC

Site 2

Institutional organization - non-degree programs

Site 2 was a "comprehensive, complex" community college serving a population of over 300,000. The college had a main campus and two satellite campuses located in the two major cities in the college service area. Classes were offered at over 300 sites. As the college had grown, Site 2 had organizationally decentralized the non-degree programs which addressed specialized skills training so that responsibility for the specialized skills non-degree programs extended across many departments and campuses. There was no one head of Continuing Education but rather a Vice President for Academic Affairs/Student Development with a "wide span of control." the deans of the two satellite campuses and an Assistant to the Vice President for Business/Industry Services located on the main campus reported to the Vice President for Academic Affairs/Student Development. The reporting functions are shown on the organization chart for Site 2, Figure 3.

Figure 3. Site 2 organization chart.



There was no one individual responsible for occupational extension training nor was there one FIT coordinator or industrial services training coordinator. For the most part, all business and industry services were handled through the Business/Industry Services function, which included FIT programs, In-plant Training, the Small Business Center (SBC), and New and Expanding Business and Industry Services. The two satellite campuses offered both credit and non-credit classes, with many individuals having responsibility for occupational extension training.

The responsibility for the literacy programs reported to the Assistant to the Vice President for Business/Industry Services located at the main campus. The literacy programs served the main campus, the two satellite campuses, as well as other sites in the community. The literacy unit included: ABE; GED; AHS; HRD; literacy programs for the homeless, correctional units, and workplace; ESL, and CED. The Learning Resources Lab was separate from the literacy function. There was not a formalized JTPA unit at the college; however, JTPA funding was utilized to support special instructional programs. During the period that research was conducted at Site 2, there was discussion of reorganizing the literacy programs to have these activities report directly to the Vice President for Academic Affairs/Student Development.

The Director of the SBC reported to the Assistant to the Vice President, New Business/Industry Services. The SBC was physically located off the main campus at a separate facility in the largest city in the college's service area.

Question 1. Planning, program development, marketing, and evaluation of work-force preparedness non-degree programs

Planning. There was not a long-range planning document in use at the college. In the past, planning documents had been developed but had not been utilized. In preparation for reaffirmation of accreditation by SACS in 1994, a planning committee had been established; and a planning process was initiated. All programs had or were identifying effectiveness indicators for their particular programs, and the college was working toward developing a useable planning document.

> **The process we had in the past looked real good on paper but it was . . . not a functioning, helpful process. We'd come up with a plan and it'd stay on a shelf for a year. . . . Somebody would pull it out the next year, and we'd up date it and it'd go back on the shelf. . . . It was really not much worth the time we were putting into it. So, realizing that deficiency, we scrapped that process altogether and are working on a new one. . . . In the course of implementing this new process last year, we hit some snags. . . . Right now . . . we don't have a long-range plan. . . . We've had plenty of warning, it's not like this has caught us off guard or anything. We've had time to do this, we just haven't.**

There was an expressed need by many respondents for a useable planning document. Part of the problem in

developing a useable planning document had been getting support from the total institution. Many respondents thought a long-range planning document would help define the vision of the college and that it should be useful rather than just to satisfy the SACS requirements.

> I don't know why, but we're still fighting that one. . . . The ink may be still wet on it when they [SACS] get here, but something will be done before they get here. . . . It's just been a real fight. . . . I don't like to do it that way . . . because SACS is coming. I'd like to do it because that is what we ought to be doing. But I guess we'll do it because SACS is coming if nothing else. . . . There's planning being done, I'm sure. The institution hasn't grown to the size it has without planning being done. . . . We've been trying to get . . . not something just to satisfy requirements, but something that you're really going to do anyway, that makes a difference in your job. But again, it's a struggle.

Because the college was a large institution, size had affected the ability to plan. This was evident when speaking with individuals at the two satellite campuses: "When you're so big and we're so far away, it's really hard." Several respondents spoke of the need for the entire institution to work together in planning and the difficulty in working without common goals.

> We as a college ought to be looking at that [planning] as an institution. I shouldn't be in . . . trying to figure out by myself and then . . . over there trying to figure out what . . . supposed to be doing; and I know there's uniqueness of the communities . . .

The college had a relatively new administration, and several respondents indicated institutional planning was being reevaluated by the key administrators. The feeling was that in the past planning had been **"done at the presidential level with almost no involvement at the unit level."** Despite this past planning practice, however, units had been allowed to do planning on their own; **"they just didn't blossom in any organized, systematic way."** Planning for the future growth of the college and technological change was a key theme of the current administration. There was recognition that an in-depth analysis of the market was needed to determine the technological changes occurring and to develop partnerships with business and industry to provide appropriate training.

In the basic skills area, there was a recognized need for planning **"as a mission that needs strong emphasis"** and assessment of the progress of the students served by the literacy programs. The college was the primary literacy provider in the county and served approximately 5,000 students which was just the **"tip of the iceberg"** of those that could be served. One of the major cities served by the college had traditionally been a heavily manufacturing community with approximately 48 percent of the population lacking a high school diploma. The other city served by the college had approximately 31 percent of the population lacking a high school diploma.

There were many other agencies in the county that also provided literacy education such as the Reading Connections, Literacy Council, Association for Mentally Retarded Citizens, and local colleges. It was thought the college was not viewed by the community as the primary provider of literacy services. Part of the planning in the basic skills area included developing strategies, recognizing "the need to be proactive," to increase the visibility of the literacy programs in the community and community awareness of the literacy services provided by the college. There was also a greater emphasis on coordinating the efforts of all literacy providers in the county to avoid duplication and make "the best use of services."

Basic skills training was provided through a number of programs. One key administrator felt the basic skills area did not utilize planning as well as they could. Institutional research provided data that could help the basic skills effort, but there was very "little meaningful linkage" between the information provided and actual planning.

Respondents in the basic skills area spoke of how funding affected planning. As in Site 1, the open-entry, open-exit component of the literacy programs impacted the ability to plan. The "assumption of growth" was factored in planning for future programs with an "awful lot of fluidity" in the planning process.

> We have a planning process that we go through for the whole program. . . . We have to plan based on what we're doing now. . . . In literacy we are funded unlike the other programs. We are funded based on the actual number of hours that a person is in class. . . . That really impacts the planning process. . . . We are funded based on attendance. So the planning process from year to year in terms of the outside classes now--the homeless, the prisons--you pretty well know what that's going to be. But with the workplace [workplace literacy], you have to estimate based on what you've done this year. . . . There's an awful lot . . . of fluidity to that whole planning process. . . . I try to build in growth.

The institution had aggressively worked to attract new and expanding industry into the service area. This activity had been accomplished to a large degree by "the leadership in this division." Of the five largest community colleges in the state, Site 2 had exceeded all others combined in providing training for new and expanding industry. Respondents didn't think they had a "structured formalized process" of planning but rather indicated they "respond to the market place...to those needs as they come up." Planning for specialized skills training was a result of counseling individuals, by industry expressing a need, by visiting industry, or by the general public requesting a particular program or course.

> When the telephone rings and we find out what they want. We can say, yes, we can do or we may be able to deliver, or let's talk a little bit more. . . . We do different kinds of things for different people.

Need assessments had been done; they were not viewed, however, as the most effective way to plan. Other methods of planning for occupational extension courses or programs were by brainstorming, looking through newspapers for new ideas for courses or programs that would interest the community at large, or looking at what is being offered outside the region in other locations across the United States.

The amount of money available also guided the planning process in the specialized skills areas: **"Whenever you put in your requests for what you want to do next year, what you want money for . . . you in essence have to plan that somehow mentally."** The stability of the budget and funding available for programs had a direct impact on the long-range planning.

> **Within our division we have a planning process that looks at the budget that we have available and then we see what the needs are out there, so I think the planning is a pretty strong component. . . . We're FTE driven in this division, because I know that if I don't have enough FTE, one of my positions goes, that's the way. . . . I'm very concerned about next year's occupational extension budget which does all these things, training and everything . . . that relates back to what we call FTE. . . . Plus our budget has been jerked around so much. It was pulled out of our budgets and reverted and then was given back to us. You just can't make long-range plans that way.**

It was thought the college did a good job planning for the needs of business and industry. Nevertheless, if the

college aggressively worked to meet all needs every year, they wouldn't be able to handle the requests.

> **If we had all the companies and all the people coming to us that we talk about getting, we couldn't handle the requests. . . . There's not enough money in the system to handle it. . . . I think we get to a pretty representative. . . . We add new clients every year, and I think over the years, we've probably gotten to everybody, but every year? There's no way.**

Program Development. Basic skills classes were offered at the two satellite campuses, off campus at many different community and workplace sites, and at correctional units. Because of the size of the institution, basic skills classes could be offered at several achievement levels. This separation of students by ability level helped reduce the **"intimidation factor"** that occurred when students of varying skill levels are grouped in one class. Many of the programs developed in the basic skills area were creative and targeted to serve populations that need to **"see some successes early."**

Program development in the workplace literacy classes was individualized to meet the needs of the varying ability levels of the students and specialized for the needs of the workplace. The workplace literacy classes were patterned after the federal model of customizing training based on the job requirements. There were not resources available, however, to duplicate the federal model of including a job analysis for each particular workplace situation.

> The federal model . . . is going in and doing an analysis of the job and designing a class to teach basic skills to meet the needs of specific jobs. Realistically, we are not funded to be able to do that. . . . The federal model really talks about tailormade programs for each industry, for each business; and our funding does not give us the flexibility to do that. What we can do and what we have done for several years is to go into a business or businesses come to us and say . . . We can provide basic skills instruction for your employees. . . . We can tailor. While we don't do the actual analysis of the job. . . . We are not funded to be able to handle that; we can tailor our classes to meet the needs of industry as long as we have that dialogue.

Funding also affected program development in the basic skills area. Respondents thought they were having to serve dysfunctional populations coming from the public schools where there were more resources available for counseling and special services. The community college was expected to provide services for these students with less funding than what was available in the public schools and where these same students were not successful.

> We don't have the resources that the public school system has, and yet we are more and more being forced to deal with the same kind of issues that the public schools are dealing with; and it's made our jobs very difficult. . . . Chances are when a student comes to us, they're bringing more than just a learning problem. They're bringing more than just the problem they dropped out . . . deficiencies . . . self-concept problems. . . . That's so logical; but apparently so illogical when people decide how we're going to fund this program, how we're going to eliminate this process. . . . You have the public school system now that more and more is paying less and less attention to the marginal student, to the average student. . . . What we're seeing is a large increase in the number of students dropping out of

> public schools. . . . Students who are clearly not being given attention in the public school system. . . . So, if this person was not responsible enough to function in a public school setting where you've got dropout counselors . . . counselors for this . . . for that, all the resources that you theoretically need, then what's to make anybody think that they are going to come to us and be successful?

Respondents working the specialized skills area indicated they did a very good job of program development. Programs and courses in the specialized skills area were customized for the particular business and industry, "per specific company and per specific needs." Classes were tailored to meet job requirements, with practical applications: "The less theory that you can come out with and the more practical side of it and how to do things is what those folks are looking for."

> You can go and set up one course. . . . While I'm there, I start asking some questions about these other kinds of things. . . . Every time I've ever done that, I come back with a proposal for about ten courses . . . and that way you become like their training director but you don't work for them. You're helping them to define their needs. If an industry calls you, they usually have some very specific ideas about what they want, and we just tailormake it around that. It's nice with continuing ed as opposed to credit courses having the flexibility to design, tailormake a course for a specific industry or whatever, whoever.

The Designing a Curriculum (DACUM) process was used in the specialized skills area as well as in the traditional curriculum areas at the college to define course content as it related to the particular job. At another research site,

a respondent said that Site 2 "had DACUMized everything." A respondent explained how the DACUM process was used in specialized skills training at the college:

> They want training but they don't know at what. . . . I suggest . . . get some of the people together who do that kind of work . . . and let's do like a mini DACUM workshop; and that has been one of the most effective things that we've done here. We can come up with a DACUM chart. . . . DACUM stands for developing a curriculum. It's a vehicle that we use here at the institution to create our curriculum courses. . . . I found that using it for a specific job in industry was a whole lot more effective. . . . If it's for one particular company, you get the best job description you have ever seen. . . . Companies just begin using these things for other than training. . . . These are the minimum competencies that people coming out of this program will be able to do.

Unique to the college in the in-plant training programs were full-time instructors hired to plan, develop, and conduct training. The college had several full-time instructors and many part-time, adjunct instructors who worked with business and industry. By having a number of full-time and many part-time instructors dedicated to in-plant training, there was a minimum of third-party contracting with business and industry for in-plant training. Administrators utilized these instructors in developing course outlines and to promote the training within the specific industries.

> I get the instructor to go with me on a free call before I hire him or her. I tell management, "Shoot them full of holes if they can," because I

> don't want somebody coming up in the middle of this program or after it's over with and saying "We never did like him." You're responsible for selecting the instructor, and they get to thinking about that. . . . Am I going to be critical of myself? Well, no. . . . That's the way people are; and you eliminate that on the way in and every program you run is a roaring success.

The use of full-time instructors had evolved at the college as the requests for training in the specialized skills areas grew.

> We would do a program, and the company would want another program just like that for 15 more people in the plant. . . . Then they'd want another one for another 15. . . . We found that we were getting requests that were long term. . . . We'd start bringing people on if we could see . . . beyond . . . and in talking with other companies, if they were interested in that same kind of thing on a revolving basis with some other companies.

Specialists were also contracted to teach fire protection, security, emergency medical services, and other certification and licensure courses. In the occupational extension courses open to the general public, the administrator worked with the instructor to develop the course. One respondent said with regard to developing occupational extension courses:

> I don't think that there is any real mystery about what it takes to have a good course. There are certain expectations . . . expect to be told what the course is about, how the course is going to progress, what the objectives are, what you're going to learn, and then you go from there.

There were four basic courses offered by the SBC for persons interested in starting their own small business. A curriculum program was implemented in the Small Business program but eliminated due to low enrollment. Various other seminars and workshops related to small business needs were also developed. The SBC director spoke of trying to determine the needs of those interested in starting their own small business as being **"positive but realistic"** and **"not be oversold, to be balanced in what we present."** The SBC was looking for more creative methods to provide training and education to potential small business owners. One such method under consideration was multimedia instruction.

> **One of the things that's led me to this multimedia thing is I think we're going to have to develop new training materials to train small business people, and I think it's going to be an interactive, multimedia way to do it because people have to come on their own time. . . . I feel like the farmer that says "I know 100 percent how to farm better than I'm doing now, I don't need anybody telling me." And there are a 100 ideas that you have, but you've got to be able to work them . . .**

Marketing. The college had a Marketing and Public Information Office which was responsible for all of the paid and public-service advertising, the graphics functions, public relations, and public information activities of the college. This office worked with the other departments in the college in marketing programs and ensuring the

information being released to the media was accurate. While the ultimate goal of this office was to "always have positive print," sometimes they were "helping with what tends to be a negative situation." Marketing the college was the focus of this department; and while marketing plans were not developed for individual programs, sometimes the focus of media releases would be on a particular program with "the ultimate goal to create positive goodwill and to distribute positive information about the college as a whole."

The quarterly college tabloid was sent to all residents of the county and was the biggest marketing effort of the college. Brochures, the viewbook, the catalog which had "information that people will graduate under," the college tabloid, and marketing pages for feature type presentations for low enrollment or low application programs were the responsibility of this office. This office also served as a resource for the college in providing information on targeting markets, presentation of material for advertising, and counseling individuals in their advertising of specific programs. A respondent explained the role of the Marketing and Public Information Office:

> Our job is to get people to ask questions . . . generate enough interest that someone will call for more information. Once they call, once the connection is made with the school, there's nothing you can do. So that if we lose a student because of poor customer service . . . if we get them to the door, if we bring the horses to water,

> **and you say we don't have any water today . . . I feel like part of my job is to know where the information is or know who I can go to to get more information. . . . I see myself in public relations also being a devil's advocate. . . . Because I have to feel like a consumer, feel like the media, and still make sure that the college is getting the information released.**

A key administrator thought the college as a whole was using a **"shotgun approach"** to marketing and more targeted marketing needed to be done for specific populations and communities. Other respondents also indicated that while the college was doing a good job marketing there was always more that could be done in recruiting students.

> **We're not doing a very good job recruiting ourselves. . . . Because we've got the population base to drive them. I'd hate to see what happens as this institution . . . when we really do start marketing and when we decide we're going to be a day and evening college as opposed to a day college. . . . We ought to be serving 50,000 easily.**

Another respondent spoke of the image of the community college in the higher education system and how this image in the state affected funding.

> **I think we have people in a position of making decisions about where money goes who don't see us as being a real college. . . . In my opinion the community college system is seeking to establish its identity after 30 years.**

Because there were many literacy providers in the county, one of the priorities in the basic skills area was to increase the awareness of the community of the basic

skills programs provided by the college. This "awareness campaign" was working to increase the number of people enrolling in basic skills programs, to articulate the services of the other literacy providers to "make the best use of services," and to increase visibility of the programs in a "positive manner." A strong, multicultural advisory committee had been established to provide direction for marketing the basic skills programs.

Approximately 5,000 students in basic skills, or one-sixth of the target population (as identified by the 1980 census) of the county, was being served by the college. A key administrator felt that marketing in the basic skills area needed to be improved to serve more of the population, that "a school this size . . . sitting in the demographic kind of region . . . there hasn't been nearly enough focus on marketing." Another respondent spoke of the fact that individuals who worked in the basic skills area were "helpers" rather than "salespeople," and a stronger orientation to sales would increase the numbers served in the basic skills area.

Marketing the basic skills program within the institution was another concern of administrators in the basis skills area. There was a feeling there was a lack of understanding within the institution about the basic skills area.

> **There are many, many, many people in this college who don't know what we do, and I think that's really the tragedy. . . . We're going to be known for what we do. . . . We function just like the rest of the college. . . . On a smaller scale, we're doing the same thing that they're doing. When you consider the size of this college, 480 probably full-time employees. . . . When you consider that probably our full-time student enrollment is about 7,000 in curriculum programs; and we have an unduplicated headcount of 4,800 to 5,000, and we have a staff of maybe 11 people. . . . There's a world of difference.**

Few funds were available to market specific programs in the basic skills area. Special feature stories of successful GED graduates, contacting industry to increase the workplace literacy programs, speaking to groups within the community, and radio and television were used to promote the basic skills programs. The importance of trying to reach the family in promoting literacy programs was stressed.

> **If there is someone who maybe cannot read, one of their family members may read it in the tabloid or may see them being interviewed on the Good Morning Show . . . hear them on the radio show that we produce. . . . So, they may read it firsthand themselves and just be spurred on after having heard a positive story about someone who did get through the program.**

It was felt that it had not been necessary to market the HRD program. There had not been a real need to **"have somebody out beating the bushes recruiting people"** because of referrals from other agencies in the community.

Respondents in the specialized skills area marketed by mailing brochures to target markets, word-of-mouth with business and industry, the college tabloid, networking, and past customer satisfaction. At a satellite campus, occupational extension programs aggressively used target marketing:

> We take great pains from this campus . . . to develop mailing lists. Due to the structure of the college, we feel like we're sort of number three in terms of size; and we have to try that much harder. So, we're very, very active in marketing and advertising from this campus . . . for everything . . . including occupational extension. . . . We do a lot with marketing.

Another respondent at a satellite campus indicated that marketing for that particular campus needed to be improved but wasn't sure the role of that campus in "selling services" to business and industry. That campus was working to determine the demographics of the populations they served.

> What percent of the students' zip codes? Where are they coming from? . . . What counties they are coming from? What are the ages? . . . This is what we would like to do for all of these areas. This, to us, is marketing. If you don't know exactly who is coming here, how can we? . . . What additional classes would you like? If we have these and somehow get them, that would give . . . a million program ideas. . . . You found out about this in the newspaper. How'd you find out about this class? If we could get that kind of information from people coming.

One respondent spoke of the value to business and industry of the specialized skills training and how business and industry recognized the value of the services provided.

> **They always sell, because what you are talking about is the state is spending $6,500 to pay this fellow for 11 weeks, and the company is paying us $300 for this service. If that a good deal or not? Would you like to buy $6,000 for $300? . . . It's no problem selling it.**

Marketing the services provided by the SBC was described as **"just one heck of a thing to try."** Classes were advertised in the college tabloid, as public service announcements in the newspaper and on radio, and by working closely with the Service Corp of Retired Executives (SCORE). The difficulty with advertising in the college tabloid or public service announcements was that more than just a description of the courses offered was needed when marketing the SBC classes.

> **You have to write a sales piece. You really need more than just a description of the course, you really need to talk to the people in the language that they're coming at . . . sell the benefits, not the features.**

Most small business people could be reached best by direct mailings, and direct mailings were sent to target markets occasionally. Resources, however, to maintain a current database for marketing were not available.

Evaluation. Respondents spoke of the need to adequately evaluate programs in order to plan and how

planning and evaluation were closely related. As the college worked to develop a long-range plan, assessing the programs and utilizing the information gained through the assessment process was receiving increased emphasis.

> **Before you can do planning, you really need to do assessment. Before you know you need to work on retention, you need to know what your retention rate is. Before you know you have an enrollment problem, you need to know what your enrollment is, cost per FTE, how much is FTE? . . . The emphasis this year has been asking them to get involved in assessing their programs in a number of different ways . . . graduate rate, retention rate, cost per FTE, FTE generated, enrollment patterns, transfer rates, licensure scores, number of different things.**

One key administrator thought the institution had done a good job in responding to the increased mandates of the General Assembly, the Department of Community Colleges, and the Southern Association for program reviews for institutional effectiveness for accountability. The involvement of the board and the seriousness which was taken was cited as an example:

> **This institution . . . without a doubt has absolutely done the best job programming you've every seen. It can be improved. . . . But the level of participation, the involvement of the board, the seriousness with which it's taken, the tough questions that are asked by the administration and the tough questions that are asked by our board, of the administration. . . . They're rigorous. I have never seen a more rigorous board.**

Program reviews and graduate and employer surveys were used to evaluate the programs offered by the institution. A program review of the non-curriculum courses was expected to be done in the next year. This program review will include business and industry services, the SBC, and the basic skills programs. The benefit of a program review in the non-curriculum area will be in identifying the "bottom line."

> How much money the state allotted us for that particular program, how much we spent, how many staff positions were allotted based on the formula from the state, and also how many we actually gave them. . . . We're going to be able to determine the bottom line. What does this program cost us? How many FTEs we're getting out of it versus what the state gives us. . . . We're going to do that to really evaluate what we're doing.

A need assessment was being completed for one of the satellite campuses. It was expected a second need assessment would be done for the remainder of the service area in the next year. The need assessment was described as "one of the most exciting things that . . . this institution has done in a long time."

Evaluation of specific courses and programs at the three campuses varied and was described as "split up and fragmented." There was not one common evaluation system or instrument. Respondents thought there needed to be one common instrument, and each campus should be evaluating programs and courses similarly. Evaluation was seen as an

area needing improvement and that it would probably be one of the areas that would receive criticism by the SACS committee in 1994.

The basic skills area was described as doing a **"reasonably good job of evaluating the program and changing methodologies, looking at the impact on students."** However, it was thought more could be done in terms of evaluation as it related to planning in a **"systematic way in many programs."** An example cited was of those students enrolled in the basic skills programs, **"only 15 percent of those students ever enrolled in a technical vocation or college transfer program."** The basic skills area was working to set realistic goals for increasing the percentage of students who completed basic skills programs and to encourage them into other programs at the college.

> **What we are doing right now is through our research and development office as well as administrative data processing, they're now going back and looking at those numbers. . . . It's one of the questions that the board of trustees . . . interested in, and it's really something that we need to know. . . . We graduate 700 students between GED and Adult High School, if 250 or 300 of those students are going into curriculum programs, then somebody needs to know about that.**

Another area of concern with regard to evaluation in the basic skills area was the percent of the target population served versus the percent of population that could be served. The service area had between 31 and 48 percent of the population who lacked a high school diploma.

The college served approximately 5 percent of the target population; the state average was approximately 6 percent.

There were state-required reporting and evaluation procedures for specific programs in the basic skills area. Programs funded by special grants had standards set forth for evaluation. Examples were the homeless project which was evaluated by an independent evaluator from the DCC twice yearly and the Department of Corrections which provided feedback on basic skills programs held in correctional facilities. The literacy advisory committee also served as an evaluator of the programs and provided valuable feedback in its annual report to the college.

Evaluation of student success in the basic skills programs was measured by the number of students who graduated each year from the GED and AHS programs and by student movement from one skill level to another. When a student first entered a basic skills program, they were tested to determine achievement level; placement in specific courses was determined by this assessment exam. The assessment system used at Site 2 was not in use across-the-board in the community college system, and other community colleges could handle placement differently. In addition, the testing instruments used in assessment also varied among the community colleges:

> **One of the things that we do here is if a student drops out of high school or if they want to come here, we require all students to take an**

> assessment exam which is the test of Adult Basic Education. . . . We have a student who's completed the 11th grade in the public schools who comes to us, we don't allow them to take the 12th grade courses until they are at that 9.0 achievement level or higher. That's not an across-the-board policy in the system. . . . There are some community colleges who take you where you are. . . . All systems, all community colleges do some form of testing; but the application of that testing varies from one institution to another. . . . My finding has been that it really varies. The testing instrument . . . varies.

Employer and student feedback and class audits were used to evaluate the effectiveness of programs and courses offered in the specialized skills area. When providing services for business and industry, employers were asked to respond by letter as to the value of the training "for comments on the differences in participant behavior or skills or whatever the case may be." One respondent said that "you either get no response or you get a nice response, sometimes glowing." In the event a negative response was received, it was almost always "the instructor, something didn't happen that should have . . . sometimes it's more expectations than what can be delivered." In order to increase the satisfaction level, business and industry were involved with the selection of the instructor when the training was for a particular organization.

> We make sure that the employer is happy with that instructor before we even bring him. . . . We're consultants, if they're not happy with our product, then they have the control in their hands. . . . Evaluation usually just backs up with what we have accomplished on the front end. We

> have a lot more money at work but then we know it's going to be successful.

Student feedback was the primary evaluation method used for occupational extension courses offered to the general public. Respondents thought they needed to evaluate occupational extension courses but administratively could not possibly keep up with tallying and utilizing the information gained from student evaluations.

> We need to be doing more evaluation of what we are doing. . . . Maybe we wouldn't evaluate every one because they run so many. . . . The paperwork . . . unless we can get a form where it would be on the computer. . . and this is a big operation. . . . We're thinking about these things, and then we're doing student evaluations. . . . How can . . . look at all that stuff . . . the paperwork. So we've got to institutionally get a plan of assessment for all of us. . . . We ought to have one evaluation form. We oughtn't to all be developing our own evaluation form.

Need assessments had been conducted for particular groups, but many times it was "difficult to ever see a specific need coming out" of need assessments for specialized skills training. Occasionally, however, need assessments would identify a need or serve as evaluation of the success of a program as in a survey completed by the SBC.

> We did the survey, we asked people do you want it? . . . When you surveyed them . . . out of that survey, 13 percent of the people said they started their own business as a result of taking the class. . . . So that's what I used as my effectiveness indicator, is that after two years .

> **. . 13 percent of the people will have started their own small business as a result of having taken this class.**

Evaluation of the effectiveness of the services provided by the SBC was difficult because of the time between when contact was made with the center by the entrepreneur and the actual start up, if at all, of a small business. The time between contact with the SBC and the start up may be years. A respondent stated: **"It's very hard to measure; and nobody's keeping this, nobody keeping records. There's no system in place."**

Descriptive summary matrices for key themes in planning, program development, marketing, and evaluation at Site 2 are shown in Tables 8-11.

Table 8

Site 2 - Planning - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
No long range planning document in use Past planning from presidential level Preparing for SACS, developed planning committee and planning process Want meaningful process Need total institution support; common goals Planning for technological change Planning does go on; informal planning	Become proactive Major literacy provider in community Many other providers; coordinate efforts; best use of services Assess student progress Now strong emphasis in planning Very little linkage between institution resources and basic skills area Planning for specific programs; fluidity; try to plan for growth Funding, how FTE awarded affects planning	Plan based on needs of community -- industry expressing need -- visiting industry -- general public expressing need -- brainstorming -- newspaper, brochures -- other regions of country Stability of budget affects planning FTE driven; how much money available affects planning No formalized process for long-range planning; difficult

Table 9

Site 2 - Program Development - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
(Addressed in specific program areas)	Size of institution allows for different classes, skills levels; reduces intimidation factor Classes offered at many locations Workplace literacy programs patterned after Federal model Serving populations that are unsuccessful in public schools Strong leadership Creative programming Folks need to see success early	Customized Per specific job, specific needs DACUM process Do a good job in program development Minimum third-party contracting; in-house instructors; many part-time, adjunct instructors Flexibility Innovation Newspapers, brochures from outside region;

Table 10

Site 2 - Marketing - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Biggest marketing-tabloid Can provide list of specific business/ target market Marketing & Public Infor. Office -- advertising (paid and public service) -- public relations -- graphics function -- brochures, viewbook, catalog, tabloid -- ultimate goal have positive print, accurate information -- resource to college People connect Shotgun approach to marketing Image of comm. college in state/affects funding Day vs. day/evening coll.	Awareness campaign Proactive, multicultural advisory committee Increase media coverage People in college don't know what we do Reach the family members Market in industry Speak to groups Marketing weak; literacy providers not salespeople; shy people	Mailings, target marketing, word-of-mouth, advertise, announcements Aggressive marketing Look at demographics of people taking classes Dollar value of service always sells Small Business Center; difficult; direct mailing work best; don't have resources to maintain database

Table 11

Site 2 - Evaluation - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup.. Ext., Small Business)
Program reviews; all non-curriculum to be done next Graduate surveys Employer surveys Need to evaluate in order to plan Needs assessment for satellite campuses/ institution Three different evaluation systems/ instruments; split up/fragmented/no one common system Board/administration serious about evaluation	Critical success factor/ percent of population served versus actual number to be served Does reasonably good job evaluating program and changing methodologies Evaluation needs to relate to planning Percent students completing basic skills who go on to other college programs State reporting Homeless project/outside evaluator Department of Corrections provides feedback Student assessment varies from college to college; instrument varies	Employer/student feedback Employers asked to provide feedback via letter Involve the instructor on the front end insures success Needs assessment for specific groups Evaluation in SBC very difficult; no system; no one keeping records Need common evaluation system/form for occupational extension; difficult to keep up with paperwork and utilize information No system for evaluation of SBC

Question 2. Linkage of non-degree basic skills and specialized skills programs with the needs of the community.

Most respondents thought the community supported the college, and the programs offered were **"very work-force oriented . . . very closely tied to what business and industry wants."** Evidence of the linkage to business and industry and the programs offered was the high placement rate of graduates. There was a feeling the college strives **"to offer things the community wants":**

> **You can't be any more specialized than the things that business and industry does. . . . We definitely set up programs that are needed because people specifically ask for certain types of training.**

The linkage of the institution to the needs of the community was described as a **"multilink"**--from the program coordinators to the advisory committees, to the president, to the board of trustees. The institution utilized **"meaningful involved"** advisory committees formally and informally with the advisory committees **"being the ears of the community."**

A program instituted by the president involved inviting CEOs monthly to speak to top college administrators and **"brainstorming"** new ideas. Retired CEOs were invited to campus twice yearly to provide input into program offerings. The bond issue which passed in 1990 and the county commissioners' yearly survey of community satisfaction were

cited as indications of the linkage with the community and that the community was supportive of the college. A key administrator offered his opinion:

> **I had this opinion coming in and it's been pretty well confirmed by my experience that we may be near the top of the state . . . the top of the system from the standpoint of insuring that whatever is we're doing in terms of basic skills and specialized skills training is linked to actual need. . . . The information is there . . . the information indicates a high degree of satisfaction.**

This respondent added that **"the business and industry leaders in this community are far too sophisticated to allow less than state-of-the art skills training."** Because of the demographics of the community, the institution was forced to keep programs "state-of-the-art" so the employers still wanted them: **"The institution has the history . . . of maintaining that kind of flexibility to respond to those kinds of needs."**

The basic skills area had recently strengthened the membership of the Literacy Advisory Committee to include committee members representing the various community organizations targeted to help populations in the area of basic skills. It was thought the strengthening of this committee would raise the visibility of the program in the community as these various organizations worked together to provide basic skills.

> **What that group has basically helped me do is look at what we're doing, who we're serving, where we're serving people, and begin to tailor more things specifically for the different groups in specific areas.**

Although the basic skills programs were gaining recognition in the community and with business and industry, one respondent indicated there still wasn't the commitment to basic skills education by employers. It was this individual's opinion that in the past it had been to the advantage of business and industry not to have an educated work force. This attitude was changing, however, as business recognized the need to upgrade their operations to remain competitive.

> **I don't personally feel that industry is yet committed in this area. . . . There's some companies, yes. . . . I think that attitude by and large . . . historically the people who've been in power . . . the people who own industry . . . NO, they have not seen the value of educating or making education in this state available. It's still a problem. . . . I think you look at North Carolina, South Carolina, Tennessee, West Virginia, they're basically all the same, the rich get richer, the poor get poorer. . . . What is happening more and more because of the way technology is changing the educational needs of the people in this state and country having to be reassessed. . . . In some cases money is having to be moved in this direction that hasn't been before.**

The increase in the requests for workplace literacy programs was given as an example of how the basic skills area was linked to the needs of the community and in "direct response to work-force preparedness." Another respondent

spoke of individuals working in the basic skills as **"helpers rather than salespeople."** Because of this **"helper"** orientation, the linkage to the community was not as good as it could be:

> **Our link is as strong as our people who are making contacts. . . . We have individuals out in the community [representing the college] who are basically introverts, shy people and easily put off. It's very difficult to get into business and industry.**

In programs and courses targeted to new and existing industry, respondents indicated they had **"done an outstanding job as far as linking what we do with business and industry"** and had an excellent linkage in providing services that the community needed. Administrators worked closely with the local Chambers of Commerce, economic development councils, and the state economic development council in recruiting new industry into the area. Many times the services provided by the new and expanding industry unit **"closes the sale"** on whether or not a company would choose to locate to their community.

> **We are part of the first team that meets with new prospective industries, coming in that first meeting. . . . Economic development, the Chamber of Commerce, and then the state economic and community development. . . . We do have a real tight relationship. . . . They've come to trust us, and they've come to realize that we can close the sale. We literally can close the sale.**

An administrator working in new and expanding industry training indicated there was a responsibility to be proactive, "constantly trying to push them into new directions and trying to keep them productive." A model of long-term commitment with business and industry was provided:

> Our model is for long-term commitment with these companies. They come in as a new industry. We work with them as a new industry. We work with them as they grow, and we're shifting budgets all along; and we work all the way through so that we have 20 years of relationships with them. So that's the beauty . . . and they're comfortable with us in providing that kind of thing because otherwise there's no linkage because new is also expanding. . . . So our thrust is to start with the new industry; then switch over to occupational extension; which then as they grow and creating new jobs, then we jump back in with expanding industry. So that's our model, that's the beauty of our model.

In occupational extension programming, the linkage to the community needs was more "extrapolative and creative." There were programs developed as occupational extension in response to communicated needs. Examples of these programs were the certification and licensure areas.

The SBC worked closely with the local chambers of commerce, the Service Corps of Retired Executives (SCORE), the Labor Department, local businesses, the Housing Authority, and other professional organizations. These relationships were described as "community partnering." There was a frustration of working in a demographic area

having so much to offer. Because of the highly populated geographic area served by the college, the SBC competed for the time of the citizens.

> **They put on a program and it's like everybody in town comes out. . . . They will have 45 people come to a program; and here I am in a population of 10 times that and I put on a program, and you get 8 people. . . . In any night in --- you've got all the trade associations are here . . . the government agencies . . . big accounting firms. . . . They're all presenting programs and courses . . . the universities and so forth. There is 10 times more for people to do in --- at nights. . . . I'm telling you, the competition for the time of the person is so great.**

A descriptive summary matrix for key themes in linkage of the college to the needs of the community at Site 2 is shown in Table 12.

Table 12

Site 2 - Linkage to Community - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Use advisory committees in every program and for each campus Work with department chairs/deans to determine program need Programs are closely tied to the needs of community Multilink with community Demographics require state-of-the-art programs People like the college CEOs monthly meeting; retired CEOs visiting college twice a year	Strong advisory committee; increase visibility Linkage determined by how education is valued by employers; education not historically valued by employers Increase in work-force literacy training Helpers rather than salespeople	Broker for the college Chambers of Commerce, local and state Economic Development Councils Close the sale for new industry relocating to NC Proactive, pushing companies to be productive Excellent linkage to needs of community Exploitative, creative SBC competing with other organizations in demographic area

Site 3

Institutional organization - non-degree programs

Site 3 was the smallest of the three community colleges used in the research study. The college served a population of approximately 45,000 in a three-county area in the extreme western portion of North Carolina. The college had a main campus and two satellite learning centers. There was a Director of Occupational Extension Services/Small Business Center at the main campus. The two satellite campuses each had a Director of the Learning Center and minimum support staff. The Director of Occupational Extension Services/SBC at the main campus and the two Learning Center Directors reported to a Dean of Academic Services located at the main campus.

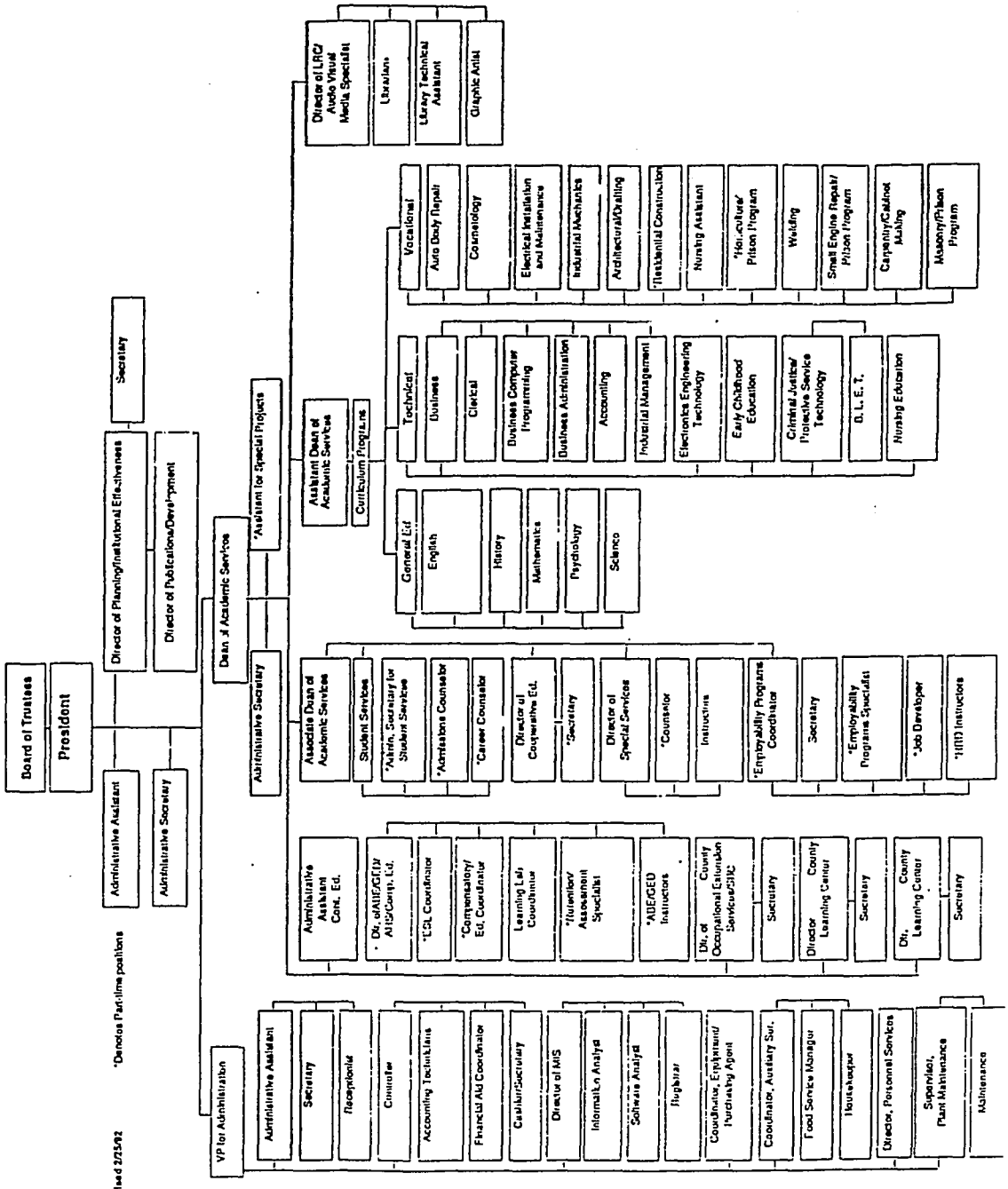
The Director of Occupational Extension and the two Directors of the Learning Centers were responsible for in-plant training, occupational skills, community services, and specialized learning services for the particular county in which they were located. The responsibility for the SBC was recently divided among the three county directors so each county would have small business counseling assistance locally. While each director had responsibility for services offered in their county, they worked closely together to use "each other's strengths and experience to cross boundary lines, meaning to cross county lines."

There was not a new and expanding industry coordinator or a FIT program coordinator. The Director of Occupational Education/SBC at the main campus had the primary responsibility for new and expanding business; each satellite learning center director would be involved in working with new and expanding industry should the need arise. Because the college was one of the few remaining community colleges without a "large enough industrial base to qualify under the current criteria that is set up for FIT," there was not a FIT program. Whenever funding was needed for new and expanding industry training or focused industrial training, application was made to the state for special funding to support these programs on a case-by-case basis.

The literacy program was located at the main campus with a Director of ABE/GED/AHS/CED. Individuals responsible for English as a Second Language, Compensatory Education, the Learning Lab, Retention/Assessment, and ABE/GED reported to the director. Basic skills classes were offered in approximately 25 different locations throughout the three-county area.

The reporting functions for the basic skills and specialized skills training functions are shown on the organization chart for Site 3, Figure 4.

Figure 4. Site 3 organization chart.



Because of the size of the college, there was a need to utilize resources and to avoid **"duplicating or being redundant"** when offering services. A key administrator described the organization of services as to **"make us not think division wide but to think in terms of a total institution, have a holistic approach towards services that needed to be delivered."** All of the services that dealt with **"careers, counseling, employability skills"** were under the responsibility of student services.

The HRD program and JTPA function reported to an Associate Dean of Academic Services who in turn reported to the Dean of Academic Services. The HRD program at the college was unique in that the employability training provided through this program was offered to all graduating students at the college as well as the traditional students enrolling in the HRD program. There was a part-time JTPA coordinator who also served as an instructor in the HRD program. As with the other colleges visited, the JTPA function was not specifically identified on the organization chart.

Question 1. Planning, program development, marketing, and evaluation of work-force preparedness non-degree programs

Planning. Site 3 had a **"never ending, extensive, comprehensive planning process," "the everyday part of our life,"** that was started when the current president came to the institution several years ago. **"Every person in the**

institution develops their own personal work plan for the year and develops objectives to fulfill their goals." This planning process "runs the institution" and was described as coming from the "grassroots level" to "help the people to do their jobs more effectively." The planning process also encouraged innovation and anticipation of "the needs of the industries and [to] prepare our program before they come to us." Planning was seen as tied to accountability, credibility, and the "integrity" of the services provided by the institution: "If it can't be of top-notch quality, then we don't want to do it." The need to formalize individual ideas and goals into the written planning document was stressed by the administration.

> If there's anything that's not in the written plan that comes across our desks, we make darn sure it gets into that written plan. I tell all the people who report to me, "If it's not in the plan, don't expect it to happen." . . . We think if you've got a good idea, we'd like to be able to look at it. . . . If it's a worthy idea, we want it on paper; and we want to make sure that we plan for it. . . . Accountability is just critical right now, and I welcome it; but it's what involves our planning on a daily basis is continually working to tighten up these procedures and methods, making sure that we're doing the right thing and what we're saying we're doing. Everything has to have integrity.

The Director of Planning/Institutional Effectiveness was responsible for coordinating the planning process and the planning calendar "in conjunction with the budgeting process" for the entire college. This process had evolved

from a "top down" approach to a "team basis" over the last four years. Planning and decision making was made on a "team basis rather than individual basis, through small groups and then through large groups, consensus." There was a very positive attitude by all respondents to the planning process: "Planning is part of the way we operate." This attitude, however, had also evolved.

> We started with the survey and looking at ourselves . . . then, just deciding what our goals should be. We looked at our strengths and weaknesses, threats and opportunities; and what we saw was not that wonderful in some areas. It wasn't a marriage to start. There were a lot of anxieties, frustrations, and fear. . . . So it took a while to work through it, and we came back with goals for the college, and they were dealing a lot with communication, internal relations. . . . Our planning process has taken five years. . . . It's not over yet. So, it's going to continue to be modified and developed.

Site 3 was scheduled for reaffirmation of accreditation by the Southern Association of Colleges and Schools in 1994. Reaffirmation was not a driving force in implementing the planning process but rather was seen as "just folding into what we normally do . . . maybe focusing us a little bit more . . . to student outcomes."

Based on the 1980 census, approximately 50 percent of the population between the ages 16-54 in the three-county area had not graduated from high school. More emphasis had been put in the literacy program in the last few years, and there had been a "big growth" in the number of individuals

served. The literacy program utilized the institutional planning model and was working to increase the percentage of the population served as a result of planning and setting goals. The benefit of planning was emphasized by the director: **"When you know what you want to do, and then you go after it."**

Individuals in the basic skills programs worked closely with other community agencies such as social services, the health department, mental health, the Department of Corrections, and the public schools. A program review was completed for literacy services last year. This program review included investigation of the program history, student satisfaction, student knowledge, student outcomes (completion of program, employment, employer satisfaction), and organizational impact (value and service to the community and college).

Planning in the specialized skills area was described as **"a little more frustrating, based more on the whim of industry"** because of the sometimes short lead times required for providing services. There was a need for **"flexibility"** to be built into the planning process for specialized skills training. The service area had a limited industry and population base; and respondents thought they didn't **"have as many opportunities"** for specialized skills training as some of the larger, more industrial service areas. There

was also the belief that because of the size of the community "you know when an opportunity does arise."

> The planning mode is cyclical for this college in the sense that because there are such a small number of industries, we don't have another group of ten to focus on next year and another group of ten to focus on the next year. . . . If we've trained everybody and there's not another phase to go into, then until they either expand, bring in new people, or realign the work force in a different way, it's not something we can go in and repeat for the next year. . . . We don't have the luxury that some of the other larger schools do in that there's a much larger pool you can go concentrate on. . . . We can't go out and manufacture something that doesn't exist. . . . We keep knocking on the door and trying to discover support skills that might fill the gap.

Planning was described as being both "proactive and reactive," "formal and informal," and an "ongoing process" in the specialized skills area. Responding to the specific requests on a "needs basis" and offering classes for which there was a standing need such as certification and recertification courses were examples of long- and short-term planning. Administrators used networking with local businesses and industries, serving on various community and civic organizations and the three county chambers of commerce, and "from time to time" surveying local businesses and industries to forge "working relationships" to help in the planning process.

Program Development. Basic skills classes were designed to accommodate different achievement levels and around student "interests" and "goals." The need for

students to experience positive results was a key theme of those working in the basic skills area. Many times students would enroll in the GED classes only to be tested at a much lower readiness level. A respondent explained the need for positive encouragement for these students returning to an educational setting:

> **Most of the students that we get tell us that they want to get their GED; but when we start working with them, we find out that it's going to take a lot of them a long time to get their GED because we may have some people that are very, very poor readers. . . . We still let them keep that dream. . . . We start working with them where they can be successful and move with them. . . . What we try to do is to keep them from taking the GED until we know that they can be successful. . . . What's important with adults who are coming back to school is to help them to be successful every time they come to class. . . . I think when you work with adults that you really have to help them to feel real good and real positive about every time we have a contact with them; because if we don't, we're going to lose these. Cause these are folks who have failed in the traditional educational setting. . . . They see themselves as being failures.**

The basic skills program at Site 3 was one of nine North Carolina community colleges utilizing the Comprehensive Adult Student Assessment System (CASAS). CASAS is a competency-based education system which is **"a performance-based process leading to demonstrated mastery of basic and life skills necessary for the individual to function proficiently in society."** An administrator in the basic skills area explained CASAS and the benefits of using the system:

> **The CASAS . . . there's two components of that . . . life skills component . . . also an employability type skills. . . . What CASAS is really all about is competency-based instruction . . . finding out what students don't know, the skills they have not mastered, helping them to master those skills, and there's not the idea of traditional classroom where everybody's doing the same thing at the same time. And our program has always been . . . based on that concept . . . self-paced instruction. You go into our classroom and everybody will be doing something different. . . . The thing that you can do to identify the skills that students seem to learn, or the outcomes, and then we teach those outcomes and then we can retest; and it really will help us . . . in our accountability.**

The college had approximately 25 different literacy sites in the three-county area. Literacy classes were taught on campus, at the two satellite learning centers, in correctional units, at other sites within the three-county area, and in the workplace. There was not a homeless population in the service area; therefore, the college did not have a literacy project for the homeless.

There had been an increase in the number of workplace literacy sites within the last year. Implementing the CASAS system in the workplace sites **"lends itself to trying to be specialized for industry and meeting their needs that deal with more specific things than just literacy can deal with."** Several administrators spoke with enthusiasm of using the CASAS system in industry and the application to the specific skills requirements of the job.

> **You will be able to eventually go into industry and look at the job requirements and . . . bring**

> their levels up to the levels of the position. . . . It's so expedient. . . . You just zero in right on the skills that's needed. . . . You identify what's needed in the job in that sense. . . . It will be so much more efficient.

The HRD program at Site 3 was unique in that the program was offered to all graduating students as well as students traditionally recruited to be in HRD from the community. The emphasis of these classes was on preparing for employment. It was the opinion of the administration that by "encouraging them [graduates] to go through the fifteen hour employability workshop . . . it will benefit them in learning how to present themselves."

Specialized in-plant training or occupational extension training was tailored for the particular business and industry "to meet their individual needs." Administrators worked with "plant managers, the personnel manager, and supervisors . . . to develop the specific content of the program." Often a program or course would evolve from previous training "as one thing leads to another." Industries were more and more looking to the institution as the major provider of these services in the three-county area.

Qualified instructors were limited; and adjunct, part-time instructors were utilized when they are available from the community. Third-party contracting was necessary in the in-plant training because of the lack of qualified instructors. One administrator was adamant about ensuring

the quality of the training when using a third-party from within an industry to conduct the training:

> We don't have a furniture program, and I've been asking for things like the names of all the equipment they want their people trained on. Exactly what tasks, behaviors. What are the specifics of what they want each person to do? How long they expect the training to occur for each machine, and then how much additional OJT would they need to perfect the skills. . . . I won't do it until they give me the outlines. I'm not going to do something backwards. . . . They've obviously done something on their own, but they've not formalized it and not been willing.

In response to the current discussion within the DCC about strengthening the guidelines for in-plant training, a respondent who worked with in-plant training thought this program was getting "undue pressure" and it was a "very worthwhile program." In-plant training was seen as closely linked to job specific skills, and industry benefitted from these programs by reduced turnover and increased employee productivity and job satisfaction.

> In-plant seems to have some undue pressure coming on to it, seems to be a very worthwhile program, at least my working with in-plant has reduced turnover. The places that we've had in-plant, made employees feel more comfortable about the jobs that they were doing, has allowed supervisors to spend more time training the employees than they would ordinarily, which is what it's all about. So I have a good feeling about in-plant training. . . . At least looking at what I've done here, that the criticism seems to be misplaced. It's a wonderful program. Saves the company money in the end, and we're keeping people working who would not be paying taxes. In terms of taxpayer dollars, I think it's money well spent.

Occupational extension classes offered to the general public were developed when there was "enough interest" by the community for a course. There usually was not enough demand in any one area to develop a whole program. There had been an increase in requests for certification and recertification courses in specialized areas such as plumbing, electrical, real estate, insurance, emergency medical services, and fire protection. One county satellite learning center director stated that relicensing and recertification had "just exploded on us in the last 15 months because a lot of these laws took effect a year ago in July."

Courses were offered on the ABCs of Small Business Startup with class sites rotating among the three-county area. Other seminars and presentations were also offered through the SBC and in conjunction with the local chambers of commerce. The "primary driving force of the Small Business Center [was] information" rather than specific classes or seminars.

The growth in the three-county area was thought to be in small businesses rather than in large, high-tech industries. The college had received a five-year, one million dollar grant from the Z. Smith Reynolds Foundation. This grant will fund a program to help reduce the poverty in the area by providing business loans to small businesses incorporating into their business plans "a method for hiring

people that we [the college] take through our HRD and prepare for employment." While it was a five-year grant, administrators were optimistic that if they were "business wise" they would have the "money for 10, 20, 30 years down the line to help new business startups with a purpose of providing new employment opportunities for the people in the three-county area."

Marketing. Administrators at the college were very concerned about marketing the institution and marketing "truthfully." Marketing was tied to productivity and whether a program was "viable" or not: "Everyone in the institution is involved in marketing, it's part of the accountability." A key administrator spoke of the necessity to ensure quality in the programs offered and to market honestly to the community:

> I want to make sure when we market something, we're marketing it truthfully; and I've said that to the folks. I'm not going to go out here in the community and say we have wonderful programs if we don't have wonderful programs. Because we have got to go out and be able to say we're going to deliver what it is we say we're going to deliver. And we're not going to promise something that we won't fulfill. . . . I don't care if we have one program or twenty-five; what I care is that they're well done. . . . That's been our approach to it.

Each county had different needs, and there was a "real effort to offer for each county the specialized occupational extension" classes based on those needs. A marketing plan had been developed for the college which included marketing

goals for occupational extension, literacy, and HRD. The college had a Public Information Office responsible for the college tabloid, paid and unpaid advertising, press releases, and special events promotion. The quarterly tabloid was mailed to all county residents and delivered to businesses. Public-service announcements on the three local radio stations were used to promote programs at the college, and the college was working to solicit public-service announcements on the local cable TV station.

There were five "little newspapers" in the three-county area which published once a week. The papers were so small and worked on such limited resources that "they don't give much away." There were many things the college wanted to "showcase and get in front of the public," and there was a strong working relationship with the college and the local papers. To avoid "overload," a marketing strategy used by the Public Information Office was to selectively combine several small articles into one article to make it a "heavier type of article which is more likely to be read."

Marketing was very important to the success of programs offered. A key administrator at another research site stated that Site 3 had to be aggressive in marketing.

> You got to get hungry and get out there and sell those programs before you can get the numbers into a classroom to come anywhere close to generating monies that [it] costs you to deliver the instruction.

The college was working to develop a systematic method for contacting business and industry to make sure there were not "pockets out there or industries" being neglected. A key administrator explained the importance of being proactive in marketing and the difficulty administrators had in selling the college to the community:

> What we have to do is to make sure that we don't have pockets out there or industries out there that we're neglecting because of the amount of time and energy it takes to develop those programs; and I'm not fooling myself into thinking that it's easy to do, I'm just saying that if we're not careful, we get into a rut and it locks so hard that people don't try. And there has to be some goal out there that says okay, every month X number of industries will be contacted by X number of administrators. . . . It doesn't have to be the three county directors, and it doesn't have to be a faculty member, it doesn't have to be the dean. It could be me, and it should be me. . . . They [industry] get caught up in their day-to-day work, they forget about us. . . . It's our job to make sure that they don't forget about us, and that's a part of that marketing technique. . . . It's not easy, cause you get involved with the alligators; and you forget that that's a part of what you should be doing. . . . It's not up to the industry people to figure out how we can help them. It's up to us to figure it out.

In addition, the college was trying to promote the three-county area rather than tying their marketing strategies to the more well-known regional population bases adjacent to the three-county area. The institution was working to "market ourselves . . . take our ruralness and market ourselves as we are."

There was a limited population base, with "lots of miles to cover," and the basic skills area was very aggressive in marketing their programs. Administrators worked with local businesses, industries, agencies, and the public school systems to promote the programs. Several innovative marketing strategies were employed to recruit and reward students. A partners-in-education program with the local Coca Cola and Pepsi distributors had been implemented. Whenever a new student registered for a basic skills class, a six-pack of soft drinks was given to the registering student. MacDonalds, Hardees, and the Steak House also provided discount coupons for students successfully passing all or part of the GED. These incentives "really work for students" and let them know that the local community "cares" about them. An agreement had also been reached with a local Subaru automobile dealer for sponsorship of advertising of the basic skills program. A question "that would be typical of what's found in the GED test" was placed in the ad. To find out the answer, readers had to call the college.

Computers had been placed in a local industry for employees to use on breaks and before and after work; demonstrations were provided the employees as an introduction to working on personal computers. It was hoped this recruiting technique would encourage more students to enroll in basic skills classes. As more and more workplace literacy classes were started, there had been an increase in

requests from business and industry for classes. The literacy director explained: "When we first started doing this, it was really hard for us to get in, but now it seems like that they do more, the call us a lot more." An ad hoc committee of "business people who are just interested" in basic skills was being formed to "do some educating with our industries, to let them know" about the services provided in the basic skills area. The literacy director summed up the marketing efforts of the basic skills program by saying:

> I think you just have to keep talking and talking and talking about it. . . . And when we have our GED graduation, it's just a real big day . . . board members . . . all three . . . public school superintendents. . . . A lot of what we do . . . is a lot of PR, that when somebody thinks about basic skills or literacy for adults, I want them to think about [the college] and call me. . . . It's really a fun . . .

Marketing efforts in the HRD program included working with the Employment Security Commission to recruit students, referrals from students previously in the program, and promoting the program on the radio and in press releases to the newspapers to "raise their awareness of what's going on." A classified ad for the HRD program was also run in the local papers. Students in the HRD program were recruited "for classes depending on the need of what the employment opportunity looks like in the community . . . Christmastime or a heavy time like that . . . in the summertime." Administrators tried to attach a skill to the

training that "would also get the person in the pre-employment part" and "gives them an extra skill that they can do." A benefit to industries working with the HRD program was that prospective employees were provided job related skills, and more and more industries were working with the HRD program when hiring new employees.

> We've gotten to where . . . if people want to hire somebody, they'll send them here first, or we'll go into businesses. . . . The biggest thing is that if they don't attend classes, then they're not going to be a good employee, so that's how they weed them out. . . . That's worked real well. We've done that in two or three different companies in the three county area. . . . If they come every day, sometimes that's all that will do it, cause you have such a problem with retention and that's where the instructor plays a big part, too; because if you don't have a real good song and dance routine, so to speak, they won't stay. But if they don't stay, then they're not going to be a good employee. So it's sort of a weeding device.

Several respondents thought there was not a "centralized effort" to market specialized skills training, and "we don't always do a real good job getting out and soliciting" tailormade programs for business and industry. The college had "personal ties with some of the plants in the area" but there were also industries they thought they didn't "get to often enough." Respondents spoke of marketing in a small community as networking by belonging to community and civic organizations where they were in touch with the local business community through these contacts. The plant managers and personnel managers "don't change that

frequently," and informal networking was effective in marketing specialized skills programs.

> The best thing that I can do to get my foot in the door is wait until I'm hearing that they're hiring and that we can do some initial training or that they are reorganizing in some way and that there's going to be a need for training. . . . Pretty much we keep our hand on the pulse of the market just by virtue of the fact that we see those people pretty much on a regular basis, and if they need something they'll let me know.

Brochures for specific course offerings in the specialized skills area, radio and newspaper announcements, and word-of-mouth referrals were used to market specialized skills services. A pamphlet on business and industry services was described as "the best example" of marketing in the specialized skills area and which would basically answer "any question that the community would have" about business and industry training. There were courses for which there was a standing demand. These courses generally were not heavily advertised partly because it was not necessary to draw an audience and because there were limited advertising funds. Target marketing was used when a course or program would appeal to a specific group.

Marketing services of the SBC was described as "very difficult" because of the limited funding for advertising and the number of small newspapers and radio stations: "Many people don't read . . . a lot of people don't listen, there is a population base of only 45,000, and there is a

real problem in reaching the people." The cultural aspect of people having "no sense of loyalty with regard to appointment times," "somebody expressing an interest and then not showing up," was cited as a difficulty in marketing the SBC classes and seminars.

Evaluation. There were "lots of different kinds of evaluation" of the programs and services provided by the college. Evaluation, as with planning, was viewed by administrators as not some "add-on thing" but "integral" to the success of the college and the individual programs. Programs were on a five-year cycle for evaluation and "recommendations that come out of program review are woven" into the planning process. Short-term recommendations could "be accomplished right away if there's budget to do it." Long-term recommendations were added to the planning process, "just added to the list and then as decision making kind of rolls around, teams are used to make the decision."

The planning process of the college also served as an evaluation method. Outcomes were evaluated mid-year and annually and compiled into an end-of-the year report prepared by the Planning/Institutional Effectiveness Office. On-going data analysis on information such as retention rates, number of students enrolled, number of graduates, and data from graduate and employer surveys served as methods to evaluate programs. The college was moving "toward looking at outcomes rather than task orientations . . . to what are

we turning out as a product and are they stronger each year." An administrator explained the necessity of evaluation:

> This year we are making an effort to evaluate . . . student outcomes, community satisfaction with us. . . . How satisfied we are internally with what we're doing. . . . There's constant evaluation because data is provided quarterly on all programs, and so people aren't in the dark about where their program is. Retention, graduation rates of our programs, and people know that they can't, they won't be carried as dead weight forever and ever. So, I think generally people are committed to having the best program they can have; and they're aware that when their program is in trouble an alternative has to be found, either better recruiting, changing the program, or modification. . . . I think we are so aware of it. People are going to be flexible enough to . . . because nobody's guaranteed that a program's going to be needed forever and ever.

The college was also committed to evaluating the programs based on the financial payback of programs offered. Administrators "know every year exactly how much money a program costs and how much it generated in terms of FTE and payback from the state." Funding was not viewed as the sole deciding factor of whether a program was successful or not but one factor that must be considered in the decision making process "when you've got competing demands for your money." A correlation with a successful business was offered when speaking of funding programs:

> It's just like at home or in a business. . . . How long can this business support that one product line that constantly loses money when it doesn't

provide something that is essential to the company?

There was a high illiteracy rate in the three-county area. Of the 45,000 residents, an estimated 15,178 or approximately 50 percent of the population between the ages of 16-54 did not have a high school diploma. The greater proportion of the students that attended the college were enrolled in the non-curriculum programs. Respondents cited these statistics as an indication of the "real need for the type of services that we have . . . that means that there would be one whole county in this area that we would have if we had them altogether." Last year, the basic skills area served 1,346 or 8.3 percent of the target population in the service area which was higher than the state average of approximately 6 percent. The percentage of the target population served was an indicator of the success of the program. The goal of the basic skills program was to serve 10 percent of the target population next year.

> **That's how I judge how well we are doing; and to me, and I guess this is a copout, but I always think that it's probably harder for us to serve more of our populations than it is in maybe cities because, for us, transportation is just a real big problem. . . . Next year our goal, we hope that we're going to be able to serve like 10 percent of our population . . . because we're really doing lots of different things to get them in here.**

An assessment tracking system was used to track GED graduation rates and the number of students completing the

GED and continuing on to curriculum programs in the college. Administrators worked with the college management information services in collecting this data but indicated it was "difficult" due to the "limited budget," and collecting the data was "really a massive undertaking." Student assessment was also used as evaluation method. Many times employers thought their "employees are performing on a much higher level than they really are." Identifying the skills or outcomes a student needed to learn or had learned served as a mechanism for evaluation and for establishing accountability.

> We can show this is where the student was when he or she came in and after so many hours of instruction, this is what's happened with them. . . . It's really good . . . because you can do comparisons. . . . We really like that.

The HRD program at the college was one of the higher ranked programs in the state. Because of the unique funding for the HRD program, accountability was critical in this program. A respondent who had worked previously in HRD said the funding formula in HRD "just gives us that more incentive to our jobs well the first go around."

There was an evaluation system "built into the state process" for continuing education, meaning specialized skills training or occupational extension programs. A key administrator at the college did not think, however, the evaluation was "where it needs to be" and not a "strong

enough evaluation . . . evaluation needs to be connected with your needs assessment, and that link I don't see at this point." A need assessment for the college was recently completed by the staff in the main campus Occupational Extension Office. The results from this survey were expected to be "the most sophisticated data that the college has probably had to work on programming . . . and will lay the foundation for some very specific training."

The Occupational Extension Director and two satellite Learning Center Directors evaluated all classes using similar, but different student evaluation questionnaires. There was a concern that all three were not using the same questionnaires and were not compiling and using the information in a systematic and useable manner. The three directors were working together to develop a standardized student questionnaire. New instructors or instructors who taught more than 30 hours were evaluated regularly. Administrators visited each class at least once a quarter; the business office audited at least 20 percent of the classes quarterly. Evaluation was also viewed as being informal: "Just by PR, you get evaluation every day."

In-plant training evaluation included end-of-course student questionnaires and a check-off sheet of the particular competencies to be completed by the employee's supervisor, "broken down by task for each of the specific in-plant courses." Student evaluation was especially

helpful if the college had utilized a third-party contract with the company. The student evaluation mechanism provided evaluation of whether the person they were using for the training was the best person in the facility to provide the instruction.

In addition to student evaluation, one director took about thirty minutes at the end of the course to visit with students and solicit feedback regarding the training: **"Are they being able to relate it to the job? Have they been able to use it when they go back to the floor? Has is been helpful?"** Many times valuable information came from these thirty-minute sessions.

A need assessment had been used in the SBC, **"to get a feel for what people would attend."** Less than five percent of those that came to the center for classes or counseling ever developed a business plan or started a small business. An evaluation of the success of the services offered by the Small Business Center was if people realized the difficulty in starting a small business.

> **This is not for them or they can't get the money. . . . If a person understands why this is risky or why this is not the best use of their time and money, then that's success.**

Descriptive summary matrices for key themes in planning, program development, marketing, and evaluation at Site 3 are shown in Tables 13-16.

Table 13

Site 3 - Planning - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
SACS folding into what we normally do Total involvement of institution; integral Comprehensive planning process Grassroots level Help people do their job more effectively Planning is the way we operate; everyday Look at threats and opportunities Tied to accountability; integrity of services Encourages innovation	Recognized need to plan; 50% population lack basic skills/high school diploma Literacy plan; growth in literacy Working with agencies When you know your goal, you go after it Program review	Little more frustrating; based on whim of industry Networking, serving on various civic/community groups; forge working relationships Need flexibility Program review next year Need systematic method for contacting industry

Table 14

Site 3 - Program Development - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
(Addressed in specific program areas)	Implementing CASAS, competency based system Various student skill achievement levels Individualized 25 different sites: workplace, prisons, community Increase in workplace sites No homeless population HRD offered to graduates as well as traditional students	Tailored to individual needs Ensure quality of in-plant training Work with plant managers, personnel manager in developing content Occupational extension offered when enough interest Increase in demand for certification/ recertification class Evolves, one thing leads to another

Table 15

Site 3 - Marketing - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Market truthfully	Aggressive marketing	No centralized effort, informal
Marketing plan	Work with local businesses, agencies, public schools to promote programs	Networking, newspapers, brochures, word of mouth, referrals
Quality of programs	Partners in education: Coca Cola, Pepsi, MacDonalds, Hardees, Steak House, Subaru	Don't always do a good job getting out and soliciting tailormade programs
Public Affairs Office: tabloid, public service announcements, paid/ unpaid advertising, local radio, cable TV	Ad hoc committee of business leaders	Pamphlet on business and industry best example
Newspapers have limited resources for free ads	Computers in workplace	Limited advertising funds
Everyone's involved in marketing	Industry more and more calling us	Target marketing
Each county has specialized needs	Keep talking and talking and talking	SBC very difficult; cultural aspect, no sense of loyalty with regard to appointments
Marketing very important to college, "you have to get hungry"	HRD helps provide employees for businesses; weeding device	
Systematic method of contacting industry	Newspapers, word-of-mouth, referrals	
Up to us to figure out how to help industry		

Table 16

Site 3 - Evaluation - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Not an add-on thing, integral part of what we do Program review: short term/long term Planning process, end of year report Data analysis of retention rates, % graduates, # enrolled, surveys Lots of different kinds of evaluation Moving toward outcomes rather than task orientations Won't be carried as dead weight forever Look at FTE/payback from state	High illiteracy rate; serve 8.3% of population; goal to serve 10% next year Assessment/tracking system; is difficult, massive undertaking Student assessment; accountability HRD - way funded provides evaluation/ accountability	Evaluation system built into state process for continuing ed Not strong enough; evaluation needs to be connected to needs assessment Three different but similar instruments Needs assessment Instructor/student evaluation In-plant student evaluation PR in the community SBC less that 5 percent ever develop a business plan or start a business; that's success if you keep people from making a mistake

Question 2. Linkage of non-degree basic skills and specialized skills programs with the needs of the community

The college served three counties with separate county commissioners, school systems, economic development councils, and chambers of commerce. The linkage of the college to the needs of the community was unique and sometimes very difficult. Since the new president came to the college several years ago, the college had worked very hard to develop a strong linkage with the community and had gone at it from "several different directions" by working with industries, civic and community organizations, and the public school systems. The lack of trust by the community of the college and the politics of the region were recurring themes when talking with respondents.

> I think we have come a long way, and I think there's a lot more trust now of the college than there used to be. . . . I say we are not as close to economic development . . . working with them as we should be, because that's still pretty much a governmental agency. . . . It goes back a long way to politics, trust. . . . That will break down over time and as we continue to prove ourselves and more and more of our students leave here and know that we are a good school. . . . It's not as bleak as it sounds, and we do have supporters. It's just that it's a long-time situation that's existed for years and years. You just don't break that down immediately . . . but I think we're making progress.

Because of the limited industrial and population base and scarcity of well-paying jobs, the college "is the location where the most capable people end up . . . people

with either a great deal experience or a great deal of education or both." It was thought there was resentment by some in the community that the college had "too much power in the community." The college administration saw the institution as having a responsibility for the economic development of the area. Representatives of the college served on many different committees or boards in the county to forge working relationships. Many times, however, the college would be indirectly involved with these committees or boards because of the resentment by the community at large.

> There are those that think the college has too much power in the community because it's more of a political issue; and so there are a lot of things the college has to do without having it's name on the program. . . . We're on 15 or 20 different committees or boards . . . because one, we do have a responsibility to help provide the development of the economic base and some people resent that. So there is a lot of information that we need but a lot of times we get it indirectly because we forge working relationships with the board or the chambers.

The purpose of the college was thought to "serve the business and industry needs and to get literacy training and specialized training where it's needed on site, on time." There was an attitude the college had the responsibility to keep the industries in the three-county area "healthy," and part of the institution's job was to "figure out" how the college could serve the needs of the three communities. Respondents cited work being done in the literacy program,

specialized skills training, the SBC, and community services as indications of linkages to the communities.

A trend seen by officials at the college was a shift in community colleges to providing more community-based education in the social areas: "Because we're the only institution that can do it." As there was an increased need for critical thinking and basic skills such as reading, writing, and computation, the college was becoming more and more important to business and industry. A key administrator spoke of the attitude of industry toward the value of education, of maintaining the "status quo," and the frustration of trying to meet an "enormously wide range of needs on a very limited budget, limited staff":

> I think there is also still in industry everywhere a kind of "we want you to train our people up to a certain level and no further." And that is a real difficult thing for most of us to deal with because we think that it's not enlightening on the part of the industry to feel that way. Cause they're afraid if people get education, they'll lose them; and in some cases, they probably will. So, my approach is one of trying to educate people not train them, and I will say this came from being at UNC Greensboro. One of my instructors in my graduate program said, "We don't train people, we educate them. Training is what we do with animals. Education is what we do with human beings." And so we really try and focus on that here and talk about education. . . . I think that there's a lot for our students getting the degree, opens up doors; and it also helps their self confidence. . . . A lot of people come back and get their GEDs for the same reason. They may not need them. . . . I wish every industry in this community would require a GED; but in many of the jobs, they can't justify it. . . . They can't make the connection between one and the other. . . . Like having a high school diploma; they just can't

> do it, because the skills have not been identified as what they're going to get. So to my mind education . . . is an enlightening experience, and we ought to be doing everything that we can to expose people to as many different kinds of educational experiences as we possibly can.

The sentiment that industry in the area didn't value education was reiterated by a respondent in the basic skills area. The basic skills program, however, had a "good reputation" in the community; and people were "satisfied" with the program. More and more "people are suddenly realizing that unless we do something right here [basic skills], that there's not going to be a future for these folks." As attention to the necessity of providing basic skills increased, more linkages were being formed between the college and the communities. Respondents cited the work done in conjunction with local agencies, public schools, correctional units, as well as the increase in workplace literacy sites as examples of linkages. The college was the one community college selected by the governor of North Carolina to get additional funding for literacy in the workplace. Receipt of this funding was an seen as recognition of the commitment of the college to meeting the needs of the communities.

In the specialized skills area, respondents indicated the relationships formed through the various community and civic agencies, working with business and industry, and the relationship formed with the North Carolina Quality Center

were indications of the linkages of the college to the needs of the community. Businesses and industries were described as satisfied with the services provided. The college was seen as the **"presenter of choice for technical training"** and that **"anything that comes to mind, they're calling us and asking now."**

A descriptive summary matrix for key themes in linkage of the college to the needs of the community at Site 3 is shown is shown in Table 17.

Table 17

Site 3 - Linkage to Community - Key Themes

Institution	Basic skills (Literacy - ABE, GED, AHS, HRD, JTPA)	Specialized skills (In-plant, Occup. Ext., Small Business)
Very difficult; three county systems, economic development councils, school systems, chambers of commerce Lack of trust; long-time politics Perception that college has too much power Purpose to serve business and industry, try to keep them healthy; figure out how the college can serve needs Increase in education in the social areas, critical/basic skills Attitude of industry Education should be enlightening	Attitude of industry; doesn't necessarily value education Basic skills has good reputation, people are satisfied Linkage with agencies, schools, prisons, Increase in workplace literacy sites	Relationships formed with various businesses, industries, agencies Business and industry satisfied Presenter of choice for technical training Industry benefits from in-plant training -- reduced turnover -- productivity -- job satisfaction -- save company/state money

CHAPTER V

SUMMARY, DISCUSSION AND CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS FOR FURTHER RESEARCH

This chapter presents the summary of the study, discussion and conclusions of the results, implications, and recommendations for further research.

Summary

This study focused on the problem faced by the community college of responding to the education and training needs of business and industry brought about by changing work-force requirements. The purpose of the study was to examine the planning, program development, marketing, and evaluations functions of three selected North Carolina community colleges as these functions address work-force preparedness basic skills education and specialized skills training. A qualitative research methodology utilizing ethnographic techniques was used to address the questions of the study.

Three community colleges representing varying size and demographics were selected to be used in the study. A total of 38 interviews were conducted with representatives of the three colleges during April and May 1992. Computerized content analysis of transcribed interviews and manual

content analysis of documentation related to the questions of the study were the primary analytic techniques used in the data analysis.

Discussion and Conclusions

The discussion and conclusions section is presented by the questions of the study with subsections for clarity in organization.

Question 1. To what extent are community colleges utilizing the following functions as related to basic skills education and specialized skills training: planning, program development, marketing, and evaluation?

Planning. Two of the research sites had in-place, working, long-range planning documents. One research site was in the process of upgrading their planning process. Institutionally, Site 3 had the most formalized planning process with total involvement and support by the entire staff at the college. The Southern Association of Colleges and Schools (SACS) reaffirmation of accreditation process was, in part, the impetus for improving the planning process at Sites 1 and 2. Site 3 had a planning process in place for several years, and the planning process was viewed as part of the way the institution operated on an **"everyday basis"** rather than being implemented in preparation for reaffirmation of accreditation. Key administrators at all three colleges were committed to institutional planning and

viewed planning as critical for improvement and preparing for technological change.

Planning in the basic skills area was described as **"difficult"** and **"tied to funding"** by Sites 1 and 2. There was a recognized need to plan at Sites 2 and 3 and to factor in **"growth"** and flexibility in the planning process. Site 1 indicated planning was tied to **"the flow of funds"** which was thought to reflect the philosophy of Department of Community Colleges as well as the institution. A major emphasis at Site 2 in planning was: a) to coordinate the services offered by the various literacy providers in the county in order to make the best use of resources, and b) to become proactive in promoting the college as the **"primary provider of literacy services"** in the service area. There was a **"recognized need to plan"** at Site 3 as this college had the highest percentage of the population in the service area ages 16-54 (approximately 50 percent) lacking a high school diploma. Site 3 served the highest percentage of the target population (approximately 8 percent) and was aggressively working to increase the percentage of the target population served to 10 percent. All three colleges utilized working with various community agencies, public schools, and other organizations in the their planning process.

Contact with business and industry, networking, serving on various boards, chambers of commerce, and civic organizations were the primary methods of planning in

specialized skills training. Planning was described as short-term and long-term, proactive and reactive.

Program development. The size of the institution and the demographics of the service area of Site 2 allowed for basic skills classes to be offered at varying skill levels and at many locations in the service area. Sites 1 and 3 utilized operating guides and core curriculums with individualized instruction in heterogenous grouping of classes. Site 3 was one of nine state community colleges implementing the Competency Adult Student Assessment System (CASAS) in the basic skills area. Because of the open-entry, open-exit programming in the basic skills classes, instruction was thought by all three research sites to be more difficult than in traditional programs offered by the community college.

Sites 1 and 3 aggressively solicited grant funding for innovative basic skills programs, and creative programming to meet the needs of the specific populations was evidenced at these sites. The HRD program was offered to all graduating students as well as the traditional students recruited into program at Site 3. All three colleges had increased workplace literacy training and expected these programs to continue to expand as business and industry recognized the need for basic skills training in the workplace.

Site 1 had one of the largest in-plant training programs in the state and utilized third-party contracting with employers for instructors. Administrators at Site 1 stressed the need to follow the DCC Administrative Code guidelines when developing specialized skills training. Sites 2 and 3 also utilized third-party contracting for in-plant training but to a much lessor degree. The DACUM process was utilized by Site 2 to develop course content in the specialized skills area. Site 2 employed full-time, part-time, and adjunct instructors to develop and conduct in-plant training; therefore, the need for third-party contracting was minimized. The quality of programming was a concern at Site 3 when using third-party contacts for in-plant training, and administrators worked closely with the specific business and industry in course/program development. Specialized skills training was described as **"customized"** and **"tailored"** to the individual needs of business and industry at all sites.

Site 2 routinely examined courses and programs offered outside the geographic region for new program ideas in occupational extension. Certification and recertification courses were offered at all sites; all colleges had specialized instructors in the various certification and licensure areas. Off-the-shelf courses and courses for which there was a **"standing need"** were also offered regularly as occupational extension at all sites.

Marketing. Sites 1 and 2 indicated their institution had a **"good image"** and each thought their college had done an excellent job marketing the institution in the community. There was concern by administrators at Site 2 that the institution used a **"shotgun approach"** to marketing and that efforts could be improved. Several respondents at Sites 1 and 2 indicated a need for the institution to utilize available computer technology to improve marketing. Site 3 had a formalized marketing plan and was very concerned about the quality of programming and marketing **"truthfully"** to the community. Site 3 was also working to develop a systematic method for contacting business and industry in the service area and to market the ruralness of the service area. There was a concern of how the college was marketing itself to the community at Sites 1 and 2 both as a two-year college versus a vocational/technical school and a day college versus a day and evening college. The image of the community college with respect to higher education and how funding was appropriated by the state based on this image was also a concern at Site 2.

Marketing was very important and described as **"everyone's responsibility"** at all three research sites. All colleges had offices responsible for public information and marketing. The college tabloid, public service announcements, media releases, and paid and unpaid advertising were used to market the colleges. The college

tabloid was the most comprehensive institutional marketing effort at all colleges visited.

Sites 1 and 3 used very creative marketing techniques such as billboard advertising; partnerships with local business and industry for discount coupons, products, and sponsored advertising; and TV and radio to reach target populations. The basic skills programs were marketed through the various human service agencies, by word-of-mouth, and referrals at all sites. The themes of **"reaching the family"** and **"through the quality of the program"** were used when respondents spoke of marketing the basic skills program by all colleges.

A key administrator at Site 2 indicated marketing the basic skills areas in the workplace was difficult because literacy providers generally were not **"salespeople."** The HRD program at Site 3 worked closely with business and industry in providing employment opportunities for students in the program. There had been an increase in marketing the basic skills programs to business and industry.

Site 2 had recently reorganized their advisory committee to include multicultural representatives of the literacy providers in the service area and was aggressively working to become proactive in the community. Site 2 also was working to market the basic skills program within the institution. It was felt that many individuals at the college did not fully understand the complexities of the

basic skills program. Site 3 had organized an ad hoc committee of business leaders in the community for the purpose of educating industry about the basic skills programs. Advisory committees were used to enhance marketing.

Target marketing was seen to be one of the most effective means of advertising specialized skills training. However, developing and maintaining the databases necessary to target markets were seen as obstacles to target marketing at Sites 1 and 2. Administrators at Site 2 thought the value of the training was a selling factor in marketing specialized skills training, and there weren't enough resources to serve all the businesses and industries in the service area that could be served. Marketing was described as **"informal"** at Site 3 with no centralized effort for marketing specialized skills training. Newspaper advertisements, the college tabloid, brochures, public service announcements, word-of-mouth, sales, and networking were typical marketing efforts in the specialized skills area.

Site 3 cited the cultural aspect of individuals having **"no sense of responsibility toward appointment times"** as a factor that influenced student response to classes offered by the SBC. Target marketing was seen as the best method to market the SBC at all sites; however, maintenance of the

databases needed for target marketing was difficult. Marketing the SBC was described as especially difficult.

Evaluation. Site 3 had the most formalized evaluation process: **"It's an integral part of what we do."** Site 3 was moving toward evaluating outcomes rather than task orientations. Site 2 was working to strengthen the evaluation process in conjunction with the development of a long-range planning document. Needs assessments had been completed in the last year for part of the service area at Site 2 and for the entire service area at Site 3. Both colleges were optimistic that much valuable information would be gained from the needs assessments. **"Evaluate in order to plan"** was a theme at all institutions with regard to evaluation. The administration of all colleges were committed to evaluation and in factoring the results of evaluation into future planning.

The administrative procedures and processes for evaluation at Site 1 were described as **"not having kept up with the growth of the college."** There were various evaluation instruments used in all areas among and within all colleges. Many respondents indicated the processes needed to be standardized, and the information gained from evaluation compiled into a useable format. Several respondents believed considerable information was obtained from evaluation, but it was either not used or not useable.

All colleges utilized statistical data such as FTE, graduation, retention, and enrollment rates in evaluation.

Sites 1 and 2 described evaluation as the most difficult part of the literacy programs because of the open-entry, open-exit programming. Site 1 indicated an outside evaluation of the total basic skills program would be beneficial, but resources were not available for such an evaluation. Site 3 utilized the percent of the target population served in the literacy area as an important evaluation statistic and saw this percentage as tied to the accountability for the program. Evaluation in the basic skills area was guided, in part, by the funding formula for the specific programs as there were complex statistical and numerical reporting systems required by the various funding sources. Outside evaluators were utilized for specially funded grant programs and for programs such as literacy classes offered in conjunction with the Department of Corrections.

Students were assessed upon entering a literacy program to determine skill level. There was not, however, a statewide, standardized system or instrument for measuring student achievement. Student assessment and the instrument used for assessment varied from college to college. Student achievement was used as a form of evaluation of the success of the program. There was an assessment/tracking system to track GED graduation rates and the number of students

completing the GED and continuing on to curriculum programs. Evaluation in the HRD program was based on the financial situation of the student 12 months prior to entering the program and 12 months after exiting the program.

Employer and student surveys were the primary methods of evaluation of specialized skills training. However, many respondents indicated either there was no response or a good response with student and employer evaluations; and the evaluation, therefore, was not really meaningful. Evaluation was also described as being informal, word-of-mouth, and by public relations in the community. Informal evaluation was used to correct problems in the training as quickly as possible with minimum impact.

There was concern at Sites 1 and 3 about the quality of student evaluation of third-party, in-plant training. Site 2 utilized a follow-up technique in specialized skills training whereby businesses and industries were contacted by letter after the training was completed soliciting an evaluation of the training. An administrator at Site 3 obtained feedback from the students in a the session at the plant site at the end of in-plant training.

There was no system in place to determine the number of individuals starting a small business as a result of services provided by the SBC. The time between contact with a SBC and the actual business start up may be years. The evaluation of the services offered by the SBC was seen not

only as assisting individuals in starting small businesses but also as helping an individual avoid making a costly mistake by starting a small business that was **"doomed to failure."**

Question 2. To what extent are the non-degree programs of three selected community colleges linked to the needs of business and industry within their service area in regard to basic skills education and specialized skills training?

The use of various advisory committees, a college coordinating council, networking, and the large percentage of the population served as evidence of the linkage of Site 1 to the needs of the community. The growth of the college was described as an **"onion," "a growing organism."** As the college had grown, additional services and programs had been added to meet the needs of the community.

"Multilink"--from the program coordinators to the advisory committees, to the president, to the board of trustees--was the term used to describe the linkage of Site 2 to the community. Advisory committees were used in every program and for each campus. Department chairs and deans worked closely to ensure that programs were tied to the needs of the community. A program initiated by the new president involved inviting CEOs on campus monthly to "brainstorm"; retired CEOs were invited to the college twice a year to review programs. Administrators thought the demographics of the service area demanded the programs

offered be state-of-the-art. The college's rating on the county commissioners' survey of county resident satisfaction and the passing of bond referendums were also cited as examples of the successful linkage of the college to the community.

Site 3 served a three-county area with separate county commissioners, chambers of commerce, economic development councils, and school systems. Because of the composition of the three-county service area, the linkage of the college to the community was described as sometimes "very difficult." There had been a long-standing resentment and mistrust of the college; this resentment was described as "long-time politics." It was also thought there was a perception in the community the college had too much power. The college had as its mission to serve business and industry and to keep the existing industries in the area "healthy." A key theme at Site 3 was an increased emphasis on the basic skills as well as education in the social areas, "education should be enlightening."

All three sites had or were increasing basic skills education in the workplace. Workplace literacy was seen as an area that would continue to grow as business and industry realized the need for employees who were equipped with the critical thinking skills and basic skills of reading, writing, and computation. Working with helping agencies, public schools, and advisory committees were cited as

confirmation of the linkage of the colleges to the needs of the community.

Sites 1 and 2 indicated the large amount of in-plant and new and expanding industry training was an endorsement that the college was providing services to meet the needs of the community. Site 2, the largest of the three colleges, had excellent working relationships with the local chambers of commerce and an economic development council and worked with these groups in attracting new industry to the service area. Site 3 was working to improve the relationship of the college and the various chambers of commerce, economic development councils, and other civic and community groups.

Implications

1. Planning appears to be most effective when it is an integral part of the operation of the college involving all staff in the institution on a consensus basis. Planning is difficult in areas where funding is unsure and budgets are volatile.

2. Program development appears to be tied to the needs of the populations served. The quality of programming was seen as a priority by all institutions and a result of constantly working with the specific businesses and industries and the community to determine program needs. Programming in the basic skills area was influenced, in part, by the open-entry, open-exit nature of the classes offered.

3. Networking and target marketing was seen as the most productive means of marketing to businesses, industries, and specific groups. Marketing in basic skills area seems most effective when it was creative to reach the target populations. Utilizing the available computer technology appears to be a resource that could increase the use of target marketing.

4. Retention, graduation, and enrollment rates were viewed as a measure of the success of the basic skills programs and served as a method of evaluation at all colleges. The percent of the target population served was also a measure of evaluation in the basic skills area and was tied to the accountability of the programs. Evaluation in the specialized skills area appeared to be most useful when feedback from employer and student surveys were combined with informal evaluation and followup. Evaluation was also thought to be most effective when it related to the planning process. All colleges indicated that there needed to be systematic evaluation processes.

5. The linkage of the college to the community was an important factor in the success of programs at community colleges. Institutions and specific programs must continually work to develop partnerships and relationships with the community at large, local agencies and groups, and business and industry. The size of the college and the demographic area served seemed to affect the planning,

program development, marketing, and evaluation of specific programs.

Recommendations for Further Research

1. The study focused only on perceptions from those within the colleges under study. A similar study focusing on perceptions of those in the service areas of the colleges used in the study would add to the depth of information.

2. A similar study conducted at other selected community colleges of varying size would be beneficial as each service area has particular needs and demographics.

3. The issue of funding for specific programs was not included in this research study. A common theme that surfaced in the research was the relationship of funding (curriculum versus non-curriculum) to the planning, program development, marketing, and evaluation functions. A study of the funding for non-degree (non-curriculum) programs and the benefits of these programs to the community would possibly provide a basis for support of increased funding of the non-degree programs.

4. Institutional organization of the non-degree programs varied at all three research sites. A study of the community college institutional organization of the non-degree programs could provide insight into the most effective manner in which non-degree programs could be institutionally organized.

5. Leadership was not an issue in the research study. It appeared that institutional leadership could contribute to the success of the planning, program development, marketing, and evaluation functions as well as to the linkage of the college to the needs of the community.

6. As there were varying basic skills assessment processes and instruments, a study of the community college basic skills assessment process would provide a framework for the determining beneficial methods of measuring student achievement.

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