INTENDED AND ACTUAL OUTCOMES OF AN URBAN WORKPLACE LITERACY

PROGRAM

by

DOUGLAS ANNE TAYLOR

(Under the Direction of Thomas Valentine)

ABSTRACT

The purpose of this study was to understand the dynamics of planning and implementing one

workforce development program in an urban area of one southern state. In order to address this

broad purpose three research questions were posed.

1. What are the intended outcomes for various stakeholders in the program?

2. What are the actual outcomes for various stakeholders in the program?

3. What is the relationship between the intended and the actual outcomes?

The study reanalyzed existing data initially collected as part of an external program review

commissioned by the state's workforce development agency. The data set included formal

reports, observation notes, field notes, and transcribed interviews.

A qualitative analysis of the data provided insights in the relationships between intended

outcomes and actual outcomes. These differences can be attributed to stakeholder interests and

planning processes.

The analysis found that differences exist between what planners intend and what actually

happens as programs are implemented. Outcomes are influenced by a variety of factors including

federal policy, state policy and the program readiness of participants. This research found that

intended outcomes will vary from actual outcomes; that the program delivery system impacts

stakeholder outcomes; and that collaboration presents a variety of challenges.

INDEX WORDS: Adult Education, Adult Literacy, Community College, Program Planning, Stakeholder Interests, Workforce Investment Act, Workforce Investment Board, Workplace Literacy.

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iii

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For Mother, Daddy, Rylan, Ashton and Bo.

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TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

CHAPTER ONE

THE PROBLEM

Background of the Study

From kindergarten to college and beyond we are encouraged to learn more so we can earn more. Throughout our lives work is emphasized. As young children we draw pictures of what we want to be when we grow up. Later we write essays about our dream careers. In high school and college we receive counseling and advisement about courses that will prepare us for our chosen field of work. In the workplace education is often rewarded. It seems to be widely accepted that a better-educated population is a more economically self-sufficient population. This belief is reflected in many federally funded adult education programs.

These ideas about the importance of work are reflected in much of what is written about workplace training initiatives. However, there are differences of opinion within the field about why workforce development programs are important. Chisman, (1989), argues that the federal government should support training efforts because it is good for the country's economic future. Title I and Title III of the Workforce Investment Act of 1998 focus on adult education for the current workforce, while Title II directs funds to:

(1) assist adults to become literate and obtain the skills necessary for employment and self-sufficiency; (2) assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children; and (3) assist adults in the completion of a secondary school education. (Public Law 105-220, 1998. p. 124 - 125).

Although Title I and Title II seem to be directed towards serving business, Title II offers a somewhat more general approach towards providing adult literacy education for purposes other than those directly linked to meeting employer needs. However, the language of Title II also contains an emphasis on education for employment. Much of the funding provided under the Workforce Development Act of 1998 is directed towards helping individuals develop the knowledge and skills needed to obtain and retain employment. In addition to those that support adult education for the good of the country or for the good of the business community, there are others who support a stance that adult education should be driven by the needs of individual learners rather than by the needs of the economy or business. Many in the field support a position that preparation for work should not necessarily be the aim of adult literacy education. Many believe that the focus of a program should be to meet the needs of the learner, which are not always focused on work.

Those who support the stance that adult education should be aimed at developing a skilled workforce often believe that unemployment is a cause of other social ills. Some have linked such social problems as crime, poverty, and substance abuse to the undereducated workforce (Schaffner and Van Horn, 2003). From the business perspective many companies acknowledge that the availability of skilled workers is a primary consideration when making decisions about expansion or relocation. A skilled workforce is therefore linked to both local and national economic growth. With so much at stake it is not surprising that the federal government has invested in funding workforce development programs. In fiscal year 2003, states received about 3.3 billion dollars to "provide employment and training services" to " youth, adults and dislocated workers" (Government Accounting Office, [GAO], 2003a, p. 1). Given the important issues linked

2

to a skilled workforce, one would hope that decisions about workforce development programming would always be made in a purposeful and deliberate way aimed at ensuring programs that are highly relevant to employers and students alike.

The practice of developing government funded workforce development programs has sufficient history for researchers to have identified some reported examples of effective practice and process, (U. S. Department of Labor, [DOL], 2001; Billet, 2002) as well as some examples of ineffective practice and process. (GAO, 1994). However, accountability challenges in the adult literacy program delivery system continue to impact reported results. Therefore, what eventually gets reported as either effective or ineffective depends on what program administrators and funding agencies deem as important to measure and report. As a result, many practitioners remain tied to traditional school-based methodologies of both classroom practice and accountability reporting, leaving the field relatively unchanged, with only isolated pockets of identified innovative practice.

However, the planning of workforce development programs has the capacity to reproduce or transform programming and the potential to help us understand how we can establish, measure and report outcomes necessary for effective programming. Change typically occurs gradually over time. Stakeholders in program planning have varied interests. Whose interests dominate depends on a variety of factors. To understand how reproduction or transformation occurs in programs, it is useful to first examine the history of policy governing federally funded workforce development initiatives as a way of looking at program changes that have occurred over time. Since workforce development policy ultimately bounds what is even possible under funding guidelines, a review of the

relevant legislation will begin to define some parameters influencing the potential for reproduction and transformation in program planning.

The History

The push towards developing effective workers can be formally traced back to the early 1900s and World War I (Ginzberg and Bray, 1953). Adult educators of the time, such as William Gray, (1934) advocated for a functional skills approach towards training of a civilian workforce needed to support the war effort. It was during this period that the Works Progress Administration (WPA) was created by President Roosevelt. This marked the first federally funded jobs program (Grubb, 1995). In 1934 Congress passed the Wagner-Peyser Act, which established a national employment system (Schaffner and Van Horn, 2003). The early 1960s brought the passage of the Manpower Development and Training Act, which focused on providing training to workers who had been displaced by technological advances and on workers who were disadvantaged (Grubb, 1995). The focus of policy about adult literacy supported programming for workplace skills development in 1964 when the Economic Opportunity Act provided for the establishment of adult basic education programs intended specifically to "enable employment" (Rose, 1991).

In 1973 Congress passed the Comprehensive Employment and Training Act (CETA). CETA's focus was primarily on job creation, rather than job training (Lafer, 2002). CETA attempted to consolidate existing programs and shifted fiscal control from the municipal level to the state level by consolidating funding into block grants. CETA legislation marked the first legislation to assign a role and responsibility to business by mandating Private Industry Councils (PICs). CETA was criticized for a variety of reasons but might have attracted little attention during reauthorization had the nation been

4

experiencing a stronger economy (Lafer, 2002). However, in 1982, as the expiration of CETA legislation neared, the United States was also facing high unemployment. As a response "the administration of President Ronald Regan explicitly replaced job *creation* with job *training* as the focus of federal employment policy" with the passage of the Job Training Partnership Act (JPTA), (Lafer, p. 2).

JTPA was enacted in 1983 and strengthened the role of PICs by mandating that 51 percent of council members represent private business (Lafer, 2002). As with most job legislation since CETA the focus of JTPA was to develop programs to serve the unemployed, the underemployed, the undereducated and the poor. JTPA moved oversight responsibilities from being centralized at the federal level, to each state's control. Like CETA, JTPA had its critics.

During the past two decades it has been widely reported by government and business that our schools are not producing graduates sufficiently trained to meet the demands of the workplace (Judy and D'Amico, 1997; Johnson and Packer, 1987). Additionally, government publications such as *Jumpstart* (Chisman, 1989) and *21st Century Skills for 21st Century Jobs* (U. S. Department of Commerce, U. S. Department of Education, U. S. Department of Labor, National Institute for Literacy, Small Business Administration, 1999) and in *Adult Literacy in America: A First Look at the Results of the National Adult Literacy Survey,* (Kirsch, 1993) have reported a need for more highly trained workers in order to meet the demands of the future workplace.

As JTPA came to an end Congress enacted the Workforce Investment Act (WIA) of 1998. This Act amended the Wagner-Peyser Act and replaced JTPA. The Workforce Development Act of 1998 aimed "to consolidate, coordinate, and improve employment, training, literacy, and vocational rehabilitation programs", (Public Law 105-220, 1998 p.

1). The Workforce Investment Act of 1998 signaled a change in policy from one that focused on individual needs to one that focuses on the needs of business (Lafer, 2002). The Workforce Investment Act of 1998 was up for reauthorization in 2004. However, the legislation was left in committee and the 1998 Act was given a one-year extension. The Bill was extended in 2005 and 2006. Early briefs from both the House and Senate mark-up sessions indicate that amendments will be aimed at lending even more support to the business community as a strategy for improving programming and thereby boosting the economy.

The Current Workforce Development System

A Workforce Investment System is a comprehensive group of partners potentially inclusive of Workface Investment Boards, employers, service providers, and students. One of the key features of the Workforce Investment Act is the formation of Workforce Development Boards. Subtitle B of the Workforce Investment Act of 1998 legislates the formation of a workforce development system (Public Law 105-220, 1998). A state's governor establishes a state Workforce Development Board. The 1998 Legislation allows states to use their existing Private Industry Councils as long as the existing council included adequate representation as described in the legislation. The Governor of a state is also charged with designating local workforce investment areas within a state. "Chief elected officials" in the designated areas are then responsible for appointing local Workforce Development Board members in accordance with the legislation (Public Law 105-220, 1998, p. 20). It is hoped that by empowering states with more control over their local workplace development initiatives, efforts can be more easily coordinated and can respond more effectively to employer and community needs (Lafer, 2002). Historically Workforce Investment Boards have partnered with providers of credit programs, with

little collaboration with adult literacy programs. At both the state and local level board membership must include business representatives, service provider representatives, and others deemed relevant by the governor for the state board, or by local officials for local boards (Public Law 105-220, 1998). One assumption underlying the mandates of local boards and their membership is that workforce development is complex and requires input from a variety of stakeholders to ensure effective programming. The obvious expectation is that board members will work together to ensure successful workforce development initiatives.

However, as Beder (1984) points out " although the benefits of cooperation can be very substantial, it is important to realize that cooperation can also entail significant costs in dislocation, goal displacement, and loss of control" (p.18). Workforce development boards are just part of the equation when it comes to planning workforce education and cooperation with other stakeholders is not just desirable, it is mandated by law. State and local workforce development boards must develop a strategic plan that addresses workforce development for specific industry sectors relevant to the state or local area respectively. Since local workforce development boards are prohibited by legislation from providing direct educational services, they must identify and contract with a variety of service providers. Criteria for selecting eligible service providers are established by the Governor of the state. Criteria generally involve an application process with local boards so that service providers are "pre-approved". Workforce development boards oversee and coordinate a variety of services under the Workforce Investment Act of 1998. Services and eligibility for services are defined in the Act. Therefore, decisions about what programs will be delivered and to whom are largely driven by the legislation. However, while legislation directly drives local board membership, determines local program

eligibility, and specifies criteria for assessing local needs; it does not offer much in the way of assisting board members and educational partners with the actual planning of workforce development programs. The underlying assumption seems to be that workforce development boards have the skills and knowledge necessary to select appropriate service providers, capable of meeting the needs of businesses. Further, this stance assumes that selected service providers possess the skills and knowledge necessary to accurately assess employers' needs and develop meaningful and effective training programs.

The language of current legislation is flexible and allows for a variety of program models and service providers. This variety means that employers and workforce development board's are faced with decisions about which service providers can best meet the employers' goals.

As a result of all this workforce legislation the state and local workforce development boards are increasingly expected to facilitate the development of working collaboratives that include employers and service providers. This expectation goes beyond the interests of each individual board member to include business and education entities that may or may not be represented by a board member. Fulfilling this expectation assumes that (a) boards either have or can develop working relationships with employers, (b) employers are aware of and utilize board services, (c) boards understand specific employer needs and are able to match employer needs with service providers, and (d) service providers are able to meet employer expectations. All of these assumptions collectively assume that state workforce development boards, local workforce development boards, employers, and service providers possess some common interests that can be advanced through collaboration. However, as noted earlier, not

everyone involved in planning workforce development programs agrees on what interests are or should be considered.

Many people are affected, and therefore have an interest in the planning of workforce development programs. From the public at large, to the employer, to the individual learner, to all those directly and tangentially affected, a diverse set of interests are linked to all workforce development programming. Kotler and Fox, (1985) label the various stakeholders of programming "publics". By definition "a public is a distinct group of people and/or organizations that has an actual or potential interest in and/or effect on an institution" (p.24). Applying the idea of publics from Kotler and Fox (1985) to the current workforce development system, we can see in Figure 1 a view of the major publics associated with our system of workforce development. Such a variety of publics will assuredly represent a variety of interests both individual and organizational, which will come to bear on decisions made in the planning of workforce development programs. This matters because the decisions made in the planning of workforce development programs will either reproduce or transform the current workforce development system. This means that every workforce development program is a product of and a producer of the current workforce development system (Engestrom, Miettinen, and Punanaki, 1999). Choices made in planning workforce development programs therefore, always have the potential for program change. The direction and speed of change is linked explicitly to the interests realized by various stakeholders during the planning of workforce development programs. Outcomes, those intended, those achieved, and those reported provide a foundation for an analysis of program achievement. Since all programs begin with some sort of plan, an examination of the planning processes of federally funded
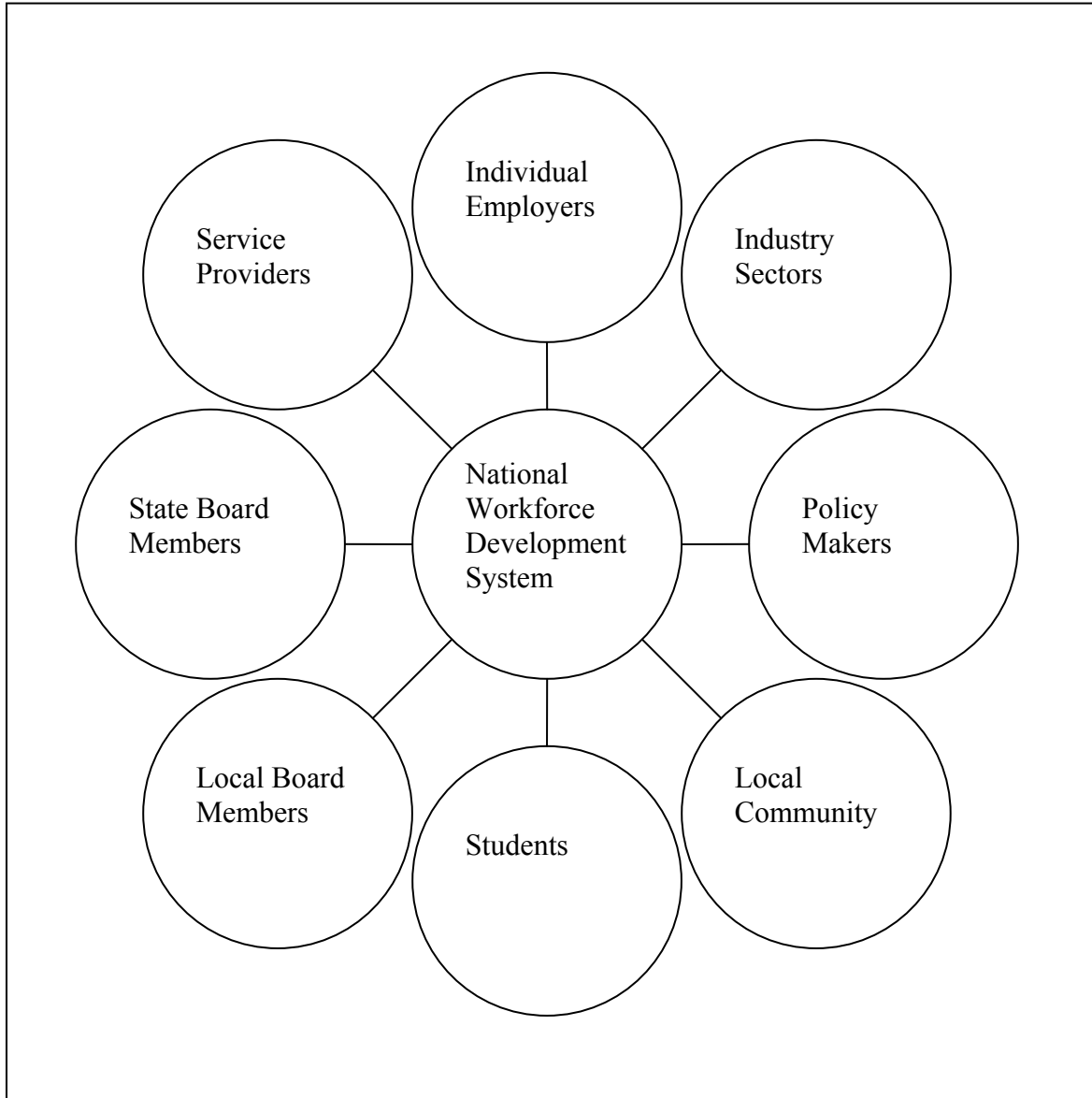
Figure 1.1

Publics Associated With Workforce Development Program Planning

workforce development programs seems a good place to look for an explanation of

outcomes.

One way to examine how workforce development programs are planned and

implemented under the oversight of workforce development boards is through a

conceptual framework of program planning. Cervero and Wilson (1994) have developed

a theoretical model of program planning that extends beyond the mechanics of planning

to situate planning practice within the political contexts and social realities of the

planners and the various interests planners represent. Cervero and Wilson (1994) explain

the reality of planning programs as "a social activity in which people negotiate personal

and organizational interests" (p.4). They further explain, "we offer a view of planning

practice as a social activity in which the only way to plan responsibly is to act politically"

(p. 117).

Using the Cervero and Wilson (1994) model we can identify the interests, both

competing and non-competing, represented during program planning. We can then

examine how identified interests produce identified outcomes through the lens of power

or "the capacity to act" (Cervero and Wilson, 1994, p.29).

Statement of the Problem

For the last ten years outcomes defined by the funding agencies have been

emphasized in federally funded workplace literacy programs. A focus on defined

outcomes is advantageous because if emphasizes accountability. However, emphasis on

outcomes for accountability shifts attention away from process. This becomes even more

problematic when reported outcomes are simply accepted at face value, with no probe of

process or of outcomes not being reported. Current legislation that mandates partnerships

in the planning of workforce development provides a model of the current workforce

development system that can be examined to identify how intended outcomes are planned

for and reported. Despite the fact that we have program descriptions in workplace literacy

and we have lots of prescriptive writings about what ought to be done, little is known

about program processes and outcomes beyond traditional accountability measures such

11

as numbers served and time in programs. Part of the problem is the narrow focus of reported outcomes and part of the problem is a willing naiveté that lets us believe what is reported. It is important to understand more fully a wider range of outcomes and how reported outcomes are related to the intentions of the different stakeholders. Therefore, we need research that looks across time and across stakeholders at a wide range of accountability and process outcomes.

Purpose and Research Questions

The purpose of this study was to understand the dynamics of planning and implementing one workforce development program in an urban area of one southern state. In order to address this broad purpose three research questions were posed.

1. What are the intended outcomes for various stakeholders in the program?
2. What are the actual outcomes for various stakeholders in the program?
3. What is the relationship between the intended and the actual outcomes?

Significance

This research has theoretical significance in that it will contribute to what we know about program planning theory and how the interests of planners impact outcomes. The theoretical implications have significance for funders, program planners, program customers and service providers. Each of these groups can use this research to inform choices about accountability measures, reporting frameworks, goal expectations and collaborative partnerships. Project managers and others involved with administering grant funding could use this research as a basis for considering reasons for and ways to address stakeholder interests to improve overall program outcomes. Funders may also draw from this research to inform funding structures around timelines and budget allocating

processes. Although the research focuses on one program, the events and stakeholder interests documented here are common to other programs in other contexts.

This study has practical significance for the same audiences for a variety of reasons. Each year the United States government allocates significant amounts of money to state workforce development boards. The allocated money is intended to fund relevant programs that produce a wide variety of benefits for individuals and business as identified in the Workforce Investment Act of 1998. Current accountability measures of outcomes can only tell a piece of the actual story. Officially reported outcomes do not always reflect the intricacies of actual local outcomes. This research will take a critical look at intended, actual and reported outcomes. This comparison of intended, actual and reported outcomes will provide insights to funders, program planners, and evaluators about questions to ask and outcomes to measure that will produce a more comprehensive picture of what happens during program implementation.

CHAPTER TWO

REVIEW OF THE LITERATURE

This chapter reviews the relevant literature in two primary areas. I begin with a review of legislation creating and impacting federally funded training initiatives for the past century. In this section I will also review the literature assessing the effectiveness of the current system, including empirical research and official government publications.

The second body of literature reviewed here is that related to program planning. This review examines several theories of program planning. The review concludes with a model of program planning used for analysis in this research.

Policy and Workforce Development Initiatives

Federal legislation about workforce development has been a part of our political landscape since the 1930s. In 1934 the Wagner-Peyser Act established a national employment system. Since that time the Wagner-Peyser Act has been amended by many legislative sessions. The most recent revision occurred in 1998 with the passage of the Workforce Investment Act. Franklin D. Roosevelt is credited with being responsible for the creation of the type of job policy reflected in contemporary programs (Bovard, 1986; Grubb, 1995). However, as we will see, programming since the 1930s has changed in reaction to the evolution of employment related policy.

In 1935 Roosevelt issued Executive Order No. 7034 and established the Work Progress Administration, which was the "largest program of the New Deal" (Bovard, 1986 p. 2). This Executive Order fell under the authority of the Emergency Relief Appropriation Act of 1935, which was created, to "provide for the establishment of a

large-scale national works program for jobless employables, who were required to meet a means test in order to qualify for work relief" (Morris and Morris, 1996). In 1939 the program was moved to the Federal Works Agency and provided jobs in highway and building construction and other public projects (Morris and Morris, 1996). According to the Encyclopedia of American History:

> by June 30, 1943, when it was officially terminated, the WPA had employed more than 8,500,000 different persons on 1,410,000 individual projects, and had spent about $11 billion. During its 8-year history, the WPA built 651,087 miles of highways, roads, and streets; and constructed, repaired, or improved 124,031 bridges, 125,110 public buildings, 8,192 parks, and 853 airport landing fields (Morris and Morris, 1996).

In 1962 Congress voted to pass the Area Redevelopment Act, which "was established to direct federal money and training funds to depresses areas" (Bovard, 1986 p. 2). This still reflected a philosophy of job creation and also an assumption that creating jobs in depressed areas was a better strategy than moving people. Also in 1962, the Manpower Development and Training Act was enacted to provide training to workers who had been dislocated by "automation or other technological developments" (p. 3). In 1964 when President Lyndon Johnson declared War on Poverty he created the Job Corps (Bovard, 1986). By 1967 there were 30 Federal training programs, indicating that there was disagreement about what a federal program should do. This also led to the conclusion that creating a new program was often more attractive to policy makers than figuring out an existing one.

Bovard (1986) emphasizes the accountability issue when he cites a Government Accounting Office (GAO) report finding indicating, "no one knows how many people are

being trained, for what occupations they are being trained, or the impact on the demand

for skilled workers" (p. 2). The abundance of federally funded programs, each out there

doing their own thing with little central accountability led Congress to pass the

Comprehensive Employment and Training Act (CETA) in 1973. Initially, CETA focused

on training and employment services. However, in the midst of the recession experienced

in the mid 1970s, CETA did fund job creation. In 1977 President Jimmy Carter "ordered

the creation of 350,000 additional public service jobs by year's end" (Bovard, 1986, p. 4).

A policy shift affecting funding moved fiscal control from the municipal level to the state

level through the use of block grants (Lafer, 2002). This shift in fiscal responsibility was

aimed at consolidating programs in order to increase accountability. CETA legislation

created the Private Industry Councils (PICs). These Councils were created as a vehicle

for increasing the role of business in federally funded workforce development programs.

Current workforce development boards are direct descendents of these initial Private

Industry Councils. CETA drove workplace programming until the early 1980s when the

administration of President Ronald Reagan passed the Job Training Partnership Act

(JTPA) (Lafer, 2002).

The Job Training Partnership Act was enacted in 1983. This legislation gave

additional power and influence to the Private Industry Councils by mandating 51 percent

representation from private business for Council membership. The Private Industry

Councils' role in general was to provide advice and direction to the JTPA programs. The

Private Industry Councils also helped ensure that programs met the required Department

of Labor Standards established for "job placements, average wages, cost per placements,

and total expenditures on youth" (Bovard, 1986). As reflected in its name the Job

Training Partnership Act was focused on job training, rather than job creation, and

emphasized the importance of private industry partners to the extent that it mandated them in the legislation. The Job Training Partnership Act drew attention to "customized training" as a process "for meeting the specific training needs of an individual company" (Bovard, 1986, p, 14). Businesses were offered tax incentives to hire and train employees eligible for services under the Job Training Partnership Act. Program oversight under the JTPA was relegated to states. The Job Training Partnership Act framed federally funded workforce development training until 1998 when the administration of President Bill Clinton amended the Wagner-Peyser Act and passed the Workforce Investment Act of 1998 (Lafer, 2002).

<div align="center">The Current Workforce Development System</div>

In 1998 the trend in employment policy continued to support cooperative partnerships between business and education. A Government Accounting Office report explains:

> A competitive national economy depends, in part on a workforce development system that provides individuals with labor market skills and gives employers access to qualified workers. In the past the nation's job training system was fragmented, containing overlapping programs that did not serve individuals or employers well. To address these problems the Congress passes the Workforce Investment Act in 1998, seeking to create a system linking employment, education and training services to better match workers to labor market needs (GAO, 2001a p.1).

The system created by this legislation is the system of workforce development we have today. Components of this system include the formation of state and local workforce

development boards, one-stop employment assistance centers, education and training providers, eligible participants, and employers.

The membership of state and local boards is defined in the legislation (Public Law 105-220, 1998). The governor of each state oversees the state board and appoints members in accordance with the legislation. A state workforce development board must include the Governor, two members of each chamber of the state legislature, and other individuals appointed by the Governor who represent business, chief elected officials, labor organizations, youth activities, training, and education. Other appointments can be made if relevant to a state's needs. The Governor also designates the local workforce development area within a state. Local board members are to be appointed by chief elected officials from the workforce development area and must include membership from local business and business organizations, education and training providers, local community-based organizations, economic development and the one-stop partners. Both state and local governments are mandated in the legislation to develop a strategic plan.

Local boards are required to establish Memorandums of Understanding for services with a variety of one-stop partners (Public Law 105-220, 1998). Local boards are also charged with the oversight of the one-stop centers. One-stop centers are to provide eligibility determination, community outreach, initial skill assessment, job search and placement assistance, referrals for support services, assistance in establishing eligibility for welfare and/or unemployment, and information about local employment and training opportunities for participants. The one-stop centers are accountable to the local workforce development boards and must meet specified accountability measures that include tracking participant activity and follow-up services. There is no dedicated funding stream

to support one-stop centers and consequently fiscal resources used to maintain operations are always an issue.

In addition to the criteria for contracting with service providers established in WIA legislation, local workforce development boards establish criteria for contracting with education and training service providers. Relationships for services may be established with colleges, universities, proprietary schools, technical colleges, non-profit organizations, community based organizations and other agencies. The boards themselves are prohibited by the legislation from providing direct training or education. Therefore, effective partnerships with education and training providers are essential for the development of successful workforce development board programs.

Participant eligibility is established in the legislation. As previously mentioned, one-stop centers are charged with determining eligibility for participants and are accountable to the local workforce development board. Funding is formula based and:

> shall be used by a local area to contribute proportionately to the costs of the one-stop delivery system described in section 134(c) (H. R. 1385) in the local area, and to pay for employment and training activities provided to adults in the local area, consistent with section 134 (p. 54).

An additional eligibility criterion for participants includes the participant's eligibility for other government services, the participant's age, the participant's employment circumstances, and the participant's income.

Partnerships between the workforce development boards and employers are also mandated in the WIA legislation. As previously discussed, local board membership must include representatives from the business sector. As board members, business representatives are in a position to influence workforce development training. Some

funding allocated to local boards is set aside to support Rapid Response programs. These programs work closely with employers in local areas experiencing "disasters, mass layoff or plant closings or other events that precipitate substantial increases in the number of unemployed individuals" (Public Law 105-220, 1998, p. 55).

The Workforce Investment Act of 1998 was up for reauthorization in 2004. To date the Bill has not been reauthorized. Versions of both the House and Senate bills have been drafted and proposed changes have been suggested. Among the changes suggested is the need for both state and local board membership to be streamlined. At the state level, it has been proposed that members representing youth activities and "organizations that deliver workforce investment activities, including CEOs of community colleges" be eliminated and that a representative from local economic development be mandated (Illinois Community College Trustee Association, [ICCTA] 2003. p. 1). Additionally, it has been proposed that the rollover of Private Industry Councils into the current workforce development boards is no longer acceptable and that both pre-WIA boards and pre-WIA one-stops must be reestablished following new guidelines. Another proposed change would affect the composition of local boards. This change would narrow the requirement that boards include representatives from local education providers "to specify school superintendents and presidents of postsecondary institutions, including community colleges" (ICCTA, 2003, p. 1). A more staple funding formula for one-stops has also been proposed.

Federal Program Effectiveness

Much has been written about the effectiveness of workforce development programs. Many programs have been evaluated and many best practices have been suggested. Additionally, many challenges have been identified. It is likely that ongoing

criticism of federal programs has prompted policy makers to take action in the form of new or revised legislation. The following is a brief overview of some of the problems associated with federally funded workforce development programs created in the workforce legislation previously reviewed.

The Works Progress Administration created public works jobs to address the increase in unemployment experienced during the Great Depression. Roosevelt stated that "all work should be useful in the sense of affording permanent improvement in living conditions or of creating future wealth" (in Bovard, 1986, p. 4). The major criticism of the WPA was the pace at which public works progressed (Bovard, 1986). However, despite this criticism, the WPA has been credited with the completion of many public projects as noted previously. The program provided a paycheck for millions and dominated the country's efforts at addressing unemployment through workforce development for several decades.

The Area Redevelopment Act was implemented in the early 1960s and was aimed at developing depressed areas. Bovard (1986) notes that this Act supports the position "that jobs should come to the people, rather than people going to the jobs" (p. 2). He concludes that the Act thereby "discouraged individual adjustment" (p. 2). Other criticism includes several GAO reports that sited overreporting by 128%, a failure to track the number of new jobs created and a tendency to fund programs in areas that no longer had high unemployment (in Bovard, 1986).

The Manpower Development and Training Act (MDTA) was implemented to help workers dislocated by technology. Major criticisms include a tendency to focus on filling training slots rather than on producing workers, a failure to reduce the dropout rate in youth programs, a failure to teach needed job skills, a failure to assist participants with

employment searches, and a failure to follow-up with participants (Bovard, 1986).

Evaluations conducted by the General Accounting Office support these conclusions. For example, the GAO report *Federal Manpower Training Programs: GAO Conclusions and Observations* (1972) found "an overriding concern with filling available slots for a particular program rather than with developing the mix of services that the person needs" (in Bovard, p. 3).

As noted previously, the Comprehensive Employment Training Act (CETA) was implemented in the early 1970s in an attempt to consolidate federal workforce programming, which had grown into a large number of independent programs. However, Bovard (1986) and Lafer (2002) report that little changed beyond the name. According to Bovard, "most of the contractors and sub-contractors under MDTA were simply given new, and often more lucrative, grants and contracts under CETA" (p. 4). Additionally CETA has been criticized for some of the public service projects it produced (Lafer, 2002; Bovard, 1986). Bovard found that studies conducted by SRI, the Policy Research Group and the Center for Employment and Income Studies were all critical of CETA program impacts on participant earnings. Lafer (2002) notes that a review of eleven CETA programs found that participants experienced only modest annual wage increases of no more than $600. Though CETA was created to consolidate a fragmented workforce development system, it was ultimately criticized "as overly consolidated and too centrally planned" (Lafer 2002, p. 117). The Comprehensive Employment and Training Act has also been criticized for the relatively small number of trainees that were placed in permanent jobs (Bovard, 1986; Lafer, 2002).

In response to the critiques of CETA's tendency to over-consolidate, the JTPA placed program oversight responsibilities with individual states (Lafer, 2002).

22

Additionally, the JTPA accountability measures emphasized job placement and minimized the importance of training services (Lafer, 2002). A major criticism of the JTPA programs was the inflated reporting of job placements (Lafer, 2002; Bovard, 1986). Lafer (2002) notes that a common strategy used by programs to ensure continued funding was to "avoid listing participants as officially enrolled in programs until they actually get a job; those who don't find jobs are excluded from the total count of participants used to calculate placement rates" (p. 98). Additionally, the employer wage subsidies provided in the legislation resulted in several identified instances of fraud in on-the-job training (OJT) programs (Lafer, 2002).

The Workforce Investment Act of 1998 replaced the JTPA legislation. One major criticism of WIA is its privileging of work over education in its Work First initiative. Lafer (2002) notes that a 1992 amendment to the JTPA "banned training programs from offering job search assistance without substantive skills training, on the grounds that simply helping with job placement could not equip participants to land better paying jobs than they had held previously (p. 112). Both Lafer (2002) and Bovard (1986) note many similarities between the JTPA and WIA leading each to conclude that the most significant change was the acronym.

Models and Characteristics of Individual Workforce Development Programs

While some might conclude that there has been little or no success in federal workforce development training (Bovard, 1986), others have identified successful practices at the local level. Martin (1999) asserts that the educational level of the learner has implications for the type of program and practices most effective for the learner and suggests that a continuum of program choices is needed to prepare low-literate adults for work. Martin identifies four approaches on his programming continuum and identifies

23

characteristics of each: The four programming approaches are Academic, Situated

Context and Cognition, Integrated Literacy-occupational Skills Programs, and Integrated

Literacy-Soft Skills Training.

Martin (1999) describes the Academic approach as similar to public school in that

"it focuses on the development of a broad base of academic knowledge and skills – such

as the ability to read, the ability to write, and the ability to perform arithmetic operations

– that are generalizable to a variety of contexts" (p, 44). He cites a 1996 study conducted

by Friedlander and Martinson as evidence "that welfare recipients with lower literacy

skills should be enrolled in alternative literacy programs, where as those with higher

skills are strong candidates for traditional academic literacy programming" (p. 46).

One alternative approach explored by Martin (1999) is Situated Context and

Cognition, which proposes that learning is "an activity that is situated with regard to an

individual's position in the world of social affairs in nonschool settings" (p.47). Another

alternative programming approach is identified by Martin (1999) as the Integrated

Literacy-Occupational Skills Programs. "Typically located in job centers, community

agencies, and literacy centers, integrated literacy-occupational programs attempt to

closely simulate the targeted job setting and integrate basic skills education with job

skills training" (p. 47). Martin notes that these programs "are typically designed by

administrators in negotiated arrangements with potential employers, social services and

other payers, curriculum planners and other stakeholders" (p, 50).

The final alternative approach to programming proposed by Martin (1999) is

referred to as the Integrated Literacy-Soft Skills Training. According to Martin "these

programs tend to focus on a narrow set of social and organizational skills that can be

applied to a much broader context (p. 52). In this approach, skills training is integrated

with training such as how to look for, find, and keep a job, and how to remain motivated at work. Martin concludes:

> although the literature is inconclusive regarding the most effective matches between curricular approaches and types of current and former welfare recipients, it strongly suggested that academic programs tend to be successful with students who have experienced previous academic success. Given that other research has demonstrated a strong correlation between high academic achievement and employment, it is apparent that these programs could provide a significant means for both subsidized and unsubsidized employed workers to complete a secondary diploma or certification program (p. 56).

Other researchers have also suggested effective approaches to workplace development training. Mikulecky (1997) suggests, "in class instruction with material familiar to learners – material they use daily – is much more likely to transfer to tasks relevant to them" (p.1). Research findings from a three-year study led to the following recommendations for programs:

> It [the program] should include a large proportion of time when learners practice reading and writing (70-80% of course time) and a substantial proportion of workplace examples (about 30% of course time). Integrated into this, but without detracting from the reading and writing practice time, there should also be planned regular discussion of both learner beliefs and plans concerning literacy and of reading and writing processes" (Mikulecky and Lloyd 1996, p. 18).

Like these two examples, much of research into best practice for workplace programming focuses on classroom practice and curriculum (Echternacht, and Wen, 1997; Taylor, 1997; Beckett, 2000). However, some research has been conducted that offers insights

about the affects of policy and planning in implementing effective workforce development programming (D'Amico, 1999; Dirkx, 1999). Dirkx (1999) makes six recommendations for service providers related to the planning and implementation of workforce programs.

1. Programs should be designed and tailored to meet the specific needs of the clients.

2. Programs need to foster strong working collaboratives with agencies and employers.

3. Programs need to focus on comprehensive outcomes for participants.

4. Programs need to plan and design holistic programs that are fully integrated with the participants' work, family and community contexts.

5. Programs need systems of accountability that accurately reflect the effects of program activity.

6. Programs need to provide on-going relevant staff development opportunities.

Policy is clearly intertwined with program practices, and as such, provides a lens for examining stakeholder interests in program planning.

Theories of Program Planning

There are several theories of program planning that inform the practice of adult education. In this section I review the classical model proposed by Tyler (1949), the critical model as proposed by Forrester (1989), the naturalistic model as proposed by proposed by Walker (1971) and the social/political model as proposed by Cervero and Wilson (1994).

The Classical Model of Program Planning

Tyler's (1949) model of curriculum planning basically is divided into two broad components. The model suggests that planners answer four questions: (1) What should the educational purpose be? (2) What experiences can be planned to meet this purpose? (3) How can the educational purposes be organized? (4) How can effectiveness be determined?

and, suggest responses should be screened through two filters; (1) The philosophy of the institution funding the program and (2) the cognitive abilities of the intended learners. The filters are present throughout the planning process and should guide the planners' responses to the four questions.

Caffarella (1988) acknowledges that her model is partly derived from the Tyler (1949) model. The Caffarella model, like the Tyler model is non-sequential. She answers each of Tyler's questions, though she phrases them a little differently. For example, the Caffarella element to *identify the basis for program development* could answer the Tyler question about educational purpose. Several of Caffarella's elements also address screening issues made explicit by Tyler. When Caffarella suggest that planners *compile and analyze training needs*, *determine priorities*, and *prepare instructional plans* it is reasonable to assume that the planner will address these issues through the lens of the learner's abilities and the funder's philosophical ideals.

One apparent difference in the models of Tyler (1949) and Caffarella (1988) is that Caffarella explicitly targets an adult audience. However, Tyler does not explicitly neglect the adult learner. Certainly in using his model one could answer the questions and apply the filters with adult learners and their needs in mind.

Caffarella's three-page checklist is arguably a lengthy extension of Tyler's questions and screens. The planner using Tyler's model addresses Caffarella's attention to budget and logistical issues when considering the funder's philosophy. The priority the funder puts on the program will determine what the funder will be willing to pay for, which will in turn impact the budget allowed for the program.

The Critical Model of Program Planning

From the Critical Viewpoint of program planning, context is everything. Forester (1989) emphasizes that planners will quite naturally plan differently in different context. Planners using the critical viewpoint as a filter through which they plan will need to be aware that all parties come to the table with unique agendas. It is important for the planner to anticipate how these varying agendas will interact. By anticipating problems and opportunities before they occur, a planner can potentially avoid alienating parties and can facilitate opportunities for even the most oppressed voice to be heard.

From this viewpoint planners often have to manipulate circumstances to ensure that oppressed or marginalized populations are provided the opportunity of voice. To do this planners will have to abandon a notion of treating everyone at the table equally. Those stakeholders whose voice is silenced during day to day operations will need to be given more opportunities at the planning table to voice unique perspectives. Those stakeholders who enjoy a strong voice normally will need to be, at least temporarily, marginalized at the planning table.

If a planner assumes that the marginalized or oppressed population needs to become empowered by or through the planning process, then he or she will take measure to ensure this empowerment. This might mean that a planner would make an extra effort to ensure that the marginalized populations are educated about the issues, alternatives,

28

and consequences. This might also justify a planner's position in withholding or manipulating information given to stakeholders viewed as having oppressive power.

The Naturalistic Model of Program Planning

As describe by Walker (1971) the Naturalistic model of program planning has three main components. A planner begins with a platform which will reflect the planner or designer's belief system. As Walker describes it this is "an idea of what is and a vision of what ought to be" (p. 52).

A second component of this theory is deliberation. Deliberation is meant to be a process of negotiation during which stakeholders will attempt to bring their own perspectives to the table. Ideally, ideas are debated, alternatives explored, and the group of deliberators will eventually "choose, not the right alternative, for there is no such thing but the best one" (Walker, 1971 p. 53).

The third and final component of this model is the design. Into the design component Walker (1971) incorporates all the details of planning and delivery that deal with facilitation and methods. In design a planner should deal with the considerations of what material is to be delivered, how the material is to be delivered, characteristics of the learners, and expected outcomes. Outcomes are considered in terms of what Walker labels conceptions, theories and aims. Aims are then categorized as being either an image or a procedure. The most important factor in the design process is not what the planner chooses, but rather that the planner can articulate a justification for what is chosen.

The Social/Political Model of Program Planning

This model of program planning considers how stakeholder interests brought to the planning table affect programs. Cervero and Wilson (1994) provide an example of the

Social/Political model and illuminate the complexity of negotiation in program planning when they point out "as educators construct programs, their actions are structured by the power relationships and interests of all the people who have a stake in the program" (p. 28 The variety of interests represented in the planning processes inevitably result in some competing interests. Whose interests prevail in any given context is ultimately a reflection of who was the most powerful in the particular context being decided. In many instances power is context specific and shifts as the context shifts. As Cervero and Wilson point out, "program planners must work with situation-specific institutional and human interest that are often in conflict, constantly changing, and sometimes invisible or at odds with the planners' own values and intentions" (p. 30).

Cervero and Wilson (1994) offer a lens for examining outcomes in terms of stakeholder interests. In addition to offering a frame for examining interests, the Cervero and Wilson (1994) model suggest various strategies for planners to explore depending upon the political realities that bound their practice. The Cervero and Wilson (1994) framework offers a theory for examining the practical experience of workforce development program planning that "enumerate[s] the conditions that constitute practice, provide[s] practical strategies for rational action, and illuminate[s] the ethical standards that can guide and legitimate our actions in planning".

Cervero and Wilson define power as "the capacity to act" and specify that "power is not a specific kind of relationship (such as one of domination) but is rather a necessary characteristic of all relationships among people in the planning process" (p. 29). They go on to say, "power and interests define the social contexts in which planners must act and "argue that *negotiation* is the central form of action that planners undertake in constructing programs" (p. 29). Cervero and Wilson (1994) propose,

Negotiation always involves two separate actions that occur simultaneously. First, we draw on the conventional usage of negotiation, which is defined in *Webster's New World Dictionary* as "to confer, bargain, in discuss with a view to reaching agreement" with others. Within this conventional usage, we employ the obvious meaning that planners always *negotiate with* specific interests and power to construct a program. But we also mean that planners *negotiate between* the interests of other people in any planning process. Planners not only bring their own meaning to the planning process (negotiate with), but also deal with the interests of others involved in constructing the program (negotiate between) (pp. 29-30).

Clearly program planning is a complex, fluid process that by its very nature must adapt to changing circumstances that will often result in outcomes that vary from those originally intended. However, while the planning process is complex and outcomes often shift as circumstances change, it seems likely that by better understanding the process, program planners can at least anticipate some changes and prepare in advance to ensure that achieved outcomes largely reflect proposed outcomes in most cases.

CHAPTER THREE

METHODOLOGY

In this chapter I describe the methodology for the proposed research study. The purpose of this study was to understand the dynamics of planning and implementing one workforce development program in an urban area of one southern state. In order to address this broad purpose three research questions were posed.

4. What are the intended outcomes for various stakeholders in the program?

5. What are the actual outcomes for various stakeholders in the program?

6. What is the relationship between the intended and the actual outcomes?

In Chapter One I described the current emphasis in literacy programming on tangible and measurable outcomes. To better understand how stakeholder interests influences program outcomes I performed a reanalysis of existing data, focusing specifically on data related to stakeholder interests and outcomes.

The Conceptual Framework

The three research questions posed were influenced by Cervero and Wilson's (1994) model of program planning, which recognizes that " planning is always conducted within a complex set of personal, organizational and social relationships of power among people who may have similar, different, or conflicting sets of interests regarding the program" (p. 4). In this reanalysis of data gathered during an evaluation of one federally funded workforce development program attention was focused on the vital role planning plays in determining outcomes. The emphasis on interests and on the politics of planning found in Cervero and Wilson's (1994) model of program planning set the stage for an

analysis of program outcomes situated within specified stakeholder contexts. Although stakeholders bring a variety of interests to the planning table, for this research emphasis was given to stakeholder interests as represented by intended outcomes identified in the data. No attempt was made to utilize Cervero and Wilson's (1994) complete theoretical model as a frame for analysis.

The research questions for this study built around two core concepts, which are conceptualized here as outcomes. The first of these concepts was intended outcomes for each of the examined stakeholder groups. For the purposes of this research, intended outcomes were defined as those outcomes that were explicitly or implicitly stated by one or more of the identified stakeholder groups. Included in this group are those outcomes described in interviews or surveys as expectations of identified stakeholders that would be realized as a result of participation in the grant funded programs. Also included in this group are outcomes identified in official documents such as the state's Request for Application and the service provider's program proposal. Intended outcomes were expressed in the data using a variety of terminology such as goals, target audience, numbers served, and specific employment related expectations. Although in some cases the intended outcomes for a stakeholder group were expresses in the data by a different stakeholder group, this reanalysis focused primarily on intended outcomes by a stakeholder for itself. For example, the state agency intended for students to benefit from experiencing a context specific curriculum. However, because this intended outcome was found in the data in the state's request for proposal, but was not found explicitly in data collected from students, it was not inferred that students had an intended outcome linked to a specified curriculum.

The second of these concepts was actual outcomes realized by each of the examined stakeholder groups. Actual outcomes were defined as outcomes, both intended and unintended, that were achieved by one or more stakeholder groups as a result of participation in the grant funded programs. Actual outcomes were located in the data in monthly reports, assessment results, and interviews. However, actual unintended outcomes, that is those not identified as intended by the stakeholders during the planning process, were also examined. Evidence of unintended outcomes was found in the data primarily in questionnaires, interviews, and field notes taken by the external evaluators. Each stakeholder group is linked to one or more of the conceptualized outcome categories. Table 3.1 identifies the conceptualized outcome groups in relation to stakeholder group and location in the data.

Table 3.1

Conceptualized Outcomes, Stakeholder Groups, and Data Relationships

Outcome Group	Stakeholder Group	Location in Data
Intended	State Agency, workforce investment boards, service providers, employers, students.	State Request for Application, service provider proposal, Statement of Work, contract, interviews, and questionnaires.
Actual	State Agency, workforce investment boards, service providers, employers, students.	Monthly reports, evaluation/action plans, interviews, field notes, questionnaires, assessment results.

Figure 3.1 provides a model linking stakeholder groups to program offerings, which then leads to actual outcomes. In this model each of the stakeholder groups has a set of intended outcomes, which influenced programming and led to a set of actual

34

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│  │of State  │ │of Service│ │of        │ │of Students│ │of        │    │
│  │Agency    │ │Provider  │ │Workforce │ │          │ │Employers │    │
│  │          │ │          │ │Investment│ │          │ │          │    │
│  │          │ │          │ │Board     │ │          │ │          │    │
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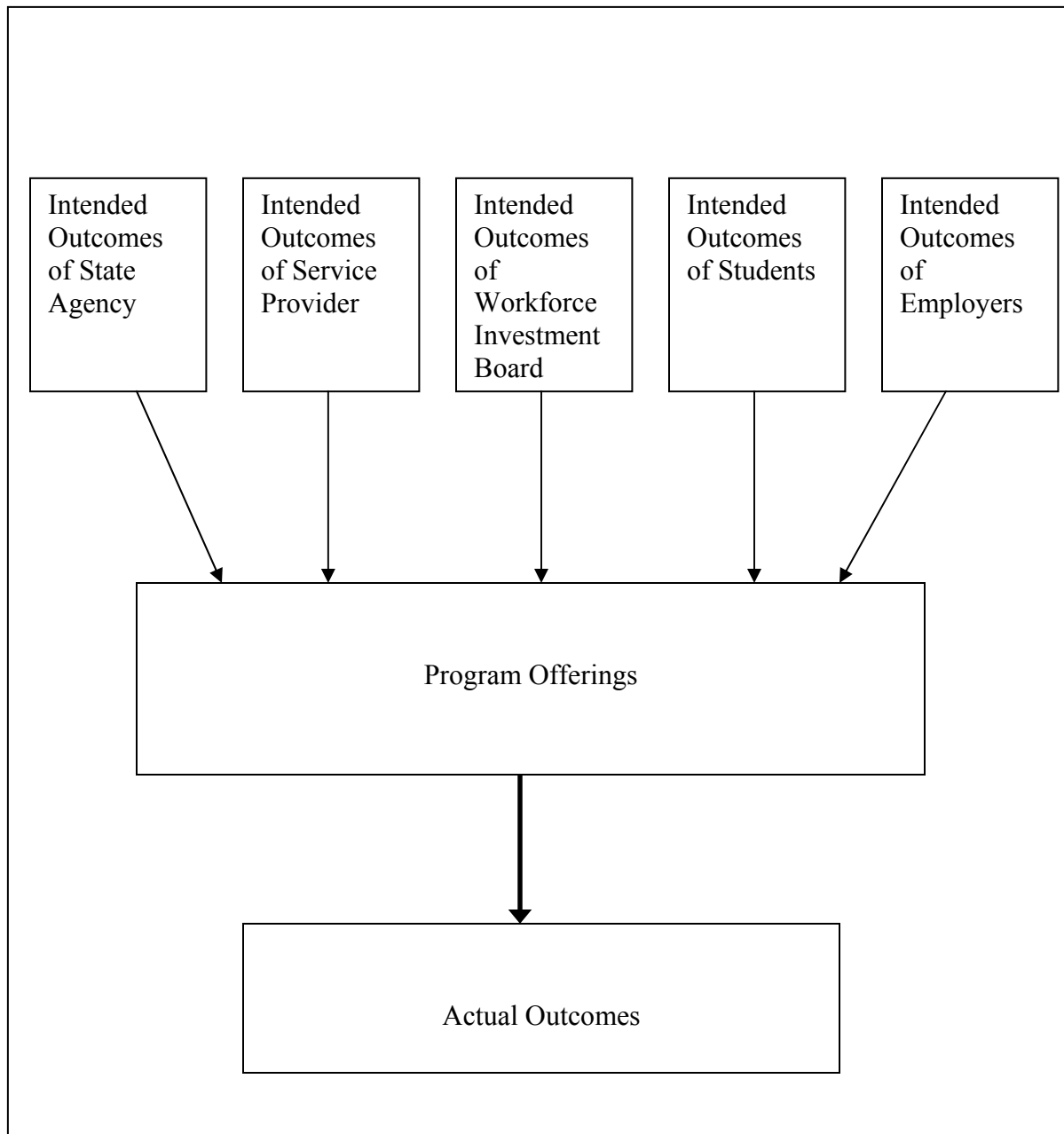
Figure 3.1

Program Planning Inputs/Outcomes Model

outcomes common to all stakeholders. Each stakeholder group's intended outcomes

affected the program offered. Program offerings based on the intended outcomes of the

stakeholders resulted in the actual outcomes the program achieved. The actual outcomes

are represented by a smaller box than the program outcomes to signify that not all

intended outcomes were achieved. The heavier line from program offerings to actual

outcomes represents the combined influence of all stakeholder groups on actual outcomes

The Stakeholders

This research examined a workforce literacy program implemented in an urban

area of one southern state. At the time this research was conducted the state was ranked

among the top five states experiencing an influx of non-English speaking residents. The

state was also experiencing a shortage in health care workers. To protect the anonymity

and confidentiality of everyone associated with the program, the state will not be

identified, and all programs, organizations, official documents and individuals will be

identified by pseudonym only. Each identified stakeholder had many reasons for

participation in the program. An examination of the data reveals common areas of interest

as well as unique areas of interests. In many cases multiple stakeholders had outcome

expectations within the same category. However, the specifics of the stakeholder's

expectations sometimes varied, as we will see. The relationships between the

stakeholders were complex. The state agency was given the money from the federal

government as a reward for its welfare to work program successes. The state agency was

required to award the money to local workforce development boards. However, the state

agency had no direct governance authority over any workforce development boards. The

local workforce development boards had to contract with service providers because

boards cannot provide direct educational services. However, the boards had no direct

governance over the service provider beyond administering the contract. The workforce

development board was answerable to the state agency, and the service provider was answerable to the workforce development board, but only in terms of contracted services.

The state agency asserted in its request for application that workforce development boards would develop collaborations with employer partners. However, the strength of those relationships was dependent upon external factors. Two employer partners associated with this grant wrote letters of support for the workforce development board during the proposal phase. Other employer partners noted in the workforce development board's proposal did not provide letters of support. No employer partners had significant roles in programming. The students were answerable to the service provider and for those who were employed, also to their employer. The external evaluation team reported directly to the state agency and had no relationship with other stakeholders, other than gathering data. However, all stakeholders were very accommodating to the evaluation team and likely viewed the team as an extension of the state agency.

The State Workforce Agency

In this particular southern state, the State Workforce Agency (SWA) is charged with contract oversight and technical assistance for all Workforce Development Boards located in the state. The SWA and the local workforce boards combine to create the state's workforce network. This network is part of the larger national workforce development system described in Chapter one. "The primary goal of the network is to guarantee that a skilled and qualified workforce is in place to meet the needs of [the state's] employers" (State Agency Document Three, p. 13).

Late in 2001, the state was awarded approximately 1.2 million dollars to distribute through local Workforce Development Boards in a competitive bid process for

"Innovative Workplace Literacy Programs" (State Agency Document One, 2001, p.4).

Local Workforce Development Boards could receive up to $240,000 each in grant funds.

Fourteen Boards submitted proposals. One was rejected for technical reasons. Five were

selected for an award. This research focuses on one project proposal submitted by two

Workforce Development Boards collaborating to serve similar student populations across

a large urban two-county area. The two boards are identified here as the Franklin County

Workforce Development Board and the Jefferson County Workforce Development

Board.

The Franklin County Workforce Development Area

According to the 2000 Census data, the population in Franklin County has

increased by almost 20% percent since 1990. In 2000, the Census estimated the area's

race/ethnic distribution to be about 54 percent white, 20 percent black, 4 percent other

and almost 30 percent Hispanic. It is significant to note that over the next 20 years

significant population shifts are projected for the area. For example, the Hispanic

population in this area is expected to increase substantially. Additionally, the population

classified as *Other* by the Bureau of Census is expected to increase by almost 75 percent

during this same time period. Further, during this same time frame the Anglo population

is expected to begin decreasing, resulting over time in a significantly changed overall

population by the year 2020. Such significant shifts in population demographics will

necessitate changes in services required by employers and employees as everyone adapts

to accommodate and meet the needs of a changing workforce.

The 2000 Census reports that more than 1 million persons ages 16 or older were

employed in Franklin County, with more than half of those employed working in

manufacturing, sales and services. At the time of data collection for this research, the

Franklin County Workforce Development Area was experiencing 8.6 percent unemployment, compared to the unemployment rate for the entire state which was about 7.5 percent.

Wage earners in this area at the time averaged substantially more per week than the statewide weekly average. More than 290,000 individuals living in this area were living on incomes below the government's designated poverty line. Of this number, more than 100,000 were children under the age of 18.

Educational attainment statistics in the Franklin County Workforce Development Area indicate that more than 340,000 individuals living in this region at the time of data collection had less than a high school diploma. This represented 25.0 percent of individuals reporting on the 2000 Census as compared to 24.4% statewide.

The Franklin County Workforce Development Board

The Franklin County Workforce Development Board serves the employers and residents of the Franklin County Workforce Development Area. For the program being analyzed in this research, the Franklin County Workforce Development Board, partnered with the Jefferson County Workforce Development Board to deliver services to the two-county area. Though two boards were involved in carrying out the project, Franklin County was designated as the primary board for administrative purposes. Jefferson County worked collaboratively with Franklin County, but was not directly responsible for data collection or other administrative responsibilities over the project. For the purposes of this project, both boards were needed because the service provider was housed in Jefferson County, but the grant award was given to the Franklin County Workforce Development Board. The Franklin County Workforce Development Board needed to

partner with the Jefferson County Workforce Development Board to gain access to serve Jefferson County residents.

As previously mentioned, the Workforce Investment Act mandated the creation of local workforce investment boards. The Workforce Investment Act of 1998 empowered boards at the local level to make workforce development decisions relevant to local needs. One mandate of the Workforce Investment Act of 1998 is the development of local strategic plans. According to the project manager the Franklin County Workforce Development Board has a strategic plan outlining the goals for the area. One of the goals of the Franklin County Workforce Development Board is to help businesses develop and maintain a workforce that is capable of succeeding in a "demanding and changing work environment". To this end, the Franklin County Workforce Development Board seeks to fund programs that are created specifically to work with businesses to design and implement effective training.

> Through its work in the service delivery area, the Franklin County Workforce Development Board was aware of a critical need for health service workers. A November 2001 survey, conducted by the Franklin County/Jefferson County Medical Group and the American Organization of Nurses Trained in Other Countries had illuminated the fact that in the Franklin County workforce development area there were more than 1,300 foreign trained nurses and doctors living in the area who were unable to practice in the United States because of limited English proficiency. A high degree of English proficiency is required to pass the exams needed to qualify for licensure and to pass college entrance exams. Additionally, most work sites desire a workforce that has a level of English proficiency necessary to function efficiently in the workplace.

The West Jefferson Interagency Council (WJIC)

The West Jefferson Interagency Council was selected to be the primary service provider for the Franklin County Board proposal. This council is a community-based organization active in the Jefferson County area since 1989. Initially the group sought to address the health care issues of children in the area. In 1996 the group became a 501 (c) 3 and began focusing on comprehensive community development. The role of WJIC for this workplace literacy project was to provide all educational services except actual preparation for the Certified Nurses Aide state examination. Those services were provided under a sub-contract, by the Collaborative Medical Group, a group licensed in the state to provide licensure training for the medical field. This was WJICs second venture into providing adult education services to speakers of other languages. In their first venture under the Developing Great Employees Grant they had worked with the Franklin County/Jefferson County Medical Group and the Franklin County Workforce Development Board to teach English to students who were simultaneously preparing for the Certified Nurse Aide exam.

The Franklin County Employer Partners

The state agency required that proposals name employer partners and identify employer roles during the RFP process. The Franklin County Workforce Development Board solicited letters of commitment from two local employers to provide specific supports to the proposed programs of study. The two collaborative employer partners agreed to provide a variety of supports including referrals into programs, assistance in curriculum development, paid time off or flexible hours to employees participating in training, classroom space, and opportunities for students completing the program to

interview for new positions and advancements. In addition to the employer partners, another local agency offered employment supports.

The American Organization of Nurses Trained in Other Countries

This organization, located in Franklin County, worked with area hospitals, medical professionals, and local residents to facilitate the process required of foreign trained nurses, to be able to practice in the United States. The process varies depending on the educational degree, the country where the degree was obtained, and the period of time that had passed since the person had practiced in his or her county. The process can be daunting and The American Organization of Nurses Trained in Other Countries was committed to helping facilitate the process for the large numbers of foreign trained nurses residing in the area. Though the organization served mainly Franklin County residents, it was committed to serving anyone asking for assistance.

During the writing of the proposal the West Jefferson Interagency Council had asked The American Organization of Nurses Trained in Other Countries to partner and assist participants with job searches, job placements, information about licensing exams, and information about post-secondary study. However, there was no written Memorandum of Understanding between the two. The American Organization of Nurses Trained in Other Countries and the West Jefferson Interagency Council had worked together previously on the Employee Investment Grants.

The Students

As noted previously, the West Jefferson Interagency Council had previously worked with the Franklin County Workforce Investment Board to provide English Language and Certified Nurse Aide instruction to a group of students with limited English proficiency. During that process, the West Jefferson Interagency Council and the

American Organization of Nurses Trained in Other Countries had collaborated to create a list of foreign trained nurses living in the Franklin County/Jefferson County area that were in need of English and other academic training to prepare for practice in the United States. Students were recruited by the West Jefferson Interagency Council from this list of identified foreign trained nurses, doctors and medical support staff to participate in the current program. Many of the students held certificates and diplomas from schools in the countries where they had been educated. All of the students wanted to secure employment in the Franklin County medical community.

Data Sources

As previously noted, this research is a reanalysis of existing data in order to answer new research questions. Initially, data were collected from five stakeholder groups over a 15-month period that began in October of 2002 as part of an external evaluation of several workforce literacy programs. The five stakeholder groups contributing data to the external evaluation were the state agency, the workforce investment boards, the service provider, the employer partners, and the students. A detailed description of each stakeholder group will be provided in Chapter Four. Originally, data were collected from a total of seven workplace literacy programs. For the purposes of this research attention is given to data collected from one program situated in an urban area of a southern state.

During the initial program evaluation I served as a principal evaluator with a team of external consultants hired by the state agency. We began the external evaluation process in October of 2002 when the state workforce development agency hosted a meeting with the external evaluators and the project managers from all participating programs. Following this meeting the external evaluators and the state workforce

development agency worked for several weeks to develop a set of data collection tools and a timeline for the external evaluation process. In all, a total of eleven data collection tools were developed. It should be noted that the data collection tools for the external evaluation were not developed under scientific research conditions. However, the instruments did represent the intent of the funding agency and the best wisdom of the evaluation team to collect data relevant to the needs of the funder.

During the development of data collection tools for the external evaluation, the state workforce development agency and the evaluation team also identified the stakeholders targeted for data collection and the data to be collected. Initially, the primary purpose of the evaluation as identified by the state workforce development agency was to document the processes used by the various stakeholders in implementing the workforce literacy initiatives. Since this was a pilot project that was mandating collaboration between stakeholder groups in the planning and implementation processes, the state agency was most concerned about knowing the means and the effectiveness of processes used to facilitate collaboration. Appendix A presents the logic model that framed the data collection for the initial external program evaluation. It provides an overview of the research questions addressed in the external evaluation and links at least one data collection tool to each question.

Once the data collection questions had been agreed upon by the state agency, the external evaluators developed an action plan for the evaluation. The plan included the development of data collection tools and protocols, as well as a time line for the evaluation. Table 3.2 provides a summary of the data collection plan.

Table 3.2

Data Collection Schedule

Date	Activity
October 2002	Meet with state agency to develop Evaluation Logic Model
October 2002 – April 2003	Development of all data collection tools
December 2002	First site visit – purpose was to introduce sites to new monthly reporting form and get an update from sites about programming. Data collected: classroom and program artifacts, field notes
October 2002 – June 2003	Collect data from monthly reports
March 2003	Second site visit – purpose was to observe classroom practice and meet with project managers and service providers for an update on progress. Data collected: documentation of observations, field notes from observations and interviews, classroom and program artifacts
May 2003	Third Field visit – purpose was to interview identified stakeholders using the interview guides developed for each stakeholder group and to observe additional programs. (Some guides were completed in writing by the respondent, rather than in face to face interviews with the evaluators) Data collected: Documentation of observations, written or audiotape responses from stakeholders to interview questions.

External Evaluation Data Collection Instruments

Instrument # 1, the *Goal Planning Template*, located in Appendix B, is the

template developed to guide sites in creating their individual plans of action. It is this tool

that provides data about goals and planned actions. The template, by design, facilitated

the development of common goals such as recruitment and completion rate for each of

the sites. The four goals stated at the top of the template are goal statements taken from

the Request for Proposal issued by the state workforce development board. Sites could

45

also add other site-specific goals that they saw as relevant to the accomplishment of their proposed outcomes. These action plans were to be developed by sites prior to the first evaluation site visit and were also to be used to guide discussion about site progress during phone conversations and subsequent site visits.

Instrument # 2, *Interview Guide for Instructors*, located in Appendix C was developed to guide the interviews with instructors conducted during the third site visit in May of 2003. Face to face interviews were conducted with instructors when ever feasible. Interviews were audio taped and have been transcribed. In cases where a face-to-face interview could not be arranged during the evaluator's site visits, the instructors completed the form in writing and submitted it to the evaluator.

Instrument # 3, *Interview Guide for Employers*, located in Appendix D was developed to guide the interview process with employers. Employer relationships with the local workforce development boards and service providers varied greatly. Some programs were offered to the community at large and were directed at an industry sector such as health care, rather than at direct employer partners. Other programs had direct employer partners. Attempts were made at every site to conduct face-to-face interviews with employer partners. Face-to-face interviews were audio taped and transcribed. Some employer partners declined a face-to-face interview but did complete the questions in writing. Other employers who were contacted opted not to answer the questions.

Instrument # 4, *Interview Guide for Training Providers*, located in Appendix E served to guide the interview process with service providers. At least one administrator from each service provider was interviewed in a face-to-face, audio taped interview during the third site visit. All audio taped interviews have been transcribed.

Instrument # 5, *Interview Guide for Project Managers*, located in Appendix F, was used to structure the interviews with workforce development board project managers. Each workforce development board had a project manager. Project managers were interviewed in face-to-face, audio taped interviews during the third evaluation site visits in May of 2003.

Instruments #6, #7, and #8, referenced on the logic model in Appendix A were not relevant to the current reanalysis of data and are therefore not being described here.

Instrument # 9, the *Classroom Observation Template*, located in Appendix G, is the observation form that was developed to document classroom practice. The state workforce development board was especially interested in learning about the extent to which Equipped for the Future methodologies were being incorporated into classroom practice. Therefore, the form was designed intentionally to focus the observer on classroom practices typically associated with Equipped for the Future classrooms. The Equipped for the Future framework is described in detail in *Equipped for the Future Content Standards: What Adults Need to Know and Be Able to Do in the 21st Century* (Stein, 2000). Classroom observations were conducted by the external evaluators at each of the three site visits.

Instrument # 10, the *Monthly Report Form*, located in Appendix H, is a revised monthly reporting form. This form was implemented in December of 2002. Prior to this, the sites had been reporting progress in informal electronic updates. The new monthly reporting form was customized for each site to reflect the goals each site identified in its action plan. This form also included a page for programs to report dropouts and document reasons students gave for leaving the program. This form helped the evaluators to monitor progress towards goals on a monthly basis.

Instrument # 11, *Interview Guide for Students*, located in Appendix I, was developed to guide interviews with students. Some students were interviewed individually or in groups, while others completed the questionnaire in writing. A Spanish version of the instrument was also available to students.

Reanalysis Data Set

The data from the initial evaluation existed in two formats, electronic and paper. These two distinct data sets were combined to create a multi-faceted diverse data set for reanalysis during this research. The data combined to create a bounded case and the reanalysis was treated as a single case study (Yin, 1994). Table 3.3 summarizes the complete data set reanalyzed for the current research. It is important to note that the original source documents noted in Table 3.3 for analysis in this research have been renamed to protect the identity of all parties associated with the program being analyzed in this research.

The State's Request for Application (RFA) was issued in November 2001. This document sets forth the state's expectations for programming. It defines the population and number of students to be served. The RFA describes many of the state's intended outcomes for the state, the workforce development boards, the service providers, the employer partners and the students. The RFA details accountability and reporting expectations and provides budget guidelines. This document also provides guidance for workforce investment boards and service providers in preparing a program proposal. The West Jefferson Interagency Council (WJIC) proposal provides a detailed explanation of services to be provided. The document includes a description of the target population to be served, student assessment plans, curricula to be utilized, and intended outcomes for students.

Table 3.3

Description of Data Set

Data Source	Data Description	Pages
State Agency Document One: Request for Application	This document outlines the services requested by the state, identifies the target populations to be served, and identifies the state's expectations for numbers served and intended outcomes.	29
Service Provider Document One: Proposal for Services	This document provides a detailed outline of the population to be served including county of residence, the number of students to be served, the proposed classes, proposed curricula, proposed budget, proposed student outcomes, and deliverables to the state agency.	40
State Agency Document Two: Contract for Services	This document was a contract initiated by the State Agency with the Workforce Investment Board and details agreed upon services, timeline, and budget for accepted proposal.	23
Workforce Investment Board Document One: Statement of Work	This document details the scope of services to be provided.	47
Field Notes taken by the external evaluator	These notes document site visits, meeting notes, and conference calls.	40
Transcribed Taped Interviews (n=8)	Transcriptions document taped interviews between the external evaluators and instructors, program administrators and project managers.	56
Questionnaires	These documents were used to guide interviews with managers, instructors, employers and students. Some were completed in writing, others during face-to-face interviews.	60
Monthly Reports	These documents were submitted monthly by the WJIC to the external evaluator and reported numbers of students enrolled as well as students leaving before completions. The reports also documented student's reasons for exiting the program before completion.	26
Assessment reports	These documents verified student pre and post test date from the test of Adult Basic Education (TABE) collected by the WJIC.	6
State Agency Document Three: Mid term Evaluation Report	This document was created by the external evaluator and documents progress at the mid point of the program	17
State Agency Document Four: Final Evaluation Report	This document was created by the external evaluators as a final program report. It has not yet been released by the state agency	14
Total Pages		358

The document includes letters of support from employer partners, staff resumes, a budget proposal, and a timeline based upon beginning and end dates noted in the state's RFA.

The contract between the state agency and the Franklin County Workforce Development Board is a legal document that defines responsibilities of both the state agency and the Franklin County Workforce Development Board (State Agency Document Two, 2002). This document defines the amount awarded to the Board, and includes a statement of work, which outlines project requirements, funding details, activities, and performance outcome measures. This document lists the training providers, professional associations, and employer partners affiliated with the proposed services, and defines the role of each. The expectations of the Student Information Management System (SIMS) utilized by the state are also given in this document.

The statement of work for the West Jefferson Interagency Council includes project goals, project objectives, activities and services to be provided (Workforce Investment Board Document One, 2001). In this document the proposed services, class agendas, and curricula documents in the provider's proposal are reiterated. The target population is defines and a detailed education plan if presented. Language in the West Jefferson Interagency Council statement of work mirrors the language used by the state in its request for application. The document clearly defines intended outcomes for students, which align with the state's original RFA.

Field notes were taken throughout the 15-month external evaluation. Site visits, conference calls, and meetings with the state agency are all documented in the field notes. Following each meeting, conference call, or site visit field notes were typed and filed

with the consulting firm responsible for the external evaluation. For the purposes of this research I reviewed all notes from any site visits to the program being analyzed all meeting notes for any references to the program being analyzed, and all conference call notes for any reference to the program being analyzed.

For the program being analyzed I had eight taped interviews with input from ten individuals. I interviewed all three instructors involved with the program, the project manager from the lead workforce development board, the director of the professional association charged with employment services for students, the counselors employed by the service provider, and three service provider administrators with direct involvement in the program being analyzed. Two of the service provider administrators were interviewed together producing one transcript and the two counselors were interviewed together to produce one transcript.

From students I received a total of fifty-seven completed questionnaires (Appendix I). For the program being analyzed there were no face-to-face student interviews, although I did meet informally with a group of students during my third site visit in May of 2003. Field notes from that site visit include documentation of student perceptions of the program. Thirty-eight of the student questionnaires were completed in English. The remaining nineteen were completed in Spanish. Responses from the questionnaires completed in Spanish have been translated. The three instructors involved with the program also completed written questionnaires (Appendix C).

The monthly reports were submitted by the service provider to the project manager, and then on to the external evaluation team. For the program being analyzed in this research, services were provided at two locations. Services and students provided at

each location were different and therefore each location submitted its own monthly reports.

The assessment reports were intended to show student progress on standardized assessment test prescribed by the state agency and administered by the service provider. These reports were submitted to the evaluation team at the conclusion of the project.

The mid-term report created by the external evaluation team and released by the state agency defines the project timeline, protocols for site visits and mid-term goals. Seventeen pages of the report were related to the program being evaluated in this research.

The final report created by the external evaluation team and submitted to the state agency has not yet been released. Fourteen pages in the report are related to the program being analyzed in this research.

The Research Approach

As noted previously, the data combined to form a single case study (Yin, 1994).To answer the three research questions the data was examined using a qualitative process of constant comparative analysis. Though this process is often associated with the work of Glaser and Strauss (1967) and substantive theory building associated with grounded theory, Merriam (1998) points out that the method is also "compatible with the inductive, concept-building orientation of all qualitative research" (p. 159). In this research I was not attempting to develop theory associated with stakeholder interests and program outcomes. My aim was rather to illuminate a variety of program outcomes and draw attention to the ways stakeholder interests influence program outcomes and the stories outcomes tell. For me it was important to gain a deeper understanding about the various stakeholders impacting programs so that I could better navigate and plan for

stakeholder interests in the future. Although I was not attempting to build theory, I did employ qualitative techniques as a frame for a systematic research approach.

Data Analysis

The data set described in Table 3.3 on page 49 of this document was used for reanalysis in this research. Using the techniques defined by Glaser and Strauss (1967) I began with the two conceptual groups of outcomes described earlier in this chapter; intended outcomes and actual outcomes. Five stakeholder groups; the state agency, the service provider, the workforce development board, employer partners and students, contributed data.

Data from each stakeholder group were coded and stored in an Excel workbook that had a worksheet for each of my research questions. On each worksheet data were linked to stakeholder and location in data set. I first reviewed all the data looking for evidence of intended outcomes from one or more of the identified stakeholder groups. Coding included placement in at least one outcome group, a reference to the contributing stakeholder group, and my comments as I coded. In some cases outcomes created by one stakeholder group were intended for another stakeholder group. Noting this as I coded contributed to my analysis for question three. I then repeated the process reviewing the data for actual outcomes achieved. Actual outcomes were further distilled into intended and unintended outcomes. In some cases actual outcomes achieved were reported differently by stakeholders. Again, by noting this in my comments I was able to make additional comparisons as I answered research question three. As I coded I also made notes about how and to whom the actual outcomes were reported. This also assisted me in my analysis for question three.

Once all the data had been reviewed at least twice and coded into one of the conceptualized outcome groups I was able to fully describe each outcome group, the associated outcomes, and the identity of the stakeholder group represented to answer research questions one and two. Following this process I began comparing groups to answer my third research question. To fully answer question three I compared:

- Intended outcomes to actual outcomes within a stakeholder group

- Intended outcomes to actual outcomes across stakeholder groups

- Intended outcomes to unintended outcomes

These comparisons allowed me to determine the relationship between what was intended and what was achieved. From here I was able to return to the Cervero and Wilson (1994) frame and offer some analysis of intended and actual outcomes linked to specific stakeholders.

Role of the Researcher and Researcher Bias

I was one of the external evaluators hired by the state workforce development agency and principal evaluator for the local workforce development boards in this research. I helped develop the proposal for the external evaluation and participated in all subsequent meetings between the state agency and the external evaluator whether in person, electronically or by telephone. I had a primary role in developing the data collection tools, collecting data from the various sites and analyzing data for the mid-point and final evaluation reports. However, I do not feel that my relationship with the funder or the external evaluation team compromised by ability to conduct an objective research analysis. Because the anonymity and confidentiality of everyone involved was so closely protected, I felt able to offer objective critique.

On a very basic level, this research was limited by my own cultural-historical contexts. As my thoughts preceded my actions, I was only capable of producing an analysis that was bounded by my experience. Another limitation is my role in the external evaluation. I was hired by the state workforce development agency to evaluate the local workforce development boards during this workplace literacy initiative. Initially I was perceived as just an extension of the state agency, which likely mediated what information I was able to gather. Beginning with the first site visit I was able to establish some level of rapport with many key stakeholders. As my relationships with stakeholders grew, I did gain access to information pertinent to the study that was not included in the final report submitted by the external evaluators. However, to a large extent, I remained an outsider with close ties to the state agency, which probably prompted some respondents to hold back.

My experience as an instructor in adult education helped me develop rapport with the instructors at all sites. I was able to understand the vernacular of the various programs, which allowed me to easily participate in conversations about content and curriculum for adult learners. I was able to establish rapport with several employer partners and workforce development board members because of my history with workforce development programs. Again, I was able to speak the language of job task analysis, workplace basic skills, etc., allowing stakeholders to comment without me interrupting them for a lot of clarification of language.

My interests in reexamining the evaluation data to answer the research questions noted previously is linked to a belief that accountability for outcomes of government funded programs is often, understandably, presented in the best possible light in a format relevant to the funder. While this is understandable, it often omits the inclusion of data

55

that might contribute significantly to program improvements. Data that helps us understand the role of stakeholder interests on reported outcomes has the potential to guide us towards meaningful change. Even qualitative reports often only address the outcomes themselves with little or no discussion of represented interests and resulting outcomes. However, knowing how something happened is often more important than knowing what happened. This research is intended to examine not only how the specified program outcomes were created, but also to understand how the outcomes represent stakeholder interests.

<div align="center">Limitations of the Study</div>

One major limitation is that the data being reanalyzed were not collected specifically for this research study. The result is that in cases where the data is sparse, such as feedback from employers, I was unable to collect additional data. Another limitation was the student population. The students participating in the program I reanalyzed were representative of a specific industry, healthcare. Additionally, data analyzed were from a single bounded case study. However, training for Certified Nurse Aide is common in many training programs aimed at helping interested literacy students enter the healthcare field, and therefore this research can be applicable to other training programs aimed at helping literacy students enter the workforce in a variety of fields.

Another limitation is that of the service provider. In this research the service provider was a non-profit specializing in helping foreign trained nurses enter the US healthcare field. However, since literacy providers are often helping students with limited English proficiency enter the workforce, this study does have a wider relevance. Therefore, although the principle findings cannot be generalized in any scientific sense, it

is hoped that the general themes that emerge from this data can be used by program

planners in a variety of contexts.

CHAPTER FOUR

FINDINGS

In this chapter I present the major findings as they relate to each of the three research questions. The purpose of this study was to understand the dynamics of planning and implementing one workforce development program in an urban area, of one southern state. In order to address this broad purpose three research questions were posed.

7. What are the intended outcomes for various stakeholders in the program?

8. What are the actual outcomes for various stakeholders in the program?

9. What is the relationship between the intended and the actual outcomes?

In this Chapter I begin by answering research questions one and two, describing outcomes for each of these key groups. Next I answer question three by comparing and analyzing what outcomes were intended and achieved.

Findings Related to Research Question One

Each stakeholder group had its own reasons for participating in this project. As summarized in Table 4.1 each group began the project with a set of expectations and intended outcomes. Appendix J provides a more detailed look at intended outcomes identified in the data for each stakeholder group.

Intended Outcomes for the State Agency

Like all stakeholders, the state agency had an agenda for participation in the program being analyzed in this research. In November 2001, the SWA issued a Request for Proposals (RFP) seeking to identify and support workforce adult literacy projects that help employed

Table 4.1

Intended Outcome Summary Comparison

Intended Outcome Categories	State Agency	Franklin County Workforce Development Board	West Jefferson Interagency Council	Employers & Organizations	Students
Program will serve targeted group of participants	●	●	●		
Program will utilize specified program content	●	●	●		
Program will provide benefits to employers	●	●	●		
Program will facilitate collaborative partnerships	●	●	●	●	
Students will enter employment	●	●	●	●	
Students will advance in the workplace	●	●	●	●	
Students will pass benchmark exams			●		●

individuals and dislocated workers get the basic skills needed to advance in their jobs
and/or to develop the technological skills that the modern workplace demands. Funded
projects should:

- Deliver education, training, and learning models that are research-based,
  tied to identified standards, and that meet employers' needs;

- Improve access to convenient learning opportunities for all residents,
  especially those in low-wage jobs and those who have been displaced as a
  result of changing economic conditions; and

- Promote learning at a time, place and manner that meets workers' needs and interests (State Agency Document One, 2001, p.4)

According to State Agency Document One (2001) "local Workforce Development Boards will take the lead in building local partnerships and coordinating services with a consortium of employers and education service providers to implement research-based models that target underprepared workers" (p.4) This document further specifies that training will be provided at an employee's place of employment when possible. Additionally, "these projects should be based on the skill and ability needs of employers, and the scheduling, financial, and family needs of employees…" (p. 4)

While the local Workforce Development Boards were to administer the grants, under 1998 WIA legislation, boards cannot provide direct service. Therefore, they would have to collaborate with service providers. In order to ensure that collaboration with service providers and area employers was planned for from the beginning, the RFP specified that the proposals "must be submitted by a consortium that includes a Board or group of Boards in conjunction with local employer(s) and education/training providers…" (State Agency Document One, p. 5)

The State Workforce Agency's goal for all combined projects was to serve "at least 1,500 total participants" (State Agency Document One, p.5). The RFP further specified that

The curriculum and methodological framework should be based on the National Institute for Literacy's Equipped for the Future (EFF) Content Framework with a special emphasis on the Worker Role Map. A bilingual methodology may be used for second language learners who require training in their native language for jobs that do not require high-levels of English literacy. These model programs and

curricula should integrate the EFF Framework with the knowledge and skills

needed for the specific jobs, as identified through collaborations with local

employers. (p.5)

The RFP further states, "most importantly, curriculum and instruction should be geared

toward helping participants develop the skills necessary for increased earning potential,

opportunity for career ladder advancement, and potential for growth in the labor market"

(State Agency Document One , p.5).

Target populations specified to be served under this grant were (1) older worker,

(2) workers new to the workforce and (3) dislocated workers. Workers were to be served

in ways that resemble a simulated workplace rather than a school setting. Serving these

target populations also supported the Governor's initiative for the state to "recruit and

retain teachers, nurses and high technology workers…" (State Agency Document One,

2001, p.3). Respondents to the RFP were also asked to describe how they would work

with employers to identify training needs using one or more of the following:

- Worker-oriented task analysis

- Job-oriented analysis

- Cognitive task analysis

Intended Outcomes for the Workforce Development Boards

According to the project manager, the Franklin County Workforce Development

Board "recognized the state's Request for Proposal as an opportunity to fund some local

programming aimed at addressing several priorities of the Franklin County Board's

strategic plan". Specifically, the Franklin County Board saw this as an "opportunity to

fund programs aimed at helping foreign trained nurses get the education they needed to

be able to practice in the state".

As stated earlier, the SWA required the RFPs to be submitted by a collaborative group, which had to minimally include a local Workforce Development Board, local businesses, and local service providers. In order to prepare its proposal the Franklin County Workforce Development Board issued a call for quotes from local service providers. This was essentially an RFP process on a local scale. Additionally, the Franklin County Workforce Development Board worked with the Franklin County/ Jefferson County Medical Group to contact hospitals and other healthcare providers in the Franklin County workforce development area to secure letters of commitment to collaborate on a variety of things ranging from recruitment of incumbent employees, to classroom space, to paid time off for program participants.

The local RFP process lead to the selection of the West Jefferson Interagency Council for the delivery of a variety of services aimed at preparing foreign trained nurses to practice in the state. According to the proposal submitted by the Franklin County Workforce Development Board, the West Jefferson Interagency Council was chosen "based on past successful performance operating a similar program providing ESL coupled with medical training" (Workforce Investment Board Document One, 2002, p.8).

The Workforce Investment Board Document One, (2002) describes partners and roles in the grant proposal as follows:

- Franklin County WDB – Wrote grant, fiscal management, over site

- Jefferson County WDB – Over site of grant in Jefferson County

- West Jefferson Interagency Council (WJIC) – the non-profit service provider responsible for coordination of service delivery including assessment, curricula, and instruction.

- Franklin County/Jefferson County Medical Group – assisted in needs assessment, will help with job placement, maintains day to day contact with more than 80 healthcare providers in the Franklin County, Jefferson County area

- Collaborative Medical Group – a total health care provider that will provide employee referrals into programs and assist in curriculum development

- Franklin County Hospital – will provide paid time off or flexible hours to employees participating in training, will provide classroom space, will interview, promote and hire program graduates

- FJC Memorial Medical Center - will provide paid time off or flexible hours to employees participating in training, will provide classroom space, will interview, promote and hire program graduates

- Washington Clarke Hospital – will adjust hours for incumbent employees to attend classes, will give paid time off and will donate classroom space – will also interview program graduates

- American Organization of Nurses Trained in Other Countries – collaborated with the Franklin County/Jefferson County Medical Group to develop the Nursing Review Course for foreign-educated nurses.

The Franklin County WDB provided letters of commitment from some of the noted collaborative partners in its grant proposal.

In its proposal (Workforce Development Board Document One, 2001) the Franklin

County WDB noted that:

The determination of need for the program outlined in this proposal actually

developed while creating a proposal to the Department of Labor to develop the

capacity of local area educational institutions to produce more graduates in the field of nursing and other healthcare careers that have a critical shortage of skilled professionals within the Franklin County/Jefferson County area. During the development of a strategy to address this issue the Franklin County/Jefferson County Medical Group, a partner in this grant proposal, developed a study of the area's foreign trained nurses not practicing as nurses due to language and licensing barriers. This study revealed a significant population who could immediately help the area address its nursing and healthcare worker shortage, but who were unable to work in these areas due to language barriers (p. 7)

To fulfill the RFP requirement for a Workplace Task analysis the Franklin County Board proposed in its response to the state RFA, using "analysis activities conducted in health setting" (p.7) developed by the West Jefferson Interagency Council during its work with the Employee Investment Grants (EIG) grant. The Franklin County Workforce Development Board proposal stated that the West Jefferson Interagency Council would provide academic ESL, workplace ESL and health ESL to grant recipients using the curriculum the West Jefferson Interagency Council had developed for the Employee Investment Grant. The Franklin County Workforce Development Board reported in the proposal submitted to the state that under the Employee Investment Grant 72 percent of the WJIC students had passed the CNA certification exam on the first attempt.

The Franklin County Workforce Development Board proposed service for 120 limited English Speakers from the specified grant target groups of older workers, new workers and dislocated workers in its response to the state's RFA. The proposal referenced the November 2001 survey conducted by the Franklin County/Jefferson County Medical Group through which more than 1,300 foreign trained nurses in the area

had responded. The proposal stated that more than 200 foreign trained nurses had already been interviewed by the Franklin County/Jefferson County Hospital Group and were verified to have been "either a registered or technical nurse" in their home countries. To meet the RFP curriculum specifications the Franklin County Workforce Development Board proposed to "provide personal development workshops concentrating on the EFF Worker Role Map's [Stein, 2000] competency in 'how to work with others'" (p. 9). The proposal went on to note that lessons learned in work with the Employee Investment Grant has identified specific "retention killers" (p .9) that would be addressed in a series of "cultural-assimilation workshops" (p. 9).

The Franklin County Workforce Development Board proposal was submitted in February 2002 and was selected by the SWA as one of five Boards to receive funding under the Employee Development Grant initiative. The SWA awarded the Franklin County Workforce Development Board a total of $240,000 to serve a proposed 120 students over the period of April 2002 through June 2003.

Intended Outcomes for the Service Provider

In its response to the local RFP issued by the Franklin County Workforce Development Board, the West Jefferson Interagency Council proposed to work with 120 foreign trained nurses to help prepare them to practice nursing in the state (Service Provider Document One, 2002). According to an administrator with the West Jefferson Interagency Council, "the West Jefferson Interagency Council is located in, and has strong ties to the Jefferson County community, so we proposed serving sixty students from Franklin County and sixty students from Jefferson County". The desire to work in Jefferson County as well as in Franklin County necessitated the need to bring in the Jefferson County Workforce Development Board as a partner under this grant to oversee

the work in Jefferson County. Statements made during interviews with administrators from the West Jefferson Interagency Council indicated that the West Jefferson Interagency Council and the Jefferson County Workforce Development Board had successfully worked together previously on the Employee Investment Grants (EIG) to provide Certified Nurse Aide training to Jefferson County residents. Additionally, according to official documents gathered from the state agency about the state's workforce development system, the Jefferson County Workforce Development Board is a part of the collaborative working with the Franklin County Workforce Development Board to address issues of the Healthcare industry cluster.

According to the contract agreement between the Franklin County Workforce Development Board and the SWA, projects funded under this Employee Development Grant were designed to assist adults in obtaining the basic skills needed to work and to increase their opportunities for advancement and higher earnings in healthcare careers (State Agency Document Two, 2002). These objectives were to be accomplished through the development of education and training partnerships between employers and education/training providers designed to:

- Help foreign trained nurses, not practicing as nurses due to language barriers, obtain the necessary language skills needed to obtain the necessary certification to practice in this county;

- Help employed healthcare individuals and dislocated workers get the basic skills they need to advance in their jobs and/or to develop the technological skills that the modern workplace demands;

- Deliver education, training and learning models that are research-based, tied to identified standards, and that meet employers' needs

- Improve access to convenient learning opportunities for all, especially those in low-wage jobs and those who have been displaced as a result of changing economic conditions; and

- Promote learning at a time, place and manner that meets workers' needs and interests (p. 6).

According to the director of the American Organization of Nurses Trained in Other Countries, the path leading to a nursing license in the state, for persons trained in other countries varies. If a person has practiced in another country within the past 4 years, they may acquire a state license if they pass the National Council Licensure Exam (NCLEX) and pass the Test of English as a Foreign Language (TOEFL). For persons who possess medical degrees from other countries, but have not been actively practicing outside of the United States in the past four years, entering college to obtain a new medical degree is required. In order to enter college in the state, students must take the State Academic Assessment Test (SAAT) exam. High levels of English proficiency are necessary to pass the TOEFL. Though the SAAT is a placement exam, demonstration of English proficiency is necessary to enter classes at a program level rather than at a developmental level.

In order to prepare learners to pass the various tests needed for licensure in the state, the West Jefferson Interagency Council proposed serving learners in one of four different tracks:

- Track 1 would serve individuals that were eligible for the NCLEX and possessed moderate English skills.

- Track 2 would serve individuals who were not eligible to take the NCLEX because they had no recent history of practice outside the United States, but

67

desired to enter college and study to become Registered Nurses or other licensed medical professionals such as Medical Assistants, Licensed Vocational Nurses, Radiological Technologist, Respiratory Technologist, and Surgical Technologist. Individuals in this track also possessed moderate English skills.

- Track 3 participants were not eligible for the NCLEX exam and demonstrated poor English proficiency. These participants wanted to prepare to enter college for degrees in the medical field such as Medical Assistants, Licensed Vocational Nurses, Radiological Technologist, Respiratory Technologist, or Surgical Technologist.

- Track 4 participants generally spoke or read very little English, had limited experience in the healthcare professions, and were ineligible for the NCLEX. Participants in this track were prepared to take the Certified Nurse Aide exam and enter the healthcare field (pp15-19).

Learners in this program were educated in a variety of countries including Mexico, El Salvador, Chili, Bolivia and Lebanon.

To meet the state's expectations of convenient programming, the West Franklin Interagency Council offered a combination of day, evening and weekend classes in both Franklin and Jefferson counties. Tracks 2 & 3 were held in the evening and on Saturdays in Franklin County. Additionally, there was a day class for Tracks 2 & 3 held in Jefferson County. There were no Track 3 classes in Franklin County and no Track 1 classes in Jefferson County. In Jefferson County classes were offered for Track 3 in the mornings.

Intended Outcomes for Employer Partners

Faced with a critical need for trained nurses in the Franklin County area, the employer partners indicated in the proposal submitted by the Franklin County Workforce

Development Board that they hoped to gain trained employees through this collaborative

partnership with the Franklin County Workforce Development Board and the West

Jefferson Interagency Council. Two employer partners wrote letters of support for the

program. These letters were included with the proposal submitted by the Jefferson

County Workforce Development Board. The Jefferson County Workforce Development

Board proposal indicated that several employers saw the partnership as a means of

getting current employees trained for advancement. The service provider reported in

interviews that employer partners hosting clinical evaluations for the Certified Nurse

Aide program viewed the experience as a way to get to know potential employees in a

work environment. The Jefferson County Workforce Development Board proposal

indicated that all employer partners believed that participation in the partnership would

help them locate and hire trained medical support staff, and help them acquire training for

current employees that would allow for promotion from within the organization.

Intended Outcomes for Students

Data gathered on student questionnaires provides evidence that students participating

in the programs wanted a way to enter and/or advance in the Franklin County and

Jefferson County medical communities. Many students reported that the information they

were given at orientation led them to believe that participation in the classes would lead

to test readiness for a variety of licensure tests or college entrance exams. This is also

verified in the West Jefferson Interagency Council proposal of available educational

Tracks (Service Provider Document One, 2002). Each student participated intending to

complete his or her assigned track. Completing a track would help a student do one or

more of the following;

- Pass the state test to become a Certified Nurses Assistant

- Pass the college entrance exam

- Pass the TOEFL

- Pass the NCLEX

Students also reported on the student questionnaires that they participated in the classes to improve their English skills.

<div align="center">Findings Related to Research Question Two</div>

Each stakeholder group reported a variety of outcomes achieved. Actual outcomes, both intended and unintended, were documented in the data in monthly reports, assessment reports, interviews, field notes, and questionnaires. Table 4.2 summarizes the actual outcomes evidenced in the data. It can be argued that actual

Table 4.2

Actual Outcome Summary Comparison

Actual Outcome Categories	State Agency	Franklin County Workforce Development Board	West Jefferson Interagency Council	Employers & Organizations	Students
Program will serve targeted group of participants					
Program will utilize specified program content					
Program will provide benefits to employers					
Program will facilitate collaborative partnerships	●	●	●	●	
Students will enter employment	●	●	●	●	●
Students will advance in the workplace	●	●	●	●	●
Students will pass benchmark exams			●		●

outcomes were the same for all stakeholder groups. However Table 4.2 summarizes intended actual outcomes. If an outcome was not intended by a stakeholder group it is not noted in Table 4.2 as having been achieved by a stakeholder group. For a detailed listing of actual outcomes including unintended outcomes, reference Appendix K. Appendix K also addresses the degree to which an outcome was achieved.

Actual Outcomes for the State Agency

The State Agency awarded $240,000.00 to a local Workforce Development Board. As noted earlier, the State Workforce Agency (SWA) intended to serve at least 1,500 participants in five programs. This would mean that ideally each program needed to serve at least 300 individuals. However, in its proposal, the Franklin County Workforce Development Board forecast serving 120 individuals, across the four tracks in two counties. When the SWA was questioned by the external evaluators about the number proposed to be served by Franklin County, the administrator explained that the program was ambitious in its programming and that the proposed 120 participants seemed an achievable number. However, in the end, finding 120 eligible participants proved to be unachievable for a variety of reasons that will be discussed in further detail later in this chapter. Monthly reports submitted by the service provider document service to 107 participants.

As a result of the reduced number of participants served, an unintended outcome was that the costs associated with service to each student rose from $800.00 per student to $2241.99. When we consider that not all of the 107 served successfully completed the program the associated costs are even higher.

The SWA also intended to improve its relationships with local boards. The SWA already had a relationship with the lead Workforce Development Board in this research. The external evaluation did not reveal evidence that the relationship was significantly improved. There is evidence however that the relationship will continue as the Franklin County Workforce Development Board and the SWA were negotiating another grant before this grant ended. Beyond being able to distribute the funds, many of the other outcomes intended by the state agency were dependent upon actions and processes of the other stakeholders and will be discussed as outcomes for other stakeholders. Among these other outcomes are specified content, service to employers, and new or improved employment opportunities for participants.

Actual Outcomes for the Workforce Development Boards

Increasing collaboration between Boards was suggested in the RFP from the State Workforce Agency as a reason for mandating collaboration. According to the project manager, Workforce Development Boards in the state highly value local control. As a result, each has its own forms, procedures and office culture. When Workforce Development Boards collaborate on projects certain issues such as whose forms to use, or who will *really* be in charge must be resolved. In an interview a program administrator reported that in this case, collaboration between the Franklin County Workforce Development Board and the Jefferson County Workforce Development Board "went smoothly because the challenges were addressed early in the process". Jefferson County was viewed as a collaborative partner, with Franklin County taking the lead in over site. The project manager explains, "each Workforce Development Board has its own internal paperwork processes. To ensure that both Franklin County and Jefferson County

documentation requirements were maintained to the satisfaction of both Boards, each

Board documented participation using forms from both Boards".

The state's RFA required that specified student demographics be entered by

service providers, directly into the state's Student Information Management System

(SIMS). According to both caseworkers, they were assigned the extra duty of SIMS data

entry. Because their organization had not previously been involved with the state's SIMS,

accommodations had to be made which would allow each caseworker access to the SIMS

and training for data entry. The state's SIMS could only be accessed at the county

workforce development offices. Therefore, the caseworkers had to travel to complete data

entry. For the caseworker in Jefferson County this was less of an issue since the Jefferson

County Workforce Development Board office was near by. However, for the caseworker

responsible for Franklin county students the commute was about 45 minutes one way.

The process was accomplished collaboratively with the Franklin County Workforce

Development Board overseeing the process for Franklin County participants while the

Jefferson County Board was responsible for over site of the data entry for Jefferson

County participants. Administrators from both Franklin County and Jefferson County

Boards reported few glitches in collaborating with one another. Administrators from both

Boards stated that their history of working together probably contributed to their ability

to work together on this project.

In its proposal, the Franklin County Workforce Development Board forecast

serving 120 individuals, across the four tracks in two counties. This target was

established by the service provider, the West Jefferson Interagency Council. In exit

interviews with the external evaluator the project manager stated that he "was not aware

that WJIC had not reached it target numbers". He went on to explain that the Franklin

County Workforce Development Board was "the liaison to the state, but day to day operations were the responsibility of the WJIC". However, it should be noted that monthly report forms, tracking monthly attendance, and enrollment were submitted by the West Jefferson Interagency Council to the project manager.

The SWA intentionally required Workforce Development Boards funded under this Employee Development Grant initiative to develop employer partnerships because, according to a state administrator, "the SWA believes that workplace programs supported by employer partners are more likely to be successful than workplace programs that do not strive to collaborate with employers". However, in exit interviews with the external evaluator the project manager reported that he "did not know what had happened with the employer partners". He explained that "the arrangements with employers had been made by his grant writer" and that "working directly with the employers was the responsibility of the American Organization of Nurses Trained in Other Countries". It is impossible to know what the outcomes under this initiative would have been had the employer partners provided the incentives and supports for participants outlined in the proposal. However, since several students reported having to leave the program because they could not get the time off to attend classes, it is probable that the number of students completing the program would have been higher if employers had provided flexibility in scheduling.

There were no formal negotiations between the SWA and the Franklin County Workforce Development Board to reduce the numbers of students served. The numbers served were reported to the SWA each month. Additionally, there was no reduction in funding as a result of either serving fewer total students or having fewer program graduates than anticipated. Further, there were no formal negotiations between the

74

Franklin County Workforce Development Board and the West Jefferson Interagency Council to adjust billing or costs when programming did not go as proposed. Even though the length of programming, including the length of time employed for all involved; administrators, instructors and caseworkers, was reduced from fourteen months to nine months, no adjustments in the funding were made.

Though the RFP mandated collaboration, it failed to assign responsibility for collaborative development. The Board had secured letters of commitment from two of the employer partners. However, the responsibility of developing and nurturing the employer relationships was not assigned. As a result, the SWA assumed the Board was taking the lead. The workforce development system was created to develop partnerships with area employers, so this assumption on the part of the SWA was valid. However, the system is relatively new, and both the Franklin County and Jefferson County Boards failed to provide strong linkages between the service provider and the employer partners. As a result, there is no evidence that the relationship between the employer partners and the Board was strengthened through this collaborative partnership.

Actual Outcomes for the Service Provider

The West Jefferson Interagency Council proposed a comprehensive Track system to achieve a variety of outcomes in its response to the state's RFP. As noted previously, Track 1 would prepare "eligible individuals with moderate to good English skills" to pass the NCLEX exam and become licensed RNs (Service Provider Document One, 2002, p. 15). Track 2 would prepare "eligible individuals with poor English skills" to either take the NCLEX or enroll in WIA approved medical training as a Medical Assistant, Licensed Vocational Nurse, Radiological Technologist, Respiratory Technologist, or Surgical Technologist (p. 16). Eligibility refers to persons who had practiced in the country where

they were trained within the past four years. Persons who did not have a recent history of practice in another county were not eligible to prepare for the NCLEX without a significant amount of training in the United States. Tracks 3 and 4 were designed to serve persons ineligible to prepare for the NCLEX. Track 3 was for persons with moderate English skills and would prepare learners to enroll in the WIA approved training programs available for Track 2 participants. Track 4 was intended to serve persons not eligible to pursue taking the NCLEX because of poor English skills. Track 4 participants would receive English training and preparation to become Certified Nurse Aides.

Before the program even began the service provider knew that the proposed tracks needed to be revised. According to a program administrator, the content proposed for all Tracks by the West Jefferson Interagency Council "was developed prior to the assessments of any potential participants". During an interview an instructor reported that this proved to be problematic because potential participants "tested at much lower levels" than the West Jefferson Interagency Council had anticipated. The needs of the participant pool did not fit neatly into the four tracks that had been proposed. According to another instructor "very few students possessed a level of English sufficient to fully prepare to pass any of the [benchmark] tests".

As stated previously, several employer partners and associations signed on to participate in this grant during the initial grant writing stages. The intent of the mandate for collaboration from the SWA was that local Boards and local employers would come to better know one another and that Boards and employers would come to better understand the role of adult literacy service providers in helping each achieve educational program goals. However, the reality of employer and association contribution changed as implementation began. The classroom space offered by several hospitals proved to be

inaccessible to students during hours when they needed it. As a result, the West Jefferson Interagency Council had to locate alternative classroom space. In Franklin County, two locations were secured. One location near downtown Franklin County provided a venue for evening classes, while a second location on the west side of Franklin County provided space for daytime classes. No evidence was found that the employer partners provided flextime for students to attend classes. Further, no students reported that they were being paid to attend class. The Franklin County Workforce Development Board's proposal indicated that several employers would offer paid time to employees participating in the programs. While the SWA had charged the Board with facilitating employer partnerships, the reality of weak employer partnerships most affected student outcomes since several students dropped out of the program before achieving their goals, citing work related conflicts as the reason.

Although the Franklin County/Jefferson County Medical Group had previously identified more than 1,300 foreign trained nurses not eligible to practice because of licensing issues, in the Franklin County area, it was difficult for the West Jefferson Interagency Council to recruit from this group. First, the initial survey had been conducted in November of 2001. The proposals were not awarded until June of 2002, and grantees were not given information pertinent to start-up until October of 2002. The time lapse between when the survey was conducted and when the West Jefferson Interagency Council began trying to contact individuals for participation in the program resulted in an inability to locate many of the individuals who had responded to the survey ten months earlier. Additionally, many of the individuals the West Jefferson Interagency Council did locate could not provide adequate documentation and were therefore ineligible for participation in the program.

However, time issues and legal status aside, the West Jefferson Interagency Council was able to reach about 250 individuals. These individuals and their families were invited to attend one of several orientation sessions conducted by the West Jefferson Interagency Council from September 2003 though December 2002. The orientation sessions were used to give information to potential participants and their families about the commitment required for participation. These sessions were also used to administer the Test of Adult Basic Education (TABE) for placement purposes. As already mentioned, the amount of time the service provider had to administer training had changed from almost 14 months when the proposal was submitted to about 9 months by the time the State Workforce Agency hosted the kick-off meeting in October of 2002. This reduction in time affected recruitment efforts because the service provider was reluctant to accept individuals with less than an 8th grade reading level in English into the program for any of the proposed Tracks. However, because of the pressure from the Franklin County Workforce Development Board and the SWA to enroll participants, the service provider did accept individuals into the CNA Track who were effectively illiterate in their native language.

In all, the West Jefferson Interagency Council served 106 individuals in the four Tracks. The West Jefferson Interagency Council officially reported 25 graduates from the program, and 26 individuals became Certified Nurse Aides prior to the June 30, 2003 end of the grant program. As noted earlier, some of the issues contributing to the officially reported outcomes are related to the initial proposal of Tracks. Students were recruited into this program for Tracks 1, 2, & 3 with the promise that at the end they would be able to pass the SAAT, the TOEFL, and/or the NCLEX. In the end this did happen for some students, however, for the majority of students in these three Tracks, the ability to pass

these critical exams was not realized because passing the benchmark tests was not an attainable goal in the time allotted.

As previously noted, one issue affecting outcomes was accurate pre and post assessments. The program administrators and caseworkers who administered the intake assessments reported that the West Jefferson Interagency Council was fairly new to the adult basic education arena and had not previously encountered a requirement for standardized testing appropriate for adults.

Although the Employee Development Grant had required that all students be pre and post tested using the Test of Adult Basic Education (TABE) the external evaluator found that the WJIC employees charged with assessment had not received test administration training. In interviews the caseworkers reported that they "were never told how to properly administer the pre-assessments, or when and how to conduct post-testing". As a result pre-testing results could not be validated and post-testing was not completed on most program participants. Further evidence that the caseworkers were not familiar with TABE testing processes can be found in an email from caseworkers to the external evaluators where pre-post test results were reported as follows:

TABE Results – Dec 2002 pre test – Class average 56%

June 2003 post test -   Class average 68%

When questioned about the reported percentages by the external evaluators the caseworkers were unable to explain what the reported percentages represented.

All three instructors voiced concern that the initial assessments were not accurate. In an interview one instructor commented, "I had a student that could not even read or write in their own language. I don't know how they even got into the program". Another instructor adds, "the test scores the caseworkers gave us seemed much too high for what

the students were demonstrating in class. I was not prepared to teach so many low-level students". Further an instructor explains, "we bought the books based on the test results. We planned the program based on what we believed about the students; that they were literate".

Other assessment and test preparation issues occurred. In Tracks 2 & 3 students were able to practice taking the SAAT test using sample tests. However, in Track 1 where learners were preparing for both the TOEFL and NCLEX, students were not provided an opportunity to take sample tests. Further, the NCLEX preparation outlined in the proposal submitted by the West Jefferson Interagency Council was never implemented in Track 1. Some learners reported leaving the program so that they could devote more time to preparing for the NCLEX. However, ten students did attend an orientation workshop presented by the American Organization of Nurses Trained in Other Countries and the Franklin County/Jefferson County Medical Group entitled: *How and When to Apply for NCLEX.* Three students actually submitted the paperwork required for an NCLEX review during the specified grant period. It is anticipated that both the American Organization of Nurses Trained in Other Countries and the Franklin County/Jefferson County Medical Group will continue to assist these students with NCLEX preparation.

The effectiveness of program content was also affected by curriculum choices. The curriculum for this project for the combined Tracks 1 & 2 was made up of commercial materials designed to teach English to speakers of other languages. Some materials included healthcare vocabulary in order to meet the SWA's desire for contextualized instruction. Additionally, vocabulary and grammar needed to pass TOEFL and SAAT were to be addressed as participants' English proficiency increased. Track 3

was to combine GED level English with a Certified Nurse Aide curriculum approved by the state

In interviews all three instructors reported that the textbooks purchased for Tracks 1, 2 and 3 (later combined into Tracks 1 & 2) were too advanced for most of the participants. One instructor explains, "in the CNA class most of the students need basic English before we ever got into preparing for the CNA state test. But there was no time. We had to jump in". Further, two instructors expressed a desire to purchase different texts for future programs. One explains, "I was hired after the books were ordered. If I do this again I would request using different books." Additionally, the textbooks did not arrive until several weeks after instruction had started. Copy budgets prohibited instructors from copying too much for the learners, which resulted in some learners borrowing the books and making their own copies. "For two weeks we had no books and I was told I could not make copies of anything. Pretty much we just did board work," reported one instructor. This late arrival and advanced level of the books left instructors scrambling to locate materials that were appropriate for the participants' English proficiency levels. Instructors also reported that they needed to get learners to a relatively high level of English proficiency before introducing the health service vocabulary. For the most part this meant that the vocabulary contextualized to the workplace was omitted. An instructor explains, "it's pretty silly to think students will understand heart attack, when attack is not yet part of their vocabulary". However, in the English proficiency classes for Track 3, the instructor did use the Certified Nurse Aide curriculum as the basis for in-class vocabulary. The irony is that the Certified Nurse Aide curriculum was intended for the low-level students who were looking to gain entry into the medical field, while developing their English skills.

The three instructors all stated that they learned a lot about how to build instruction during this grant because they had to. As one instructor stated,

now that the grant is almost over I am ready to begin. I now have a better understanding of what level of English proficiency learner's need to achieve before they are ready for specific tests preparation like TOEFL and SAAT.

Of the three instructors employed by the West Jefferson Interagency Council two taught in Franklin County. As noted previously, early in the process it became apparent that the original plan for Tracks needed to be revised. As a result Tracks 1 & 2 were combined to include learners with moderate English skills and were held during the day in Franklin County.

To support the participants in the various Tracks the West Jefferson Interagency Council provided two caseworkers. Caseworkers met with each participant frequently and maintained an accessible presence on a daily basis. In interviews caseworkers described their roles as helping participants plan for household emergencies, helping participants develop childcare alternatives, helping participants plan for transportation emergencies, and other planning needed to support current and future educational endeavors. Additionally, the caseworkers provided encouragement to participants, maintained all participant files, and entered all participant data into the SWA's Student Information Management System (SIMS). In a questionnaire, one student wrote, "I could not have done this with out the help of Diana and Connie. They helped me with everything. They are from the neighborhood and understand what I go through. Sometimes I want to quit, Diana say no." Another student commented, "Connie is the best. Better than the teacher sometimes. She help me over big problems".

Actual Outcomes for Employer Partners

There is little direct evidence of any real outcomes for the employer partners. Indirect evidence that the employer partners were not active in the collaboration was seen when the Franklin County/Jefferson County Medical Group attempted to sponsor a job fair with participating employer partners and could get no employer participation. Further evidence is found in the monthly reports submitted by the West Jefferson Interagency Council documenting reports from students that had to quit the program because the employers would not adjust employee schedules to allow for program participation. Further, several students reported in questionnaires having to leave their jobs in order to continue in the program. Additionally, when Board representatives and service provider administrators were asked about their relationships with the employer partners, most were not aware of having employer partners. One program administrator said, "I thought we just had to get some letters of support from employers. We have never invited them to any meetings except the first one where we were planning. I don't think they have time for all this".

Actual Outcomes for Students

During interviews with the external evaluator the instructors reported that many students from Tracks 1, 2, & 3 reported feeling frustrated at not having any new job prospects. Instructors also reported during interviews that many students had told them that they "did not know what to do next" and several felt that they had not obtained the outcomes they expected from the program. Student questionnaires also document students' perceptions of not knowing what was next. Several issues contributed to the outcomes actually produced by the programming and are linked to students' perceptions of not knowing what comes next.

First, when the West Jefferson Interagency Council forecast learner outcomes in the proposal they submitted to the state, they had not yet assessed the learners to determine baseline academic abilities, including English proficiency. As noted previously, assessments revealed a population with much less English proficiency in all Tracks than had been anticipated. Next, for Track 1 and Track 2, passing the State Academic Assessment Test (SAAT) was an intended outcome. The SAAT tests individuals in several academic areas including Math. However, Math was never a part of the programming under this grant. Therefore, even if students made significant progress in acquiring the reading and English skills necessary to pass the SAAT, most were left unprepared to pass the Math portion of the college entrance test.

On Questionnaires, more than 90% of students responding indicated that classes were offered at times and locations that were convenient to them. However, several learners reported to caseworkers that they were leaving the program when their employers would not accommodate their class schedules. These reports are documented on the monthly report forms submitted by the West Jefferson interagency Council.

However, there were some unanticipated outcomes that were positive for some students and positive for the West Jefferson Interagency Council. Instructors reported during interviews that many participants were attending class immediately following work. For many attending the day classes this meant that they had been up all night working and then were coming to class. The instructor of the CNA class reported that the shared sacrifice of sleep connected the students. The instructor said, "they help each other. If someone misses a class, others get the notes for them. If someone falls asleep, other students quietly wake them up". Instructors also reported that some students "work double shifts on weekends so that they can be off during the week to attend class."

Instructors reported that sometimes students brought their children to class with them when childcare was unavailable. This caused some discomfort for others in the class, but for the most part was tolerated, as other students seem to feel empathy for students without childcare. However, there is evidence in the monthly reports that some students quit coming to class due to childcare issues. The issue was not having childcare, rather than not coming because there were sometimes children in class. Instructors also reported in interviews that many students reported being surprised at what they had been able to accomplish through program participation. Especially in the CNA class, students were surprised by their own ability to persevere.

Many students went beyond their original commitment and achieved additional certifications. In April, 2003 twenty-nine students participated in a Red Cross Professional CPR Training. Individuals had to pay the $65 fee for this class themselves, but saw it as an opportunity to increase their market value in the workplace. As a result of taking the CPR class one student was offered a job as an interpreter for the Red Cross. She now travels nationally delivering bilingual training for the Red Cross. In another supplemental training, which individuals had to pay a $265 fee themselves, fifty-five students became Certified Phlebotomists. In some cases where students wanted to attend, but could not afford the tuition, other students, the instructors, and the caseworkers came together to raise or contribute the necessary funds. Clearly students recognized that these additional certifications made them more marketable and viewed the additional courses as career opportunities. Employed graduates of both the CPR class and the Phlebotomy class reported pay increases ranging from $0.25 to $1.00. However, several had to change employers in order to receive the pay increase. Additionally, seven students from the combined Tracks 1 and 2 enrolled in a local community college.

It should be noted that Track 4 (Certified Nurse Aide) was the only Track that was originally intended to prepare learners for immediate employment. An NCLEX review takes several months after the paperwork is submitted. Therefore, participants in Track 1 would not be able to receive a state nursing license until after the NCLEX was complete. Tracks 2 and 3 were intended to get learners ready to enter college for more extensive preparation towards professional degrees in the healthcare field.

In informal discussions with students from the Track 3 CNA classes in Jefferson County, the external evaluator was told that once the texts arrived they enjoyed learning the vocabulary they would need as Certified Nurse Aides. The learners did express frustration that the videos referenced in the text were not available for class. Discussions with students are documented in field notes taken by the external evaluator. When the external evaluator asked a West Jefferson Interagency Council administrator about the video supports it was explained that participants would be viewing support videos once they started attending the actual Certified Nurse Aide training, which was to be provided by a subcontractor. This administrator stressed that the classes provided to Track 3 participants by the West Jefferson Interagency Council were intended to increase the learners' English proficiency, not prepare learners to pass the state's Certified Nurse Aide Exam. Preparation to pass the Certified Nurse Aide Exam was provided by the subcontractor.

As noted earlier, in questionnaires, many students credit the caseworkers with much of their success. As one learner reports, "I saw my caseworker nearly everyday and she always had something nice to say to me. The instructors were nice too, but my caseworker always made me feel special." Another student wrote, "my caseworker always had time to listen to my problems, which I had a lot. I wanted to quit many times

but she kept reminding me why I should keep coming. She helped me to see that I could

do this and get a better life for myself and my children". And still another learner wrote

"my caseworker gave me hope that I could have a better life. She told me about her life

and made me see that I could do things too to change my life."

Findings Related to Research Question Three

To answer research question three I compared what each stakeholder intended to

what the actual reported outcomes were. For the purposes of answering this question I

grouped outcomes into seven common areas for discussion. These areas are (1) targeted

group participants, (2) specified program content, (3) benefits to employers, (4)

collaborative partnerships, (5) students entering employment, (6) students advancing in

the workplace, and (7) students passing post secondary exams. Additionally, where

stakeholders had common intended goals I discuss stakeholders as a group. Actual

outcomes in this table were the same for all stakeholder groups. Table 4.3 provides a

quick summary comparison of intend outcomes to actual outcomes by stakeholder group.

In table 4.3 the first column has each of the five outcome category groups. I will

be discussing each of these groups in detail in this chapter. The second column has the

stakeholder groups. In column three I have summarized the intended outcomes for each

stakeholder group. When two or more stakeholder groups had the same intended outcome

I merged the cells in column three. Column four summarizes actual outcomes which were

shared by all stakeholders. In four of the categories students had no identified intended

outcomes in the data. Following Table 4.3 I will discuss each outcome category

comparison in this chapter.

Table 4.3

Comparison of Intended and Actual Outcomes by Stakeholder Group

Outcome Category	Stakeholder Group	Intended Outcomes	Actual Outcomes
Program will serve targeted group of participants	State Agency	300 older workers, workers new to the workforce, and dislocated workers at a cost of $800.00 per students	106 health workers with limited English proficiency at an approximate cost of $2264.00 per student
	Workforce Investment Board	120 health workers with limited English proficiency at a cost of $2000.00 per student	
	Service Provider		
	Employers	Current or potential employees	
	Students	Not an identified outcome	Not an identified outcome
Program will utilize specified program content	State Agency	Simulated workplace and research based curricula emphasizing EFF Worker Role Map (Stein, 2000)	Commercially produced general and health related English, CNA, and proprietary curricula created by the service provider under a similar contract
	Workforce Investment Board		
	Service Provider		
	Employers	Not an identified outcome	Not an identified outcome
	Students	Not an identified outcome	Not an identified outcome
Program will provide benefits to employers	State Agency	On-site classes at times and locations convenient to employees	Off site classes at times instructors were available and at locations the service provider had access to
	Workforce Investment Board		
	Service Provider		
	Employers		
	Students	Not an identified outcome	Not an identified outcome

Table 4.3 continued

Outcome Category	Stakeholder Group	Intended Outcomes	Actual Outcomes
Program will facilitate collaborative partnerships	State Agency	New partnerships between Workforce Investment Boards, new service providers and employers.	No documented new collaborations. Relationship between WIB and service provider was already in place. Employer partners did not collaborate beyond submission of Memorandums of Agreement in proposals.
	Workforce Investment Board	Employer incentives to support participation	
	Service Provider		
	Employers	Opportunities to screen applicants during clinicals	
	Students	Not an identified outcome	Not an identified outcome
Students will enter employment	State Agency	Opportunities to gain new employment	Many students left program because of work related conflict; few students reported new employment.
	Workforce Investment Board		
	Service Provider		
	Employers	A better trained workforce	
	Students	Get new jobs	
Students will advance in the workplace	State Agency	Opportunities to advance in the workplace	Many students left program because of work related conflict, few students reported advancement in the workplace.
	Workforce Investment Board		
	Service Provider		
	Employers	A better trained workforce	
	Students	Advance in existing jobs.	
Students will pass benchmark exams	State Agency	Not an identified outcome	Many students left program because of work related conflict; few students reported taking benchmark exams or submitting applications for licensure.
	Workforce Investment Board		
	Service Provider	Prepare to pass benchmark exams	
	Employers	Not an identified outcome	
	Students	Prepare to pass benchmark exams	

Program Will Serve Targeted Group of Participants

In the state agency's request for application (State Agency Document One, 2001),

the agency requested service 1500 total participants. This number was to be divided

among the five

workforce development boards awarded contracts. As a result there were no clearly

defined expectations of how many participants each contract would serve. Therefore, the

proposal from the Franklin County Workforce Development Board was accepted even

though it proposed service to only 120 participants.

Each proposal included a proposed budget for services. The Franklin County

workforce development board proposed spending $240,000.00 for service to 120

participants. A state agency representative explained, "the proposed project had several

components including a sub- contract with a state licensed agency to provide CNA

instruction including access to facilities for clinicals. These type services are expensive

and the team reviewing the proposal felt the budget was reasonable". Therefore, while on

the surface it appears that there was a large discrepancy between the number of

participants the state wanted to serve and the number of participants that

were actually served, it is really not so black and white, nor is it significantly different

from what was contracted for by the state with the Franklin County workforce

development board.

The State Agency also had specified target populations to be served. As

previously noted, the State Agency wanted to serve older workers, workers new to the

workforce, and dislocated

workers (State Agency Document One, 2001). However, elsewhere in the State

Agency's RFA it is noted that the state supports initiatives "to recruit and retain teachers,

nurses, and high technology workers by encouraging projects that develop plans around these occupations" (p. 6). Therefore, while the data tracked does not reveal how many participants could be categorized as older, new to the workforce, or dislocated, all participants in this project were seeking employment opportunities in the health field. Many were practicing nurses in their home countries and were seeking instruction and assistance to help satisfy local licensure requirements so that they could practice in the United States.

The Jefferson County Workforce Development Board through services provided by the West Jefferson Interagency Council proposed service to 120 foreign-trained healthcare professionals with limited English proficiency. In the course of the project service was provided to 106 individuals.

It is likely that the participants served included the state agency's target groups. The differences in the number targeted and the number served can be attributed to a reduced grant period and also recruitment issues. The time for recruitment was shortened. Additionally, the pool if participants did not produce the anticipated numbers. Many of those identified as potential participants turned out to be illegal residents and therefore were ineligible for participation. The individuals in the recruitment pool also had lower literacy skills than had been anticipated by the service provider. The lower literacy skills combined with the shortened grant period significantly impacted what participants could achieve.

Program Will Utilize Specified Program Content

The state agency did have expectations about methodologies and content. In its Request for Application (State Agency Document One, 2001) the Agency noted that "the curriculum and methodological framework should be based on the National Institute for

Literacy's Equipped for the Future (EFF) Content Framework (Stein, 2000) with a special emphasis on the Worker Role Map" (p. 5). In its proposal to the State Agency (Service Provider Document One, 2002) the Franklin County Workforce Development Board and the West Jefferson Interagency Council referenced the language of the state's Request for Application and stated that "In addition to the development of workplace literacy targeted to workers in the health care field, this project will provide personal development workshops concentrating on Worker Role Map's competency in 'how to work with others'" (p.9).

The reference to the Worker Role Map is really the only indication in the proposal that curricula would be based around Stein's (2000) Equipped for the Future Content Standards. The State Agency had significant experience in the state with professional development efforts to train service providers in Stein's (2000) EFF curriculum framework. The State Agency therefore knew that the West Jefferson Interagency Council was not trained in use and delivery of Stein's (2000) framework. During interviews with the external evaluators administrators and instructors from the West Jefferson Interagency Council were questioned about knowledge of and use of the EFF curriculum framework. Two of the instructors stated that they did not know anything about EFF. One instructor stated, "I have seen the book" referring to Stein's (2000) Content Standards Guide. "The state agency gave us some copies of the book but we have not attended any training", said one of the administrators from the West Jefferson Interagency Council.

Program Will Provide Benefits to Employers

Service to employers was an emphasis for the State Agency. "The emphasis will be to provide a mechanism for employers to develop their workforces to be more

competitive through curriculum and instruction tailored to their specific industry needs"
(State Agency Document One, p. 4). Additionally, the document states, "these projects
should be based on the skill and ability needs of employers" (p. 4). However, beyond the
initial letters of support from employers that were submitted with the Franklin County
Workforce Development Board's proposal for services, there is little to indicate any
collaboration with employers. No employer data was collected from this project. As
noted earlier in the discussion of research question two, there is little agreement among
stakeholders about who was responsible for facilitating employer involvement.

In the two letters from employers expressing support for the program, each
employer noted what it could contribute. There was however, no discussion in the letters
about what the employer expected to gain. Intended outcomes for employers were
derived from what the state agency intended to happen. The state agency's language was
mirrored in the Workforce Development Board's proposal for services. Because the data
from employers was sparse I have little evidence about how employers intended to
benefit from participation in the program.

Program Will Facilitate Collaborative Partnerships

While collaborative partnerships certainly include relationships with employers,
other partnerships were also emphasized. In the State Agency Document One (2001) it is
stated that "Local Workforce Development Boards will take the lead in building local
partnerships and coordinating services with a consortium of employers and education
service providers" (p.4). In this area there is no evidence that either the Jefferson County
Workforce Development Board or the Franklin County Workforce Development Board
helped facilitate new collaborative partnerships. The West Jefferson Interagency Council
and both Workforce Development Boards had worked together before on a similar

93

project. Additionally, as noted previously, the collaboration with employer partners was weak and did not result in the kinds of supports for participants envisioned in the proposal for services.

An administrator from the State Agency did report in interviews, "we know the players at the Jefferson County Workforce Development Board better now. In fact we are already negotiating with them for another similar project for Jefferson County to begin even before we wrap up this one". The project manager also reports, "we are still learning about all the West Jefferson Interagency Council can do. I think they are getting better at this. This is the second project we have worked with them on, and we have another planned".

The lack of new collaborative partnerships can at least partially be explained with consideration to the difficulty of collaboration in general. The original mandate for collaboration came from the Workforce Investment Act of 1998. The money to fund this program was available through this Act. Therefore, there was an expectation of agency collaboration. This expectation was reiterated in the State's Request for Application. The Workforce Development Board and the service provider restated what the state asked for in terms of collaboration in their service proposal. However, collaboration was never clearly defined by any of the stakeholders. As a result each stakeholder can argue that they did collaborate to some degree. In addition to having no clear definition of collaboration, the state agency also had no systematic way to assess collaborative effectiveness. With no means to assess effectiveness there was no incentive for stakeholders to pursue new collaborative partnerships or to maintain strong collaborative partnerships.

Students Will Enter Employment

According to State Agency Document One (2001) "the goal [of these projects] is to assist adults who seek basic skills education as a means for increasing their opportunities for employment and for higher earnings" (p. 3). To this end officially the program served 106 learners. Sixty-eight students remained when the program ended. Thirty-six learners completed the Certified Nurse Aide program. Thirty students sat for the state CNA exam, and twenty-nine passed. Sixty-two students completed student surveys at the end of the program. Of the sixty-two surveyed, thirty-seven (60%) were employed when they entered the program. There is no evidence in the data indicating that any unemployed students gained employment. Employer incentives to interview participants after completion of the program were never implemented.

Students Will Advance in the Workplace

The State Agency reports that fifty-six students became Certified Phlebotomists and twenty-nine students became certified in CPR. Several learners did report achieving pay a increase after they achieved the CPR and/or phlebotomy certifications. However, it should be noted that both of these certifications were extras to the grant-funded programming. Students voluntarily participated in the additional certification classes and paid for the certifications out of their own pockets. Employer incentives to consider participants completing the program for advancements in the workplace were never implemented.

Students Will Pass Benchmark Exams

The shortened grant period has a significant impact on what students could achieve. Although most students were not able to adequately prepare for licensure exams and college entrance tests, fifteen students applied to take the NCLEX, two students were

accepted to take the NCLEX, five students were registered to take the SAAT, four students have register for LVN classes (the next step after CNA), three students who did not complete the CNA training have registered for another CNA class and one student has registered for RX technician classes.

<p align="center">*Summary of Differences*</p>

In each of the outcomes categories the data revealed some differences between intended and actual outcomes. These differences can be summarized as follows:

- Although the numbers served were slightly less than those proposed, the difference was not significant when compared to the number to be served identified in the contract between the state agency and the workforce development board. While the data does not identify whether the state's targeted populations were served, it is reasonable to think that the population served included older workers, workers new to the workforce, and dislocated workers.

- The content used by the service provider was not the content intended by the state agency. Additionally, the service provider did not use methodologies that simulated the workplace as identified by the state agency.

- There is no data to indicate that employers received any of the benefits intended by the state agency. Nor is there evidence in the data that any employers were engaged partners in the program.

- There is evidence that the relationships between the state agency and the workforce development boards and the relationships between the service provider and the workforce development boards were strengthened. There is no evidence that new collaborative partnerships between the workforce development boards and employers or service providers were created. Additionally, there is no

evidence that new relationships between employers and service providers were established.

- There is no evidence that any students gained employment as a result of having participated in the programs. However, twenty-six students did become licensed Certified Nurse Aides. This is an entry-level certification. It is likely that after the program evaluation was completed many students did gain entry-level employment.

- Some students did receive pay increases after completing CPR and phlebotomy certifications. However, these accomplishments did not occur in any systematic process with employer partners as intended by the state agency.

- Few students were ready to meet licensure requirements or enter post secondary education a result of participation in this program. This is primarily a result of the shortened grant period and an initial failure of the service provider to understand the literacy levels of the participants.

CHAPTER FIVE

DISCUSSION AND IMPLICATIONS

The purpose of this study was to understand the dynamics of planning and

implementing one workforce development program in an urban area of one southern

state. In order to address this broad purpose three research questions were posed.

10. What are the intended outcomes for various stakeholders in the program?

11. What are the actual outcomes for various stakeholders in the program?

12. What is the relationship between the intended and the actual outcomes?

This chapter presents a summary of findings, identifies principal findings, discusses the

findings and reintegrates them into the literature, presents implications for practice and

areas for future research.

Summary of Findings

The analysis of the evaluation data identified five primary stakeholder groups: the

state agency, two workforce development boards, the service provider, employers, and

students. Outcomes were conceptualized as intended and actual. Intended outcomes, for

the purposes of this research represent stakeholder interests. Different stakeholders had

different intended outcomes. Sometimes these were qualitatively different looking for

entirely different things such as service to different populations, and sometimes there

were difference in extent, such as numbers to be served. Outcomes were categorized into

seven major areas: targeted groups of participants, specified program content, benefits to

employers, collaborative partnerships, participants entering employment, participants

advancing in the workplace, and participants passing benchmark exams.

Actual outcomes fit comfortably into the same seven categories. However, actual outcomes include both those outcomes that were intended as well as outcomes that were not intended. As noted at the end of Chapter Four, there were differences in each of the seven outcome categories between intended and actual outcomes. When there were differences, the differences were generally across all groups of stakeholders. It was not as if any stakeholder group consistently achieved its intended outcomes. Rather, when actual outcomes differed from intended outcomes the differences stretched across the stakeholder groups, even though the groups might have varied in their intended outcomes. Additionally, when differences were evidenced they could typically be explained in terms of policy restrictions on time, policy restrictions on money, and unrealistic expectations about the program readiness of the target population.

In some cases differences can be explained because groups had shared intended outcomes such as *specified program content* or *benefits to employers*. Theses similarities can be attributed to similarities in language used in official documents addressing these categories such as the Request for Application, the proposal for service and the contract as it pertains to *specified program content* and *benefits to employers*. However, in other outcome categories such as *collaborative partnerships, participants entering employment, participants advancing in the workplace,* and *participants passing benchmark exams*, while the intended outcomes were varied, the actual outcomes did not fully meet the expectations of any stakeholder group.

Although outcomes were separated into seven outcome categories, the principal findings can be more generally discussed in three distinct areas; program specifics, comprehensive delivery systems, and collaboration. The area of program specifics includes issues of funding, retention, accountability, content, and methodology.

Discussion of a comprehensive delivery system addresses student's needs. The area of collaboration looks at both the challenges and benefits of collaborative programming.

Differences between intended and actual outcomes discussed in Chapter Four can be generally attributed to three primary factors:

1. Federal policy regarding timeframe for use of funds

2. State policy regarding funding

3. Program readiness of targeted participants

In the discussion of each principal finding I will discuss factors contributing to the actual outcomes.

Discussion of Principal Findings

As noted in Chapter Four, there were differences between intended outcomes and actual outcomes for all stakeholders. However, program planners know that changes in planning are to be expected. In fact, it would be unreasonable to think that any program will be executed exactly as planned. The principal findings from this research are:

- Actual outcomes will vary from intended outcomes

- Delivery systems impact outcomes

- Collaboration is challenging

In the following sections I will discuss each of he principal findings in detail.

Principal Finding One: Actual Outcomes Will Vary From Intended Outcomes.

According to Wilson and Cervero (1996), "planners' actions are shaped by resource competition and limitations, shifting alliances and demands, institutional politics and power relations" (p. 7). Certainly in this study time and material resources impacted the reality of what could be accomplished. Cervero and Wilson (1994) remind us that planning programs is more than just the mechanics of time, place, and curriculum.

Programming decisions are always couched in a political context. From the policy perspective we can further explain the outcomes we have discussed here. While everyone in the planning process had an interest in helping students achieve their goals of increased English, improved employment opportunities, and preparation for licensure or post secondary entrance exams, federal and state policies that prohibited the grant being extended had direct impact on what students were ultimately able to achieve.

In this program the planners were a socially ad hoc group. Each stakeholder had interests that complemented other stakeholders and decisions made about planning seemed to be consensual, though often decisions were made by one stakeholder without explicit consent of other groups. However, as previously noted, the data being reanalyzed necessitated a definition of stakeholder interest that was limited to and equated with intended outcomes. It can be argued that other stakeholder interests (personal, cultural, agency, etc.) were at play, however, the data collected during the original external evaluation does not provide evidence of how these additional interests might have impacted stakeholders' planning decisions. We can, however, attribute some of the planning decisions made to policy restrictions and the program readiness of participants.

Several key decisions, which impacted outcomes achieved by stakeholders, were made during the planning process. Specifically, though the decision not to extend the length of the program to accommodate start-up delays was made before the state was awarded the redirected funds, the reduced grant period did negatively impact students. Students did not have sufficient time to improve their language skills and some students were not admitted to the program because their language skills were too low. Additionally, the decision not to allow the money to carry over meant that the costs to

serve each student went up as the grant period was reduced. Further, the cost to serve a student increased each time the number served was reduced.

Programming decisions by the service provider can also be understood using Cervero and Wilson's (1994) model. Decisions not to offer math and other ancillary programming were made by the service provider in the context of a shortened grant period. The service provider had limitations of staff and space. Decisions to end recruitment short of the targeted number of students were also made in the context of the shortened grant period. The service provider was unable to find students who had sufficient English skills need to be successful in a shorter time frame. However, the service provider did accept students with less English proficiency in an attempt to meet the agreed upon target of serving 120 individuals. This decision impacted outcomes.

The state agency's decision not to actively pursue promised curriculum models was made knowing that additional contracts with the service provider and workforce investment board were forthcoming. The state also chose to focus on process more than outcomes as a means of strengthening its relationships with the workforce investment boards. It is impossible to know what outcomes might have occurred had the service provider been able to implement the proposed curricula and deliver it in a simulated work environment as suggested in its proposal for services. However, research supports the state's request for a standards based curriculum and context specific methodologies (Imel, 1999, Schell, 2001; Stein, 2000). Additionally Gowan, (1992) suggests, "a more productive approach would be to adapt a participatory model of workplace education. This model would invite all stakeholders to the table to mutually determine both the problem and its possible solutions (p,133).

Each of these decisions, and likely an equal or greater number of decisions not discussed here, impacted the outcomes, both positive and negative, achieved by stakeholders. However, it is not clear what interests and potential outcomes were explicitly considered as decisions were made. The best we can do here is speculate since the research was not designed around planning decisions.

While most decisions made do impact students, in the political/social contexts of planning, we are often faced with making decisions now that may have short term negative impacts on those we serve, in order to ensure opportunities for future programs. Cervero and Wilson (1994) remind us that planning is 'a social activity in which the only way to plan responsibly is to act politically" (p. 117). This case was charged with political implications for each stakeholder group and those present at the planning table were faced with many political decisions.

Principal Finding Two: Delivery Systems Impact Outcomes.

Often we do not think about education in terms of a delivery system that incorporates agencies and services beyond academics. However, many students require more than academic classes if they are to be successful in their career pursuits. Cohen, Timmons, and Fesko (2005) suggest,

> a potential remedy to this problem is interagency collaboration and better coordination of services, which are two central tenets of WIA. The legislation requires that partnering agencies, rather than service recipients, now must negotiate the cultures of each other's agencies as the agencies begin the process of collaboration (p, 222).

However, Cohen, et al. (2004) point out that often agencies are perceived to be too difficult to navigate so students do not gain access to all the services that might contribute to their success.

There is a lot of emphasis in today's workforce development system to meet employer needs. Workforce Development Boards work within the parameters of programs approved for funding and approved service providers. Across the nation as we work to meet the needs of immigrants, approved programs often include those aimed at helping foreign trained nurses attain local licensure. Approved programs are generally those that will result in participants securing employment at a living wage that also address local employer needs. CNA is sometimes not an approved program because, although it may lead to new employment and meet a local need, it may not always result in employment at a living wage.

Many participants in this research aspired to secure employment in the medical field at a higher level than CNA. The CNA classes were designed to serve participants with the lowest English proficiency, while those with more advanced English skills entered the program thinking that the classes would lead to licensure or entry into post secondary education. The service provider was basically a stand alone agency and did not have active relationships with employers, employment agencies, or post secondary institutions that might have been able to contribute significantly to the success of participating students.

A more comprehensive delivery system might have influenced decisions not to deliver the planned curriculum. In a more connected delivery system the funder would have ensured that the service provider was trained in the proposed curriculum. It was not reasonable for the funder to assume that the service provider could deliver the proposed

content simply because it was offered in the service provider's proposal. Reybold and Johnston-Polacek (2006) remind us, "program planning, particularly when it involves curriculum reform, is much more complex than simply adding material or incorporating local perspectives" (p. 155). In this case the service provider was unable to follow through with delivering content using an EFF (Stein, 2000) model, because it did not have trained instructors. The state agency and the workforce development boards were not involved with programming once the service provider began services. Professional development for instructors would be a component in a more comprehensive delivery system.

Another aspect of programming that could be enhanced in a comprehensive delivery system is accountability. In a GAO report (2005) it was noted that in programs funded under the Workforce Investment Act, "Little is known on a national level about the outcomes of those being trained because of weaknesses in the Workforce Investment Act Standardized Record Data" (p.4). We do know that according to the Office of Budget and Management, (GAO 2003a) reporting emphasis is given to "(1) placement in employment, education, or in the military; (2) Attainment of a degree or certificate; (3) Literacy and numeracy gains; (4) Efficiency (appropriation per participant)", (p.27). However, according to GAO report 02-80 (2001b) there have been "no systematic efforts to evaluate overall effectiveness" of programs funded under WIA legislation. (p.4).

Although the program examined in this research did include an evaluation component, the evaluator was hired and reported directly to the funder. The funder helped the evaluation team design the evaluation instruments to reflect the funder's areas of interest and as such was focused more on process outcomes. The evaluators served

more as monitors of program progress than true evaluators. However, Healy, (2000) suggests that,

> Program evaluation is a critical element in the programming cycle, for it permits the programmer to close the loop between the conceptualization and delivery segments of the program planning process. The program evaluation provides evidence about how students may have changed, highlights whether or not the intended outcomes were accomplished, and provides suggestions on how to improve the program (p. 65).

In a comprehensive delivery system evaluation would be a critical element.

Also related to evaluation are issues of accountability and what is measured. This research highlights issues of stakeholder interest and how they vary. Since different stakeholders have different intended outcomes, it is reasonable to suggest that outcome measures need to accommodate varying stakeholder interests. Cohen, Timmons, and Fesko suggest "more accurate outcomes measures" that reflect "a collaborative collection" of data relevant to stakeholders (p,229). In terms of accountability, Merrifield, (1999) points out that:

> the 1998 Workforce Investment Act (WIA) requires that each state report on performance measures. The emphasis on results shifts from simple delivery of services to the outcomes of learning: learning gains measured on standardized tests or social and economic outcomes such as getting a job, getting off welfare, and children's school success (online).

The emphasis on work-related outcomes is naturally important to state workforce agencies, workforce development boards, and service providers delivering employment related programming. However, other collaborative partners involved in a more

106

comprehensive delivery system, might be interested in other data. Involving all stakeholders in collecting relevant data is an important component of a comprehensive delivery system.

Persistence and retention might also be enhanced in a comprehensive delivery system. As it was, the service provider did employ two counselors to assist students. Students attributed a lot of their individual success to the presence of the counselors. Having counselors to assist students with goal setting and addressing barriers is a strategy supported in adult education literature. For example, Commings, Parrella, and Soricone (1999) found that

> Adults, who when asked why they had entered a program, mentioned a specific goal (such as help my children or get a better job) were more likely to persist than those who either mentioned no goal or said they were doing it for themselves (p.5).

Additionally, their research showed that "Programs must help students develop an understanding of the negative and positive forces that affect their persistence. Building on that understanding, each student must make plans to manage these forces so that persistence is more likely" (p. 6). However, the presence of counselors is not common in a delivery system that often can barely support a largely part time instructional staff.

Even with the support of the counselors however, many students were unable to overcome the reality of employer demands. In a comprehensive delivery system employers would be integral partners in the system and as such would likely be more inclined to offer students additional supports. However, developing and sustaining a comprehensive delivery system requires intense collaboration, which leads us to principal finding three.

Principal Finding Three: Collaboration is Challenging

Mandated collaboration was a central component of the program examined in this research. However, the mandate is not unique to this program. It is in fact a piece of the 1998 Workforce Investment Act legislation (Cohen, Timmons, and Fesko, 2005). However, the reality of forming new collaborative partnerships is that it is hard. True collaboration takes time for relationships to develop. Many times agency policy and differences in "structural, philosophical, cultural, and financial blocks in practice" make collaboration difficult (p. 222). Structural differences in the administration process of the two boards collaborating for this program provide an example of challenges collaboration creates.

Strong collaboration between a wide array of agencies is the foundation for a sustainable comprehensive delivery system. However, potential collaborative partners often want to see the advantages of collaboration, for themselves and for the clients they serve, before they will commit. Knox, (2004) suggests, "Successful collaboration requires shared leadership" and adds, "Sustained collaborative leadership depends on partners willing and able to work together in pursuits of a shared vision and mutually beneficial exchanges, even as they negotiate differences" (p.21). In their research about WIA funded programs Cohen, Timmons, and Fesko, (2005) found that "the mandate for collaboration required that many agencies change the role that had previously played in the workforce system" (p. 226).

Cohen, Timmons, and Fesko, (2005) suggest that there are six factors that impact collaboration:

(1) the social, political, and physical environment; (2) the characteristics of the partnered agencies, such as mutual respect and ability to compromise; (3) the

108

process used to make decisions and accomplish goals, (4) the communication channels established among all stakeholders; (5) the purpose and vision of the collaborative effort; and (6) the availability of resources to support the collaboration' (p.222).

As noted previously, we cannot tell what outcomes students and employers might have achieved had employers been true collaborative partners and followed through with promised supports. Program planners need to plan for collaboration. In this case although the state agency charged the workforce development board with developing a consortium of employers and service providers, the agency did noting to follow-up or ensure that collaborations were at least being attempted. For its part the workforce development board passed the responsibility off to the American Organization of Nurses Trained in Other Countries because the organization did have relationships with local health care providers and hospitals. However, the American Organization of Nurses Trained in Other Countries was not funded under this grant and therefore, while assisting as a liaison between students and employers was intended, it came behind all the work the organization is paid to do.

It is likely that the outcomes achieved here for all stakeholders, but especially for employers and students could have been enhanced in a more comprehensive delivery system with strong collaborative partners. First, employer supports would have made it possible for more students to stay in the program. Second, more time would have improved programming and
outcomes. Finally, increased or new collaborations between the service provider and licensure agencies, post secondary institutions and additional support agencies might have made it possible for more students to experience the outcomes they desired. In this

case even though licensure and post secondary education were outcomes for students, no representatives of these agencies were at the planning table. Had they been there they might have been able to assist in planning content and in developing processes and networks to support the students.

<div align="center">Implications for Policy and Practice</div>

Federal, state, and local agency policies all impacted stakeholders' ability to exercise their individual and collective power to act. The abbreviated grant period had a significant impact on what the service provider could deliver, on what students could achieve, and even on which students could be served. In some cases, like this one, the federal money had to be spent by a specified date. This requirement prohibited the funder from extending the program dates. This is a policy issue that needs to be addressed at the federal level.

The Workforce Investment Act of 1998 requires that agencies collaborate to deliver a wide variety of services. However, what is meant by collaboration is left up to the various agencies to define. The language of the legislation is deliberately vague to allow for some local control in program delivery. However, it is the vagueness of the language that leaves room for weak collaborative efforts. Funders charged with awarding grants need to use the Request for Application process as an opportunity to more clearly define what level of collaboration is expected. However, funders also need to use their professional wisdom when defining their expectations for collaboration and set reasonable goals that allow relationships to grow over time. They also need to be able to recognize unreasonable promises for partnerships in proposals they receive and help grant respondents adjust their own expectations when needed.

The legislation provides a mandate that can be used to build comprehensive service delivery systems that can over time develop into strong collaborations that will lead to better outcomes for students. However, as evidenced in this research and supported in other examples, (Beder, 1984; Knox, 2004; Reybold and Johnston Polacek, 2006) collaboration is challenging. Just because we know something might be beneficial, does not mean we intuitively know how to pull it off. As with most relationships, collaborative relationships require time. With public service agencies the players often change. As the players change, individual interests change. It is a complex challenge that cannot be addressed solely in legislation. Collaboration is not something that occurs without consistent effort. Effort needs to be planned for and compensated. However, planning for collaboration needs collaboration. Affected stakeholders need to be at the table.

All aspects of a program need attention. From gathering the stakeholders, to delivering the program, to collecting data relevant to stakeholder expectations, everything needs someone's attention. We cannot assume that because we talked about something in the beginning of planning a program that it will occur. In the real world intentions move us forward. However, in a system where funding is awarded on the front end, there is often little attention given to assessing most intentions. In many cases it would be too cumbersome to adjust funding when intentions are not met. Additionally, just because a program delivers different outcomes from what was intended, does not mean it was a failed program. However, in our current accountability system for programs funded under WIA, the outcome measures are driven for the most part by only one stakeholder; the federal government. Although we cannot ignore data collection around outcomes measured by the feds, we can listen to other stakeholders and collect other data. We can

111

also advocate for changes in what data matters and report additional outcomes to stakeholders and decision makers. If we want to move towards a more comprehensive delivery system, our progress towards that end needs to be planned for and measured.

Implications for Research

More research is needed to help program planners better understand how decisions made during the planning process impact program outcomes. In this case, some decisions were bound by existing policy and could not have been changed within this context. However, for the future it is possible that policy changes could be made to improve the likelihood of positive program outcomes. Studies focused on understanding planning decisions and the processes involved in making planning decisions could help make all program planners more cognizant of the decision making process.

This research worked with existing data and as a result there were some holes in what was collected. Future research could ensure that data collection was relevant to all stakeholders and addressed process outcomes as well as academic and employment gains. A systematic examination of process would contribute to what we know about planning and help us better understand the impact of planning decisions on student outcomes.

This research examined only one program in one state. Other research is needed to examine policies and planning processes in other states and in other contexts. Additionally, we need more research that examines outcomes beyond the traditional outcomes measuring numbers of participants, time in class, and academic gains. Increasingly more emphasis is being placed on tracking self-sufficiency over time and sustainable employment gains. More research is needed in these areas to determine not only the effectiveness of the programs but also the feasibility and effectiveness of the outcome measures.

Concluding Notes

Although no official report had been released to date about the program examined here, the evaluators did submit findings to the State Agency. However, as noted earlier this was only one of several projects funded under the Workforce Literacy Grants. Reports submitted by the evaluation team report on all programs as a group. As a result there is no report specific to this program examining outcomes. This research found that with the exception of employer partner, representatives from the four remaining stakeholder groups all reported to the evaluation team that the program had been a success. The State Agency was able to award funding, strengthen its relationships with workforce development boards and contract for service to a substantial number of participants. The workforce development board was able to secure services from a service provider and negotiate future contracts with the State Agency. The service provider was able to provide programming, negotiate for some future funding, and learn about standardized assessment. Many of the students reported having benefited from participation by increasing their understanding of English. Most students reported that they would participate in other programs if given the opportunity and that they had learned a variety of things beyond English through participation in the class.

My participation in this research had taught me that there are many outcomes from programs that generally go unnoticed and as a result unreported. I think I am a better program planner now for having taken the time to examine such a wide variety of outcomes from a variety of stakeholder perspectives.

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Appendix A

PROGRAM EVALUATION LOGIC MODEL

Study Question	Research Question	Variable	Collection Tool/Source
1. What programs are being offered?	1.1 What are the key activities for participants in your program? 1.2 Describe the services you are providing for this project. 1.3 What topics do you teach for this project? 1.4 What programs were available for you to take?	1.1 Program offerings	1.1 Tool#1 Evaluation template 1.2 Tool#4 - Training providers – Q.# 4 1.3 Tool#2 1.4 Instructors – Q. #3 1.5 Tool # 8 – Best Practices – participants & instructors
2. How is instruction being provided so limited English speakers?	2.1 What is your approach to teaching non/limited English learners?	2.1.a Taught in English 2.2.b Taught in Native language	2.1 – Tool # 2 – Instructors – Q.10

3. What target groups are being served?	3.1 Describe the services you are providing through this project to:
	  a. dislocated workers
	  b. incumbent/current workers
	  c. workers new to the workforce
		3.1.a – dislocated worker
		3.1.b – incumbent/current worker
		3.1.c – worker new to the workforce
		
		3.1.d – age
		3.1.e – gender
		3.1.f – employed
		3.1.g – years in workforce
		3.1. h– unemployed
		3.1. i– educational level
			3.1.a,b,c – Tool # 4 – Training providers – Q.12
			
			3.1.d,e,f,g,h,i - SIMS

Study Question	Research Question	Variable	Collection Tool/Source
4. How accessible are the programs being offered to the participants?	4.1 What are the hours of operation for your program? 4.2 – Were classes offered in a location and at times that were convenient to you?	4.1.a days 4.1.b nights	4.1 a,b – Tool # 2 – Q.5, Tool # 4 – Q.5 4.2 – Tool # 8 – Best Practices – participants

5. What types of assessment and screening are being conducted with participants? Who is conducting screening and assessment?	5.1 – In your assessment and screening processes, how are you screening for the following:
	  a. English language proficiency
	  b. Basic skills
	  c. Disabilities including learning disabilities
	
	5.2 – How were departments/ employees identified for participation in these projects?
	
	5.3 – What are the measurable indicators of success that you are tracking for participants?
		5.1.a – BEST
		5.1.b – TABE
		5.1.c – CASAS
		5.1.d – other
		_____
		5.1.e – screens only in English
		5.1.f – screen for disabilities
		_____
		
		5.2 - we can adding variable ID's once we know what is being tracked
		
		5.3 – we can adding variable ID's once we know what is being tracked
			5.1 – Tool # 2 – Instructors - Q.2, Tool # 4 –Training providers Q.7, Tool #1 – Eval plan template, Tool # 5, Project managers,
			
			5.2 Tool # 3 – Employers - Q.10
			
			5.3 – SIMS, Tool # 2 – Instructors – Q.12

Study Question	Research Question	Variable	Collection Tool/Source
6. What outcomes are expected by each partner?	6.1 – Objectives 6.2 – What outcomes do you expect from this project?	6.1 – goals and objectives identified by each group	6.1 – Tool # 1 – eval plan template 6.2 – Tool # 3 – employers – Q.4, Tool # 4 – Training providers – Q.8, Tool # 2 – Instructors – Q13, Tool # 6 survey (participants, employers, instructors & training providers), Tool # 8 – Best Practice
7. What outcomes, positive and negative were experienced by each partner?	**7.1** – What outcomes did you experience as a result of participation in this project? 7.2 – How well is the training provider addressing your training needs? 7.3 – What changes have occurred as a result of your commitment to this project? 7.4 – In what ways has/will your program benefit as a result of participating in this project?	7.1.a – academic gains 7.1.b – secured employment 7.1.c – increased wages there are probably others for participants – also need to identify variables for outcomes experienced by employers, service providers, boards, instructors, variables could be simple scale 7.3 – not yet operationalized 7.4 – not yet operationalized	7.1 – SIMS, Tool # 2 – Instructors – Q.14, Tool # 3 – Employers – Q.11, Tool # 4 – Training provider, Q.13, Tool #8 Best Practices 7.2 – SIMS, Tool # 3 – Employers – Q.5 7.3 – Tool # 3 – Employer – Q.7 7.4 – Tool # 4 – Training Provider – Q.11

Study Question	Research Question	Variable	Collection Tool/Source
8. What are the classroom practices and curriculum being implemented in each program?	8.1 – In this project what is/was the orientation process for participants for classroom participation?	8.1 Variable could be simply orientation/no orientation – we will have to see what emerges from data	8.1 – Tool # 2 – Q.1, Tool # 8 Best Practices
	8.2 – How much time do you spend each week on the topic(s) you teach?	8.2.a – less than 1 hour	8.2 – Tool # 2 - Instructors – Q.6, Tool # 8 – Best Practices
	8.3 – For each topic you teach, how is instructions delivered?	8.2.b – 1-3 hours 8.2.c – 3.5 hours 8.2.d 5-10 hours 8.2.e – 10+ hours 8.2.f – other _____	
	8.4 – For each topic you teach, what materials do you use?	8.3.a – group 8.3.b – individualized 8.3.c – field trips 8.3.d – expert speakers	8.3 – Tool # 2 – Instructors – Q.8 Tool # 8 – Best Practices
	8.5 – What other agencies, organizations, outside experts are involved with the instruction you are providing?	8.3.e – computers 8.4.a - commercial 8.4.b – teacher made 8.4.c – student made 8.4.d – other ____	8.4 – Tool # 2 – Instructors – Q.9 Tool # 8 – Best Practices
	8.6 – In what ways is the instruction provided on this project different from instruction you have been involved with on other projects?	8.5 – not yet operationalized 8.6 – not yet operationalized	8.5 – Tool #4 – Training provider – Q.9
	8.7 – How many instructors are involved in this project? What is the role of each instructor? What criteria did you use to select instructors for this project?	8.7 – these questions will need to be operationalized separately	8.6 – Tool #4 – Training provider – Q.6 8.7 – Tool #4 – training provider – Q.14

Study Question	Research Question	Variable	Collection Tool/Source
9. What role does technology play in the programs being offered?	9.1 – How much time do students spend working on computers each week?	Define based on what we learn	9.1 – Tool # 2 – Instructors – Q.7 Tool # 8 – Best Practices

10. What level of collaboration is being experienced by each partner?	10.1 – How do you ensure that you are meeting the needs of:
	  a. Learners
	  b. Employers
	  c. WDB
	10.2 – What type of support do you receive from your program director?
	10.3 – What were the factors that led your company/organization to participate in this project?
	10.4 – Please describe how the partnership between you (or your company) and the training provider(s) has developed over time
	10.5 – Please describe how the partnership between you (or your company) and the WDB has developed over time?
	10.6 – How have you/are you assessing the employer's training needs?
	10.7 – How are you assessing customer satisfaction for:
	  a. Employers
	  b. Students
		10.1 – not yet operationalized
		
		10.2 – could be a simple scale
		
		10.3 – not yet operationalized
		
		10.4 – not yet operationalized
		
		10.5 – not yet operationalized
		
		10.6 – not yet operationalized
		
		10.7 – not yet operationalized
			10.1 – Tool # 2 – Instructors – Q.4
			
			10.2 = Tool # 2 – Instructors – Q.11
			
			10.3 – Tool # 3 – Employers – Q.1, Tool # 4 – Training Provider, Q.1
			
			10.4 – Tool # 3 – Employers – Q.2, Tool # 4 – training provider – Q.2
			
			10.5 – Tool # 3 – Employers – Q.3, Tool # 4 – Training Provider – Q.3.
			
			10.6 – Tool # 4 – training provider – Q.2a
			
			10.7 – Tool #4 – Training Provider – Q.2b

Study Question	Research Question	Variable	Collection Tool/Source
11. What supports/enhancements/incentives are being provided to participants to ensure success?	11.1 What resources are you contributing to the project? 11.2 – What additional services/provisions are provided for unemployed and new workers to ensure that they find jobs or enroll in additional classes	11.1.a – classroom space 11.1.b – pd leave to attend classes 11.1.c – promote participants there are probably other variables here 11.2 – not yet operationalized	11.1 – Tool # 3 – Employers – Q.6 11.2 – Tool # 4 – Training provider – Q.10
12. How will the partnerships established for this grant be sustained when current funding ends?	12.1 – Would you participate again in similar projects? Why/why not? 12.2 – What changes would you suggest for this or similar projects?	12.1 – not yet operationalized 12.2 – not yet operationalized	12.1 – Tool # 3 – Employers – Q.8, Tool # 4 – Training Provider – Q.15, Tool #5 – Project Manager 12.2 – Tool # 3 – Employers – Q.9, Tool # 4 – Training Provider – Q.16, Tool #5 – Project Manager

Appendix B

GOAL PLANNING TEMPLATE

Goal Planning Template

Common Goals
1. Help employed individuals and dislocated workers get the basic skills they need to advance in their jobs and/or develop the technological skills that the modern workplace demands
2. Deliver education, training and learning models that are research-based, tied to identified standards and that meet employers' needs
3. Improve access to convenient learning opportunities for all participants, especially those in low-wage jobs and those who have been displaced as a result of changing economic conditions
4. Promote learning at a time, place and manner that meets workers' needs and interests.

Site:						
Site Goal:						
Objectives	Key Activities	Assessment tools	Data Collection Plan	Management Plan		Results
				Staff Responsibility	Completion Date	

Appendix C

INTERVIEW GUIDE FOR INSTRUCTORS

Interview Guide for Instructors

Interviewer's Name: _____ Project Site: _____

Instructor's Name: _____ Number of years teaching adults: ____

Service Provider's Name: _____ Date: _____Consortium: _____

1. Tell me what you know about the Workforce Literacy grant and your role in its implementation.

2. What is/was the orientation process for students participating in this project?

3. What are the hours of operation and physical locations for your program?

    a. Who/what factors determined the hours of operation and locations of service?

4. Are you responsible for screening students for this grant?   Yes   No

    If yes:
    What formal (standardized) and informal assessments are you using?
    a. English language proficiency

    b. Literacy level in first language

    c. Basic skills

    d. Disabilities (including learning disabilities)

5. What topics do you teach for this project?

6. How do you ensure that you are meeting the needs of:
    a. Learners

    b. Employers involved in project

    c. Workforce Development Board

7. How much time do you spend each week on each topic you teach?
    a. Instructional   1-10 hrs   11-20 hrs   20+hrs
    b. Non-instructional   0 hrs   1-5 hrs   6-10 hrs   10+hrs

8. How much time do students spend working on computers each week?
        0 hours   1-5 hours   6-10 hours   10+ hours

9. For each topic you teach, what percentage of time do students participate in:

    a. Large group instruction   _____%
    b. Small peer group learning   _____%
    c. Individualized instruction   _____%
    d. Field trips   _____%
    e. Presentations from expert/guest speakers   _____%
    f. Computers   _____%

10. For each topic you teach, what materials do you use?

    a. Who participates in deciding what materials to use?

    b. What percentage of you instructional materials used in this project are:
        Commercial workbooks_____% Commercial software _____%
        Teacher created _____%

11. What is your approach to teaching non/limited English learners?
    English only?   Bilingual?   Other? (explain)

12. What type of support do you receive from your program director?
    a. Paid planning/non-instructional time:
        0%   1%-25%   26%-50%   51%-75%   76%+
    b. Staff development opportunities
    c. Other (explain)

13. If applicable, what type of support do you receive from you employer partners?
    a. Classroom space
    b. Assistance with recruitment
    c. Curriculum materials
    d. Paid time for employees to participate in classes
    e. Other employee incentives to participate
        i.   Promotion
        ii. Pay increase
        iii. Company recognition

14. What are the measurable indicators of success that you are tracking for students?
    a. Are these indicators different form other projects?

    b. Do you feel the success indicators are realistic for the population(s) you
        serve? Why/why not?

15. What other outcomes (besides those mentioned in question 12) have you
    identified? These can be outcomes that you have witnessed in students or that
    students have reported to you. These might also be outcomes you have
    experienced in you teaching or outcomes reported to you by employers.

16. How do the outcomes mentioned in questions 12 & 13 compare to your initial expectations for outcomes from this project?

17. How is your teaching evaluated:
    a. By administrators
    b. By students
    c. Other (explain)

18. What types of staff development opportunities do you participate in?

19. What other staff development opportunities could you benefit from?

20. Additional Comments:

Appendix D

INTERVIEW GUIDE FOR EMPLOYERS

Interview Guide for Employers

Interviewer's Name: _____   Project Site: _____

Employer's Name: _____   Title: _____

Company's Name: _____   Date: _____

Number of fulltime employees_____   Number of part-time employees _____

Consortium: _____

1. What were the factors that led your company to participate in this project?

2. Please describe how the partnership between you (or your company) and the training provider (s) has developed over time?

3. Please describe how the partnership between you (or your company) and the Workforce Development Board has developed over time?

4. How well is the training provider addressing your training needs?

5. What resources are you contributing to the project?

6. What changes have occurred as a result of your commitment to this project?

7. Would you participate again in similar projects? Why/why not?

8. What changes would you suggest for this or similar projects?

9. How were departments/employees identified for participation in these projects?

10. What outcomes did you/will you experience as a result of participation in this project?

11. How do these outcomes compare to your initial expectations for outcomes from this project?

Appendix E

INTERVIEW GUIDE FOR TRAINING PROVIDER DIRECTOR

Interview Guide for Training Provider Director

Interviewer's Name: _____   Training Provider: _____

Director's Name: _____   Date: _____

Consortium: _____

1. What were the factors that led you to participate in this project?

2. How were you/your organization involved in writing the grant?

3. For this grant, do you have employer partners? Yes   No

4. If applicable, what type of support do you receive from you employer partners?
    a. Classroom space
    b. Assistance with recruitment
    c. Curriculum materials
    d. Paid time for employees to participate in classes
    e. Other employee incentives to participate
        i. Promotion
        ii. Pay increase
        iii. Company recognition

5. Please describe how the partnership between you (or your company) and the
       employer(s)
     has developed over time.
     a. How have you/are you assessing the employer's training needs?

     b. How are you assessing customer satisfaction for:
         i. Employers?

         ii. Students?

4. Please describe how the partnership between you (or your company) and the
   Workforce
    Development Board has developed over time.

5. Describe the services you are providing for this project.

6. In what ways are the services provided on this project different from services you
   have been involved with on other projects?

7. Are you responsible for screening students for this grant?   Yes   No
    If yes:
    What formal (standardized) and informal assessments are you using?
    a. English language proficiency
    b. Literacy level in first language
    c. Basic skills
    d. Disabilities (including learning disabilities)

8. What others agencies, organizations, outside experts are involved with the services you are providing?

9. What additional services/provisions are provided for unemployed and new workers to ensure that they find jobs or enroll in additional classes?

10. In what ways has/will your program benefit as a result of participating in this project?

11. Describe the services you are providing to:
    a. Dislocated workers
    b. Incumbent workers
    c. Workers new to the workforce

12. What outcomes did you/your students experience as a result of participation in this project?

13. How do the outcomes mentioned in questions 12 compare to your initial expectations for outcomes from this project?

14. How many instructors are involved in this project?
    a. What is the role of each instructor?
    b. What criteria did you use to select instructors for this project?

15. How often did you and your staff/other partners meet to discuss how implementation was going?

16. Who attended these implementation staff meeting?
    a. Instructors
    b. Employer representatives
    c. WDB project managers
    d. Case managers
    e. Others

17. Would you participate again in similar projects? Why/Why not?

18. What changes would you suggest for this or similar projects?

Appendix F

INTERVIEW GUIDE FOR PROJECT MANAGERS

Interview Guide for Project Managers

1. Describe your role in implementing the Workforce Literacy grants.

2. To what extent were you involved with the actual writing of the grant?

3. What have been your main responsibilities in implementing this grant?

4. Describe your relationships with
   a. Employers
   b. Training providers
   c. Other collaborative members
   d. TWC

5. Describe the process for selecting training providers for this grant.

6. Describe the process for selecting employer partners.

7. How often have you met to discuss this grant with:
   a. Employers
   b. Service providers
   c. Other collaborative partners
   d. Other WDB members

8. Describe the WDBs process or setting parameters for participant eligibility:
   a. Wage considerations
   b. Eligibility designations (dislocated, incumbent, worker new to workforce, etc.
   c. Other eligibility criteria imposed by WDB
   d.
9. What challenges have you faced in implementing this grant?

10. What changes would you recommend for future grants?

Appendix G

CLASSROOM OBSERVATION TEMPLATE

OBSERVATION GUIDE
Site: _____ Observer:_____ Date: _____
Class description: Day/evening   English/bilingual   Content area: _____
Number of participants present: _____

<div align="center">Classroom Observation Form</div>

ACTION	YES	NO	NA	COMMENTS EVIDENCE
Teacher uses a variety of teaching methods ❑ Lecture ❑ Group work ❑ Student Lead ❑ Community Experts				
Teacher uses a variety of media ❑ Workbooks ❑ Computers ❑ Teacher created materials ❑ Student created materials ❑ Video ❑ Audio	YES	NO	NA	
Learners are engaged	YES	NO	NA	
Teacher successfully creates a warm and inclusive learning environment	YES	NO	NA	
Classroom is conducive to learning – free from distraction, clean, friendly, etc.	YES	NO	NA	
Classroom environment suggest that programming is: ❑ Learner Centered ❑ Teacher Centered				
Evidence of EFF implementation practices ❑ Purposeful ⎰ Contextual ❑ Transparent ⎰ Constructivist				

Appendix H

MONTHLY REPORT TEMPLATE

Monthly Report Form Template

Month for report: (Month for which the data is being reported)		Targeted number of learners in contract: (This is the number from your contract or any amendment to it.)		
Site (Site name)		Number of learners participating from last month's report: (Take this from last month's report)		
LWDB (Board name)		New learners recruited this month: (Number of new entries to MIS)		
Report Author (Name of person writing the report)		Number of learners who have left the course - either through completion or dropping out (please submit "Outtake Form" for each) (Number of learners who are no longer attending - either because of completion or drop out)		
Date Submitted (Date report is submitted)		Number of learners currently participating at month's end: (Enter number of current learners in the program at month's end.)		
		Number of hours that all learners attended the program for the month		
Challenges this month				
Other Project Highlights or Successes				

Appendix I

INTERVIEW GUIDE FOR STUDENTS

Interview Guide for Students

1. How long have you been attending this class?
    a. Less than one month
    b. 1-3 months
    c. 3-6 months
    d. 6 months or more

2. Why did you choose to attend this class?

3. Is this class offered at a time convenient to you?
    a. Yes
    b. No
   If no, what would be a more convenient time? _____

4. Is this class offered in a location that is convenient to you?
    a. Yes
    b. No
   If no, what would be a more convenient location? _____

5. What is the highest grade you have completed?   _____

6. Have you attended school outside of the U.S.? If yes, where? What is the highest grade you completed?

7. Are you currently employed? If yes, how long have you been working for this employer?
    a. 0-3 months
    b. 3-6 months
    c. 6-12 months
    d. more than 12 months

8. If yes, are you being paid to attend this class
    a. Yes
    b. No
    c. If applicable, would you attend this class if you were not being paid?

9. Did attending this class help you? If yes, how? If no, what would have made the class better for you?

10. What is the most important thing you learned from this class?

11. In this class did you: (Circle all that apply)
    a. work in groups with other students
    b. work individually
    c. use the computer
    d. take field trips
    e. learn from guest speakers

12. Do you plan to take other classes? If yes, what classes are you interested in taking?

13. If you could change one thing about this class what would you change?

14. Other comments?

Appendix J

INTENDED OUTCOMES

Stakeholder Group	Intended Outcomes
State Agency	• Service to 300 students from identified target groups • Basic Skills development aimed at meeting employer needs • Research based curricula (EFF) to prepare workers to enter a career path with advancement opportunities, delivered in simulated workplace environments • Classes in convenient places and at convenient times • New partnerships between workforce investment boards, service providers and employers • On site classes when possible • Implementation of work task, cognitive task or job analysis to inform training decisions • Award $240,000
Franklin County Workforce Development Board	• To fund local programming aimed at service for foreign trained nurses • Partnerships with service providers and employers to gain assistance with recruitment, classroom space, and incentives for employee participation • ESL instruction in the contexts of work, healthcare, and general usage to 120 students with limited English proficiency • Personal development workshops concentrating on the EFF Worker Role Map's competencies in 'how to work with others' • Improve retention with cultural assimilation workshops
West Jefferson Interagency Council	• ESL instruction to 120 students with limited English proficiency; 60 students from Franklin County and 60 students from Jefferson County • Assist adults in obtaining the basic skills needed to work and to increase their opportunities for advancement and higher earnings in healthcare careers • Research based curricula (EFF) to prepare workers to enter a career path with advancement opportunities, delivered in simulated workplace environments • Classes in convenient places and at convenient times • Secure SWA funding for future programs
Employers and Organizations	• Increase skills and knowledge of participating employees • Host CNA clinicals as a means for observing potential new employees • Identify and employ trained medical support staff • Assist students in securing employment or entering educational programs
Students	• Enter and/or advance in the Franklin County and Jefferson County medical communities • Improve English • Prepare for NCLEX, TOFEL, and SAAT

Appendix K

ACTUAL OUTCOMES

Appendix K
Summary of Actual Outcomes Part One

Stakeholder Group	Summary of Actual Intended and Unintended Outcomes
State Agency	$240,000 was awarded 26 students became CNAs - Franklin and Jefferson County Boards maintained separate accountability and reporting systems - Caseworkers learned about the state's SIMS and took on additional work responsibilities - Unanticipated travel for Franklin County caseworker to complete SIMS data entry requirements - Relationships between the SWA, new employer partners, and new service providers were not created - Per student costs increased - Shortened grant period - Questionable pre-post test data - Identified a need for TABE training
Franklin County Workforce Development Board	26 students became CNAs - Shortened grant period - No new employer partners - New opportunity to provide CNA training for the SWA - Added CNA training to approved training list - Not all contractual obligations were met
West Jefferson Interagency Council	106 participants served - Secure SWA funding for future programs 26 students became CNAs 3 students applied for an NCLEX review 7 students enroll in community college - Recruitment from existing list of foreign trained nurses was ineffective - Shortened grant period - Had to secure classroom space in Franklin County - Identified a need for TABE training - Textbooks were ordered late and did not match student's academic levels - No NCLEX test preparation - Proposed Tracks were combined - Instructors became more familiar with English levels required of students to be successful in more advanced study 29 students received CPR certification - Students paid out-of-pocket for additional certification 55 students became Certified Phlebotomist - Additional certifications result in wage increases

Appendix K Continued
Summary of Actual Outcomes Part Two

Stakeholder Group	Summary of Actual Intended and Unintended Outcomes
Employers	• No employers followed through with incentives promised in the proposal
Students	• 26 students became CNAs • 7 students enroll in community college • Students did not complete classes because of conflicting work schedules • Students assessed at lower levels were not accepted into the program • No reported wage incentives • 29 students received CPR certification • Students paid out-of-pocket for additional certification • 55 students became Certified Phlebotomist • Additional certifications result in wage increases • 55 students reported that they knew more English